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DECENTRALIZED EVALUATION

WFP's relief food and cash assistance
for conflict-affected people in Kachin and northern Shan

January 2016 – December 2019

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WFP Myanmar Country Office
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Executive Summary

- World Food Programme (WFP) Myanmar Country Office (CO) commissioned a mid-term evaluation of its relief food and cash assistance for conflict-affected people. The programmatic scope is the **provision of unconditional food transfers and/or Cash-Based Transfers (CBT) to populations affected by crisis, main activity** the Strategic Outcome 1 of both the Protracted Relief and Recovery Operation (PRRO) 200299 from January 2016 to December 2017, and the Country Strategic Plan (CSP) from January 2018 to December 2019.¹ The geographic scope is the conflict-affected areas of Kachin and Northern Shan States (excluding Konkyan township).
- Since 2011, people in Kachin and Northern Shan have been facing a resurgence of armed conflict between the Myanmar Armed Forces and Ethnic Armed Organisations (EAO), as well as between EAOs. This conflict has undermined the access to basic services, the economic growth and the capacity of vulnerable people to produce and access sufficient, diversified, and nutritious food. It has also led to the protracted displacement of about 97,000 IDPs in 140 camps in Kachin and about 8,800 people in 33 camps in Northern Shan.² In June 2018, the Myanmar Government announced its Camp Closure Policy, but conditions are not yet conducive for large-scale returns.
- To reply to these needs, WFP worked with its Cooperating Partners (CPs) to provide in-kind monthly assistance to Internally Displaced People (IDPs) from 2012 to 2016. In 2016, WFP progressively switched from in-kind assistance to unconditional cash assistance. In 2018, WFP's relief assistance reached 48,000 IDPs in Kachin and 7,500 IDPs in Northern Shan.
- The purpose of this evaluation is to assess the general food distributions and cash transfers in the camps, host communities and return/relocation sites, with dual objectives of **accountability** and **learning**. The evaluation is being commissioned at this time to examine, reflect on and synthesise lessons learned from the first 18 months of the CSP, as well as the preceding 2 years of implementing relief activities. As the primary audience of this evaluation, WFP CO plans to use the evaluation to take stock of the relief activities implemented in Kachin and Northern Shan, and, if required, to adjust the design/implementation of the programme for the remainder of the CSP (2018-2022). Other intended users include the WFP CPs, donors, the Ministry of Social Welfare, Relief & Resettlement (MSWRR) the broader humanitarian community in Kachin and Northern Shan.³

Methodology

- The Evaluation Team (ET) evaluated Strategic Outcome 1 against the Organisation of Economic Cooperation and Development (OECD) criteria of (i) Relevance/Appropriateness, (ii) Effectiveness, (iii) Impact, (iv) Coherence, and (v) Sustainability.⁴ The ET implemented a mixed-methods approach, based on various sources of primary⁵ and secondary, quantitative and qualitative data, including: 80 documents reviewed, 50 Informants Interviews (KIIs), 38 Focus Group Discussions (FGDs) with male and female recipients and Food Management Committees (FMCs), and a household survey of 325 households in Northern Shan and 300 in Kachin.
- The main limitations included (i) evaluating the sustainability criterion due to the emergency nature of activities and the context,⁶ and not being able to interview returnees, (ii) generating evidence and findings

¹ While initially designed to focus on the January 2016 - May 2019 period, the Evaluation Team (ET) and the Evaluation Committee (EC) agreed to extend the scope to December 2019 because: 1. WFP CO was interested in generating evidence about programmatic changes made to the design in May/June 2019; and 2. WFP implemented an activity that is included in the Terms of Reference (ToR).

² OCHA, 'Myanmar Humanitarian Need Overview 2019', 2018.

³ The main donors are Australia, Canada, Denmark, the European Union, Germany, Japan, the Republic of Korea, Luxembourg, the Netherlands, New Zealand, Norway Poland, Switzerland, the Republic of Turkey, and the United States of America.

⁴ The ET sought to answer to the following evaluation questions: (i) To what extent has WFP assistance been relevant and appropriate to meet the needs of conflict-affected people? (ii) To what extent were targeted crisis-affected people in food insecure areas able to meet their food needs all year round? (iii) What impact has WFP's cash assistance had on women's capacity to participate in the leadership role of the community, and on women's role within the family? (iv) To what extent has WFP assistance been and remained coherent with its internal policies and complementary with the intervention of other actors? (v) To what extent has WFP's relief programme been connected with other actors' programmes and devised an exit strategy from its relief operations?

⁵ 25 camps in 10 townships were targeted by the primary data collection,

⁶ The Government of Myanmar had not finalised its Camp Closure Policy, whose objective is to frame the return process of IDPs, at the time of data collection.

for a period of 4 years, as interviewees were not always able to recall events/facts dating the beginning of the evaluation period, and (iii) several limitations with primary data collection.⁷ Measures to mitigate against these included (i) ensuring that documents on camp closure policies and changes in the context were analysed, as well as sufficiently covering the topic during KII, (ii) relying on secondary sources of information, and (iii) the exclusion⁸ and/or triangulation of primary data.

Key Findings

Evaluation Question (EQ) 1 (Relevance): To what extent has WFP assistance been relevant and appropriate to meet the needs of conflict-affected people in Kachin and Northern Shan?

- WFP's choice of modality, i.e. mixed modalities and then cash assistance, and design, i.e. unconditional and unrestricted monthly cash grants whose transfer value was based on nearby market prices, was, and remained, relevant to the food needs of the assisted people and to the context in the Northern Shan and Kachin States. Several factors account for this success: (i) the comprehensive and thorough cash feasibility assessments in both states, with detailed findings for each township, (ii) the design of the programme, which included the findings and risks identified during the assessments, (iii) the progressive change of modalities from in-kind, to cash + rice, to cash in order to pilot the modality, (iv) the regular monitoring of market access / functionality / prices, and other protection-related issues to ensure that the design remained appropriate and to make adjustments when necessary, and (v) the transfer values that were adapted at camp and township levels.
- Each WFP Sub-Office (SO) revised its targeting, introducing vulnerability criteria in 2016. While the inclusion and exclusion criteria were relatively similar for both states and predominantly relied on access, or lack thereof, to livelihoods, each SO designed different entitlements. Despite the high awareness of the targeting criteria, excluding household members do not present in the camp from assistance is seen as a barrier to accessing livelihoods in Kachin, while the exclusion of boarding schools children is not understood by beneficiaries in Northern Shan. Based on the data collected, the inclusion and exclusion criteria may not be appropriate to fully meet Strategic Outcome 1, i.e. IDPs meet food needs all year round. This is especially true for Kachin State, because there is a mismatch between theoretical and real livelihood opportunities.
- In Kachin, after a successful pilot from 2017 to 2019 in 6 camps, in 2019 WFP SOs changed their transfer mechanisms from cash in envelope to cash over the counter in 2 townships. The shift was only partially successful, as some households were not able to cash out the assistance during the first few weeks.⁹ While WFP, CPs and the Financial Service Providers (FSPs) were still trying to understand these technical challenges, this led to beneficiaries' mistrust of this transfer mechanism, and it negatively impacted their satisfaction with the programme modality.
- WFP CO set up quite a comprehensive Complaint and Feedback Mechanism (CFM) based on several communication channels: hotline, letter, email, and in-person complaints through WFP and CPs' staff. The CFM was well known and accessible to all recipients. However, all complaints were not systematically recorded to allow the CFM to become a more useful tool for decision-making and for Accountability to Affected Population (AAP).
- While the vast majority of beneficiaries were satisfied with the support received from WFP and the resulting distribution processes, they voiced concerns about WFP's monthly beneficiary list update process and related exclusion criteria. These are seen as a factor that blocks them from seeking livelihood opportunities, especially in Kachin State.

EQ 2 (Effectiveness): To what extent were targeted crisis-affected people in food insecure areas able to meet their food needs all year round in Kachin and North Shan States?

⁷ It included the omission of eggs as part of weekly animal protein consumption in the data collected to assess Food Consumption Score (FCS), and the fact of not being able to present data for the FCS for Kutkai township (because the ET deemed the results of data collection on FCS not to be sufficiently reliable).

⁸ E.g. the exclusion of the 83 respondents from the FCS analysis, mainly in Kuktai.

⁹ They were able to do so after a few weeks, thanks to the support of CPs.

- WFP’s partially achieved Outcome 1 (“*Crisis-affected people in food-insecure areas meet their food needs all year round*”), with the Household Diet Diversity Score (HDDS) reaching its objective¹⁰ and the Food Consumption Score (FCS) being very close to being achieved.¹¹ However, the data collected to measure outcome indicators may present potential biases:
 - a. The time lags between WFP support and data collection - these are not harmonised, as data is collected 1 week after distribution in some camps, and 3 weeks after in others. As a result, the FCS and HDDS can vary significantly across camps, and the data may not be comparable.
 - b. WFP collects Post Distribution Monitoring (PDM) on Relief Activities data in November (outside of the lean period¹²), when the rice harvest creates job opportunities for IDPs, and when food prices start to decrease, according to WFP price monitoring and Kachin Seasonal calendar.
- The transfer value was calculated to meet 2,100 Kcal per person per day. Despite the fact that WFP support is highly valued – as it is the only regular and constant support received by IDPs – the amount provided was not considered to be sufficient to meet food needs and ensure diet diversity.
- Except for the monthly beneficiary verification process that prevented recipients from accessing livelihood opportunities, especially in Kachin, there were no significant negative unintended outcomes at household or community levels.
- Both beneficiaries and other humanitarian actors do not consider the return package to be enough to support return efforts. To ensure a significant amount of support for restoring livelihoods, the package should be increased to at least 12 months to cover at least one full agricultural production cycle. However, the same KIIs were concerned that such an increase would be a push factor in cases where not all the conditions for a safe and dignified return could be ensured.

EQ 3 (Impact): What impact has WFP’s cash assistance had on women’s capacity to participate in the leadership role of the community, and on women’s role within the family?

- While WFP was successful in ensuring equal participation of women in FMCs and WFP/CPs’ sensitisation sessions built up their confidence, this has not systematically led to a more prominent role of women in decision-making at the camp level regarding the design and the implementation of the assistance. In fact, the FMC role decreased over time with the shift in modality in some camps, as Camp Management Committees (CMCs) became CPs’ main coordination partners.
- In both Kachin and Northern Shan, women are the main decision-makers in how to use the cash assistance, with no/limited oversight from men, mainly because men are outside of the camps seeking livelihood opportunities. This is primarily attributable to the context, and is external to WFP’s relief assistance. While beneficiaries’ participation in awareness-raising sessions hosted by different humanitarian organisations, including WFP, may have also contributed to this change, there is not sufficient evidence to ascertain this claim.

EQ 4 (Coherence): To what extent has WFP assistance been and remained coherent with its internal policies, and complementary with the intervention of other actors in Kachin and Northern Shan?

- WFP’s assistance is aligned with its internal standards in terms protection, gender, and AAP. WFP’s assistance is also aligned with SPHERE Standards. As per the Annual Country Report (ACR) guideline, WFP aligned its programme with SPHERE Standards by reporting the percentage of households with an acceptable FCS in 2019.
- Food relief coordination is effective, when considering the lack of duplication and gaps in support for IDPs. Coordination regarding return/resettlement is at an early stage but will be essential, as a tailor-made approach is needed to ensure the safety of the returnees. Currently, the guidance for the coordination of monitoring and follow-up, as well as the decision-making processes, remains theoretical and needs to be enforced at the organisational and inter-cluster levels.

¹⁰ HDDS > 4.5 (2016, 2017, 2018) and 5.5 (2019).

¹¹ This is demonstrated in WFP’s PDM data from 2016 to 2019, and corroborated by this evaluation’s household survey.

¹² June to September

EQ 5 (Sustainability): To what extent has WFP's relief programme been connected with other actors' programmes and devised an exit strategy from its relief operations?

- WFP has no clear and written exit strategy in place. On the other hand, WFP has been providing a return package and Cash for Asset programming to support livelihood restoration. It has also been conducting capacity building for the Department of Disaster Management (DDM) and the Department of Social Welfare (DSW) to ensure their ability to respond to sudden and protracted displacements. While this strategy cannot be considered as an exit strategy, the ET notes that this transition strategy is adapted to the uncertain political and security context of Kachin and Northern Shan, as the context is not conducive to a large-scale safe and dignified returns. Returns should be adapted to each area/village's specific risks (land mines, conflict, forced recruitment, etc.).
- The choice of supporting the Government through DDM and DSW appears to be relevant for sudden crises (e.g. flooding), but the protracted situation of IDPs in Kachin and Northern Shan does not appear to be a priority in the Myanmar Government's social protection policy. Civil Society Organisations (CSOs) are the main active organisations on the ground and the main implementing partners of international organisations. As such, WFP should rely on them more heavily to carry out more sustainable programming. However, their capacity remains limited and should be further built.

Overall conclusions

- **In response to the first evaluation question (To what extent has WFP assistance been relevant and appropriate to meet the needs of conflict-affected people in Kachin and Northern Shan?),** the ET concluded that the project is relevant. WFP designed the support according to household size and cost of commodities, and thus has been able to adapt the transfer value to maintain the theoretical coverage of 2,100 Kcal per person, per day. Cash assistance is, and has remained, appropriate over the evaluation period. However, there remains areas that WFP Myanmar could further investigate to increase the relevance of its programming: e.g. critically review the vulnerability criteria that are solely based on access to livelihoods, as well as the monthly exclusion criteria, and the lack of systematic complaint records in the CFM.
- **In response to the second evaluation question (To what extent were targeted crisis-affected people in food insecure areas able to meet their food needs all year round in Kachin and North Shan States?),** the ET concluded that the project appears to be effective. However, given the potential bias in the measurement methodology, this should be considered with caution. No major unintended outcomes were highlighted or documented during the evaluation.
- **In response to the third evaluation question (What impact has WFP's cash assistance had on women's capacity to participate in the leadership role of the community, and on women's role within the family?),** the ET concluded that the increased role in day-to-day management of cash at the household level is more related to the context and men's absence during the day than any particular humanitarian organisation's support. The men's absence, combined with WFP's Gender policy and awareness sessions, has increased the women's participation in decision-making bodies.
- **In response to the fourth evaluation question (To what extent has WFP assistance been and remained coherent with its internal policies, and complementary with the intervention of other actors in Kachin and Northern Shan?),** the ET concluded that WFP's relief assistance is aligned with internal (Gender, Protection, AAP) and external (SPHERE, Core Humanitarian Standards) standards. Coordination is considered to be effective when it comes to relief activities, thanks to the township/camp repartition between the different actors. The main coordination gaps are linked to livelihoods, particularly around how to support the return process at the intersectoral level.
- **In response to the fifth evaluation question (To what extent has WFP's relief programme been connected with other actors' programmes and devised an exit strategy from its relief operations?),** the ET concluded that the current exit/transition strategy is adapted to the context, despite a gap in the integration of Asset Creation/rehabilitation and relief activities. Having a formal exit strategy, given the context, did not appear relevant. Furthermore, A 6-month package is not sufficient to cover the transition period in places where safe and dignified returns can be ensured.

- Overall, in a context of a protracted crisis with limited signs of improvement, WFP’s relief assistance is critical to beneficiaries’ coping strategies, and should continue until the conditions for return are met.

Recommendations

- **Recommendation 1: WFP CO should critically review the vulnerability criteria set in 2016 and assess whether they remain relevant.** While the vulnerability criteria heavily rely on one’s ability work and assume that household members are able to find income generating opportunities, the data on livelihoods collected during the evaluation suggests that this situation varies across seasons, states and townships. WFP could propose, via the Food Security and Livelihoods cluster, to conduct a joint-labour market assessment to determine the seasonality of livelihood opportunities and bridge the gap in data. With this study, WFP could decide whether these criteria should be revised and whether the entitlements remain appropriate.
- **Recommendation 2: WFP CO should strengthen the CFM to handle all complaints in a timely manner and contribute to improving the programmatic orientation of relief activities.**¹³ A significant volume of beneficiaries’ complaints are provided orally to CP staff and there is no process in place to ensure that these complaints are registered at the WFP level. WFP SO should aim to increase the usage of formal channels by (i) setting up a toll-free hotline, (ii) increasing the frequency of collecting feedback from the complaint boxes to 2 times a month, (iii) developing a format for complaints to help recipients provide all the required information for treatment, and (iv) clarifying the role of the FMC/CMC in handling these complaints through a ToR/Memorandum of Understanding (MoU). WFP should systematise the recording of all complaints in a dedicated CFM tool, through the development of a detailed Standard Operating Procedures (SOPs) for CPs on handling complaints a tool for CPs to record oral complaints.
- **Recommendation 3: Review the rules of inclusion/exclusion for programme recipients who travel outside of the camps.** WFP should critically review these rules and provide IDPs with more flexibility, while also ensuring sufficient monitoring to avoid aid diversion. Therefore, WFP could consider a quarterly registration of beneficiaries. This decrease in the frequency of registration may also decrease the workload of CPs, as the process was reportedly time-consuming.
- **Recommendation 4: Design a SOP regarding the monthly beneficiary lists update.** As the process’ lack of clarity has led recipients to stop leaving the camps to search for livelihood opportunities, WFP SO should establish a clear set of rules and widely communicate them to all WFP partners and beneficiaries, for example through group meetings and posters.
- **Recommendation 5: Revise the SOP for PDM on relief activities.** In order to limit the bias, WFP should (i) collect data twice a year or at minimum during the lean period and (ii) ensure data collection occurs 3 weeks after the distribution.
- **Recommendation 6: WFP CO could play a more significant role in the IDPs’ return process.** In areas protection actors consider safe, WFP CO could increase the return package to 1 year to cover a full agricultural production cycle and thus reinforce livelihood restoration. In these areas WFP could further increase linkages with Strategic Outcome 2 (SO2) and proposed livelihood activities. As WFP is already involved in the Protection Working Group (PWG), WFP SO could contribute to implementing the PWG operational guidance by: (i) continuously providing monthly support for those IDPs in camps who start a step-by-step return, (ii) facilitate local integration and coordination with livelihood actors, (iii) plan for the potential extension of the support according to the level of harvest, and (iv) organise different types of support according to level of safety of the places assessed (e.g. school feeding).
- **Recommendation 7: WFP CO should clarify and then officialise the role and responsibilities of the FMCs in coordination with CMCs.** In turn, it will contribute to increasing women’s role in community-level decision. While women are well represented in FMCs, FMCs’ role decreased over time in favour of CMCs,

¹³ At the time of writing, WFP was in the midst of implementing the CFM Standardisation Project. This includes the following measures (among others): setting up a toll-free hotline, collecting complaints from boxes twice a month and rolling out a Complaint and Response Mechanism, and allowing to record oral complaints directly thanks to a mobile device.

e.g. for the monthly update of beneficiary's lists. Key to that problem stems from the fact that the expected role and responsibilities of FMCs are not clearly defined.

1. Introduction

1. World Food Programme (WFP) Myanmar Country Office (CO) commissioned a mid-term evaluation of its relief food and cash assistance for conflict-affected people in Kachin and Northern Shan States, with the dual objectives of accountability and learning:
 - a. **Accountability:** The evaluation will assess and report on the performance and results of the relief activity for internally displaced people (IDPs);
 - b. **Learning:** The evaluation will determine the reasons why certain results occurred or not in order to examine, reflect on and synthesize lessons learned.
2. The programmatic scope of the evaluation is: (1) Activity 1.1¹⁴ of the Strategic Objective 1 of the Protracted Relief and Recovery Operation (PRRO) 200299 from January 2016 to December 2017, and (2) Activity 1.1¹⁵ of the Strategic Outcome 1 of the Country Strategic Plan (CSP) from January 2018 to December 2019. The geographic scope is the conflict-affected areas of Kachin and Northern Shan States (except Konkyan). The evaluation period is January 2016 to December 2019.¹⁶
3. As the primary audience of this evaluation, the CO will use this evaluation as an evidence-base to take stock and, if required, adjust the design/implementation of the relief activities. Other intended users include Cooperating Partners (CPs), Line Ministries (e.g. the Ministry of Social Welfare, Relief & Resettlement (MSWRR)), the donors for both operations,¹⁷ and the broader humanitarian community in Kachin and Northern Shan.

1.1. Overview of the Evaluation Subject

4. Since 2011, Kachin and Northern Shan have been facing a resurgence of armed conflict involving Ethnic Armed Organisations (EAOs) and Myanmar Armed Forces, which has led to protracted displacements. In response to the needs associated with displacement, WFP provided blanket in-kind monthly assistance to IDPs, which consisted of 13.5 kg of rice, 1.8 kg of pulse, 0.9l of oil, and 0.15 kg of salt per household member. WFP has been implementing relief activities with CPs: in Kachin they are World Vision, Karuna Mission Social Solidarity (KMSS) Myitkyina and KMSS Bhamo; in Northern Shan they are Myanmar Heart Development Organisation (MHDO) and KMSS.
5. At the end of 2015/beginning of 2016, WFP progressively shifted the relief modality from in-kind assistance to first a combination of rice and cash, and then to cash only, in both Kachin and Northern Shan in 2016 and 2015 respectively. WFP opted for cash in envelope as the transfer mechanism to deliver cash to targeted households. In February 2017, WFP piloted mobile money (also referred to as cash over the counter) in 6 camps in Myitkyina and Waingmaw townships. The pilot lasted until April 2019. From June to December 2019, WFP rolled out Wave Money in all camps in Myitkyina and Waingmaw townships.
6. To reflect the different market commodity prices, WFP set different monthly transfer values per township to ensure beneficiaries had the same purchasing power. In Kachin, monthly transfer values ranged from 15,000 to 23,000 Myanmar Kyat (MMK). In Northern Shan, they ranged from 13,000 to 20,000 MMK. Following 2 vulnerability classification exercises WFP and its CPs conducted in 2015 in Kachin and Northern Shan,¹⁸ along with the implementation of SCOPE to manage beneficiaries' identity and entitlements and the cash feasibility assessments WFP conducted, WFP changed its targeting criteria. Households were divided into 2 categories: the "Most Vulnerable" who receive the full cash transfer value, and the "Less Vulnerable"

¹⁴ Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries, referred as relief assistance in this report.

¹⁵ Provide unconditional food transfers and/or cash-based transfers (CBTs) to populations affected by crisis (unconditional resource transfers to support access to food, referred as relief assistance in this report.

¹⁶ While initially designed to focus on the January 2016 - May 2019 period, the Evaluation Team (ET) and the Evaluation Committee (EC) agreed to extend the scope to December 2019 because: 1. WFP CO was interested in generating evidence about programmatic changes made to the design in May/June 2019; 2. WFP implemented an activity that is included in the Terms of Reference (ToR).

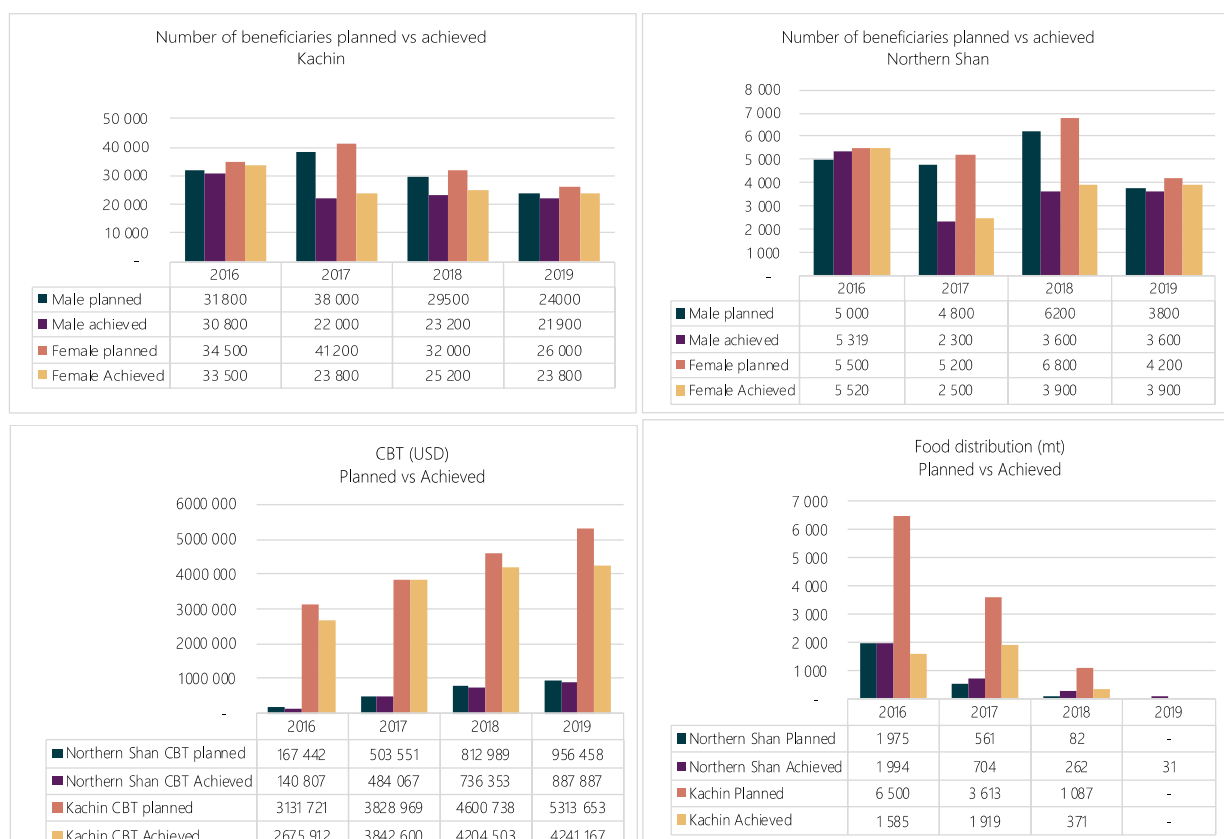
¹⁷ The main donors are Australia, Canada, Denmark, the European Union, Germany, Japan, the Republic of Korea, Luxembourg, the Netherlands, New Zealand, Norway Poland, Switzerland, the Republic of Turkey, and the United States of America.

¹⁸ WFP Myanmar, 'IDP Full Cash Transfer Modality Rapid Assessment Report', 2015. (In Northern Shan). WFP Myanmar, 'Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar', November 2015. (In Kachin).

who receive partial transfers. In Kachin, the Less Vulnerable households receive 70% of the transfer value, whereas in Northern Shan the Less Vulnerable individuals within the household receive 50% of the value.

- In 2018, WFP’s relief assistance reached 48,000 IDPs (26,000 women/girls and 22,000 men/boys) in 112 camps/townships in Kachin, and 7,500 IDPs (4,050 women/girls and 3,450 men/boys) in 17 camps/townships in Northern Shan. In addition to the cash assistance, IDPs also received nutrition (blended food) assistance from WFP, which focused on Pregnant and Lactating Women (PLW) and children under 2 years old. WFP also implements School Feeding, supports people with HIV/tuberculosis, and has developed Food for Asset, particularly in Northern Shan. To anticipate the return process and the camp closure strategy of the Myanmar Government, WFP extended the return package from 3 to 6 months for returnees or relocated people in July 2019.¹⁹

Graph 1: Planned versus achieved outputs



- Halfway through its 2018-2022 CSP, WFP commissioned this decentralized evaluation to have an independent review of its relief activity, which represents the largest budget among activities,²⁰ and to evaluate the effects of recent programming changes (such as the change of assistance modality, the targeting criteria adjustments, the increase in the return package and the ongoing change in delivery mechanisms from cash in envelope to e-money). The evaluation’s findings aim to help WFP adjust the programme design, if required, and the implementation of the current CSP, as well as prepare the next CSP. In light of the anticipated Camp Closure Policy, aiming to organise the resettlement of IDPs in Kachin and Northern States, WFP expects to use the findings to help inform its future programming in the 2 states.

1.2. Context

- Since 2011, people in Kachin and Northern Shan have been facing a resurgence of armed conflict after the breakdown of a 17 years ceasefire between the Myanmar Armed Forces and the United Nationalities

¹⁹ At the time of writing this evaluation report, the ET did not have access to the number of returnees assisted by WFP.

²⁰ In 2018, Activity 1.1 represented a total of 30,586,120 USD in expenditures out of a total budget 49,085,886 USD. Source: WFP Myanmar, ‘Myanmar Annual Country Report 2018’, 2018.

Federal Council (UNFC), a movement created in November 2010 by 5 EAOs,²¹ which aims to protect ethnic areas²². In 2015, the National Ceasefire Agreement (NCA), which leads to the creation of Border Guard Forces (BGF), area created a division among members of the UNFC, leading to the creation of the Northern Alliance Armed Group by non-signatories forces.

10. In Kachin State, while 97,000 IDPs have been scattered across the 140 camps since 2011,²³ there have been no new significant clashes between the Kachin Independence Army (KIA) and the Myanmar Armed Forces, and thus no significant displacements since 2018. Furthermore, the Myanmar Armed Forces unilaterally declared a ceasefire in December 2018. In Northern Shan State, the situation is more volatile with the presence of 7 EAOs, 7 Border Guard Forces and about 20 militia groups. There is regular resurgence of outbreaks of violence, including fighting between Myanmar Armed Forces and EAOs, as well as between EAOs. As a consequence, thousands of people are regularly and temporarily displaced for short periods of time, while about 8,800 people remain in protracted displacement in 33 camps.²⁴
11. As a consequence of the last 7 years of conflict, access to government services, economic growth, food security and livelihoods have been severely undermined, most particularly for IDPs. Conflict has undermined the capacity of vulnerable people to produce and access sufficient, diversified, and nutritious food, leading to the increased use of negative coping mechanisms and their limited ability to meet basic needs. According to the Ministry of Labour, Immigration and Population, Northern Shan and Kachin States have a poverty rate of 28.6% and 37.4% respectively (24.8% nationwide), while food poverty is estimated at 4.3% and 9.9% respectively.²⁵ 50% of the rural population of Kachin and Northern Shan do not have an adequate diet.²⁶ Stunting levels are still significant, estimated at around 36% in Kachin and 47.6% in Northern Shan (29% at national level)²⁷ according to the World Health Organisation (WHO), while wasting is estimated to be 4% in Kachin and 4.7% in Northern Shan (7% at national level).²⁸
12. The United Nations (UN) Office for the Coordination of Humanitarian Affairs (OCHA)²⁹ estimated that approximately 168,000 people in Kachin (48,000 IDPs) and 48,000 in Northern Shan (8,000 IDPs) were in need of humanitarian assistance. 40% of displaced people are located in areas outside of the effective control of the Government. 132,000 people in Kachin (including 67,000 females and 97,000 IDPs) and 34,000 people in Northern Shan (including 18,000 females and 8,800 IDPs) are food insecure.
13. Children and women are particularly impacted by the conflict affecting Kachin and Northern Shan. Among the population scattered across 140 camps or camp-like-settings in Kachin, children and women represent 75% of the IDPs, of which children represent 46%. The situation is similar in Northern Shan, where women account for 77% of the IDPs (of which 48% are children) located in 32 camps.³⁰ Restrictive socio-cultural norms and practices, and discrimination against women and girls across all areas of life prevent their equitable access to relief services, information, resources, justice, decision-making, education, work and overall opportunities to participate in public life beyond the domestic sphere. According to UN Women,³¹ the trend of family disruptions and separations that has been reported among IDPs is mainly linked to displacement-related stress factors, as well as the inability of men and women to provide for their families. In Kachin, the ratio of girls to boys attending primary level education is 0.95. This ratio is 1.04 in Northern

²¹ The Council includes the Kachin Independence Organisation / Army (KIO/KIA), Shan State Progress Party (SSPP)/ Shan State Army – North (SSPP/SSA-N), Myanmar National Democratic Alliance (MNDAA) and Ta'ang National Liberation Army (TNLA).

²³ OCHA, 'Myanmar Humanitarian Need Overview 2019'.

²⁴ OCHA.

²⁵ Ministry of Labour, Immigration and population, Ministry of Labour, Immigration, and Population, 'The 2014 Myanmar Population and Housing Census. Multidimensional Welfare in Myanmar', 2018.

²⁶ WFP Myanmar, « Myanmar Country Strategic Plan (2018–2022) », October 2017.

²⁷ UNOPS, 'LIFT Strategy 2019-2023', 2019. [United Nation Office for Project Services (UNOPS); Livelihood and Food Security Fund (LIFT)].

²⁸ Myanmar Institute for Integrated Development, 'Strategic Review of Food and Nutrition Security in Myanmar: "In Support of Sustainable Development Goal (SDG) 2 - Roadmap to 2030"', 2018.

²⁹ OCHA, 'Myanmar Humanitarian Need Overview 2019'.

³⁰ UN Women, « Gender Profile for Humanitarian Action, and across the Humanitarian-Peace-Development Nexus Rakhine, Kachin and Northern Shan, Myanmar », 2019.

³¹ UN Women.

Shan, which has the lowest female literacy rate among young women at 59.4%.³² Women have limited access to decision-making structures in camps, and face restrictions on their participation in public life.³³

14. The Government of Myanmar is fully committed to achieving the Sustainable Development Goal (SDG) 2 “Zero Hunger.” The main challenges³⁴ regarding the Zero Hunger objective are related to the gap between food security – overseen by the Ministry of Agriculture, Livestock and Irrigation (MoALI) – and nutrition, overseen by Ministry of Health and Sports (MoHS); each ministry has its own policy to fight the same interrelated issue without any plans for serious collaboration. Despite the Myanmar Social Protection Strategic Plan (2014–2024), social protection covers only 5% of the total population,³⁵ and IDPs are not cited as a population of interest.
15. The Myanmar Government, through the Department of Disaster Management (DDM) and the General Administration Department (GAD) is supporting IDPs through quarterly distribution of in-kind food whenever resources are available. About 68 agencies have reported activities in Kachin, and 100 in Northern Shan,³⁶ WFP and its partners are the main food/cash distribution actors, alongside with the member of the Joint Strategy Team (JST), which includes 9 Civil Society Organisations (CSOs). Most of the organisations are involved in Agriculture, Education, Food, Governance, Health, Livelihoods, Mine Action, Nutrition, and Protection.³⁷ Due to travel restrictions, these agencies face operational constraints impacting their ability to assess needs, provide assistance in a timely and efficient manner, and monitor activities.
16. WFP and other actors have recently been confronted with new and complex issues. The most current and high profile of them is the “camp closures” that the Government announced in June 2018, which will depend on the outcome of ongoing discussions between the Myanmar Armed Forces and EAO. Conditions are not yet conducive for large-scale returns in Kachin State, and there is sporadic fighting and temporary displacement in Northern Shan State. Despite some positive steps, for now, confidence remains low due to years of fighting and successive failed attempts to negotiate an end to the conflict.³⁸ According to the United Nations High Commissioner for Refugees (UNHCR) intention survey,³⁹ a large-scale sustainable return solution for IDPs in Kachin State is unlikely as long as the armed conflict continues. Even if the preference to return home is strong among IDPs (65%), the pursuit of small-scale solutions including local integration, and to a lesser extent resettlement, is likely to continue. Even though the interest in or preference for these latter solutions is significantly lower⁴⁰, IDPs consider them as more feasible: 48% estimated that they can locally integrate near their displacement sites, while 31% stated that they can resettle elsewhere under certain conditions.

1.3. Evaluation Methodology and Limitations

17. This evaluation relied on a mixed-methods approach. It took place from December 2019 to May 2020, with data collection occurring in February 2020.
18. Based on the Organisation of Economic Cooperation and Development (OECD) criteria in the Terms of Reference (ToR) (Annex 1: Terms of Reference) the team framed the evaluation around 5 criteria: (i) Relevance/Appropriateness, (ii) Effectiveness, (iii) Impact, (iv) Coherence, and (v) Sustainability. The ToR initially included the additional criterion of efficiency. However, WFP CO and the Evaluation Team (ET) agreed to drop it during the inception visit, because of data limitations⁴¹ and the CO’s limited interest.⁴² For each of these criteria, the ET used and adapted questions from the ToR. For each question, the ET developed associated indicators, which are captured in an evaluation matrix available in Annex 3: Evaluation Matrix.

³² WFP Myanmar, ‘Logical Framework for Myanmar Country Strategic Plan (January 2018–December 2022)’, n.d.

³³ UN Women.

³⁴ Myanmar Institute for Integrated Development, ‘Strategic Review of Food and Nutrition Security in Myanmar: “In Support of Sustainable Development Goal (SDG) 2 - Roadmap to 2030”’.

³⁵ Myanmar Institute for Integrated Development.

³⁶ MIMU 3W. August 2019

³⁷ See the list of stakeholders involved in crisis response in Annex 7.

³⁸ ICG, ‘An Opening for Internally Displaced Person Returns in Northern Myanmar’, 2019.

³⁹ UNHCR, ‘Kachin State IDP Intention Survey Myanmar’, 2019.

⁴⁰ 2% of IDP households intend to locally integrate, while 6% intend to resettle to a third location.

⁴¹ The ET was not granted access to the ventilated Activity 1.1. budget for Kachin and Northern Shan, because a change in WFP’s financial system made it impossible to extract state-specific budgetary information for the evaluation period.

⁴² As WFP already carried out its change of modality, there was limited interest in a cost-effectiveness/cost-efficiency analysis at this stage of implementation, mainly because including such an evaluation question would have required reducing the depth of analysis for the other evaluation questions.

These indicators informed the development of the data collection tools, which were tailored for each stakeholder group. Activity 1.1 (evaluation objective) has no gender-specific objective, and as such, the ET chose to mainstream gender, where relevant, in all evaluation criteria and its questions, sub-questions and indicators. As aligned with the ToR, only the evaluation criterion of impact focuses on gender. As for human rights, the ET and Evaluation Committee (EC) agreed to exclude this aspect from the scope of the evaluation, because it was deemed to be a sensitive issue in the context of Myanmar.

19. The ET formed its judgement using various sources of primary and secondary, quantitative and qualitative data, which allowed the team to triangulate and substantiate the findings presented in this report. The chronology of the evaluation is available in Annex 4: Team composition and workplan.

Secondary data

20. During the inception and data collection phase, the ET reviewed 80 documents. All consulted documents were systematically coded to extract relevant information. It included Post-Distribution Monitoring (PDM), beneficiary and Vulnerability Assessment and Market (VAM) databases and reports, contextual analyses, needs and market assessment reports, complaints and feedback mechanisms report, cash transfers feasibility studies, logical frameworks, gender action plans, etc. It should be noted that WFP's monitoring data includes data on Gender Equality and Women's Empowerment (GEWE), which the ET team used as a source of information. The full list of documents reviewed is available in Annex 5: Bibliography.

Primary data

21. The ET travelled to Northern Shan and Kachin States to collect primary data. The choice of these states matched the geographical scope originally set in the ToR. The exact site locations for the data collection was finalised after the inception visit, which took place in Nay Pyi Taw from January 8th to 10th, 2020. The site selection was based on the following criteria:
 - Sampling: Locations were either chosen purposefully based on the locations of key informants (KIs) and survey respondents in order to reach data saturation for the qualitative data and ensure representativeness of the sample;
 - Security and authorisations: Sites where the security of the team was not granted, or for which a travel authorisation from the Government were hard to obtain, were not included in the primary data collection;
 - Logistical access: Sites that are extremely remote and hard to access were excluded to maximise the efficiency of the data collection.
22. The list of locations visited is detailed in Annex 6: Sampling strategy. In these locations, the ET conducted Key Informant Interviews (KIIs), Focus Group Discussions (FGDs) and a Household Survey. In addition to these camps, the ET also visited humanitarian organisations' offices in Yangon, Nay Py Taw, Lashio and Myitkyina. The ET collected data in 5 townships (and 11 camps) in Northern Shan State and 5 townships (and 15 camps) in Kachin.
23. **Key Informants Interviews:** KIs were identified thanks to the stakeholder analysis conducted during the inception phase. KIs included representatives from WFP, CPs, other International Non-Governmental Organisations (INGOs), National Non-Governmental Organisations (NNGOs) UN agencies, Government representatives and Financial Service Providers (FSPs), among others. The team conducted of 40 KIIs in total (with a total of 50 KIs) as part of this evaluation, as detailed in Annex 7: Evaluation stakeholders. Sampling was purposive.⁴³
24. **Focus Group Discussions:** FGDs were organised with recipients of WFP's interventions and members of the Food Management Committees (FMCs) in various camps in Kachin and Northern Shan States. The ET planned to conduct 25 FGDs in total: 5-10 FGDs with the FMCs and 20-25 FGDs with recipients, spread evenly across townships visited. A female ET member exclusively interviewed female participants. The objective of FGDs was to collect perceptions/opinions from beneficiaries to complement the survey data and gain an in-depth understanding of the trends observed in the survey. The team conducted a total of 38 FGDs as part

⁴³ The ET considered the following criteria: knowledge about Kachin and Northern Shan context, experience with IDPs, and activities implemented.

of this evaluation: 15 with FMCs, 11 with female beneficiaries and 12 with male beneficiaries. They were organised by sex (with the assistance of FMCs). The ET predominantly resorted to availability sampling.⁴⁴ The number of FGD participants per gender, state and type of beneficiaries is available in Annex 7: Evaluation stakeholders. FGDs with recipients included 7-12 participants, from different age groups. All participants were above 18 years old. To the greatest extent possible, the ET included participants with specific vulnerabilities in the groups, such as people with physical disabilities, recipients above 65 years old, and heads of female-headed households.

25. **Household survey:** The ET conducted a survey⁴⁵ with targeted households to collect information on socioeconomic factors, Cash-Based Transfer (CBT) use, and food-related and other expenditures, as well as their opinions on the targeting mechanism and other aspects of the implementation. In order to determine the sample size, the ET designed a sample strategy based on a confidence level of 95% and margin of error of 6%. In the end, the final sample size reached 625 respondents,⁴⁶ including 300 in Kachin and 325 in Northern Shan. This gave a respective margin of error of 5.56% and 5.44%. The following table and graph show the distribution of the sample by gender and type of locality. It should be noted that Mansi Township, located in Kachin, is managed by Lashio Sub-Office (SO). As such, it was reported and analysed under Northern Shan.

Graph 2: Survey respondents per state and locality

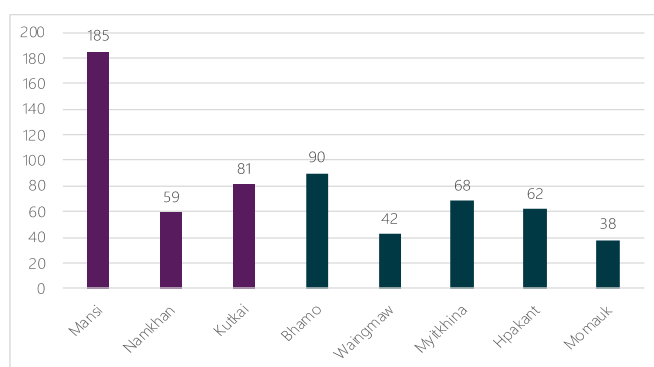


Table 1: Survey respondents per state and gender

	Male	Female	Total
Shan	14%	86%	100%
Kachin	16%	84%	100%
TOTAL	15%	85%	100%

Data analysis and reporting

26. The data collection methods chosen proved to be relevant to answer all evaluation questions with sufficient depth and to ensure the validity and reliability of the findings. Key to this were: FGDs in various camps to capture the diversity of opinions with sufficient saturation; the addition of a household survey (not initially planned in the ToR) to collect data for 2019 and compare it with WFP’s monitoring data; relying on secondary data for the entire evaluation period to produce findings for a 4-year period; and involving all key stakeholders identified during the inception phase in the data collection.
27. The ET adopted an iterative analytical approach, ensuring that data was cleaned, coded in an analytical matrix and then analysed throughout both the collection and analysis phases. This not only enabled ongoing identification of findings and recommendations, but also the timely adaptation of the data collection

⁴⁴ The ET asked to the FMCs to gather men and women from different age groups and, as much as possible, to include elderly people and recipients with disabilities. Due to a tight data collection schedule, the ET asked the FMCs to gather recipients available when the team visited the camp.

⁴⁵ The data collection tools were translated from English to Burmese by the 2 Burmese consultants who were part of the team once WFP approved the data collection tools in English. To ensure the quality of the translation, the survey was first translated from English to Burmese and then reverse-translated into English.

⁴⁶ At the end of the data collection, the enumerators collected 644 surveys. After cleaning and analysis, there were 625 observations left in the database.

approaches and tools when necessary. At the end of the field work, the ET presented the preliminary findings to WFP CO staff.

28. Once in-country data collection was completed, the ET reviewed, analysed and triangulated all data collected (primary and secondary data). To the greatest extent possible, data from KIIs was analysed per type of stakeholder. Data from FGDs was disaggregated by gender in order to provide a gender-specific analysis of the findings. Survey data was cleaned and analysed in Microsoft Excel. For each variable, the ET calculated descriptive statistics, disaggregated by state, and when relevant, by gender of the respondent. The ET systematically used primary and secondary data to triangulate the findings presented in this report. For the secondary data, the ET relied on WFP's internal documentation and monitoring data, as well as on external reports/documents. The sources used for the triangulation of findings are documented in the footnotes related to each finding. When different data points presented conflicting information, the ET highlighted this in the report, e.g. in the effectiveness section. When there was not enough data for a specific finding, the authors clearly acknowledged it in the report.
29. Following the ET's data analysis and submission of the draft report, the ET facilitated a remote validation workshop involving the relevant internal WFP stakeholders. It aimed to present and validate the key analytical outcomes and discuss lessons learned. The workshop took place on April 9th, 2020.
30. The ET then drafted this evaluation report, following the template and structure provided by WFP. Following a review by WFP's Evaluation Manager and, subsequently, other relevant stakeholders, the evaluation report was finalised and submitted to the EC for approval.

Validation workshop and Dissemination

31. The ET and The EC agreed on and implemented a participatory approach for this evaluation, to engage WFP CO staff in the design and implementation of the evaluation. This process started with a face-to-face inception workshop, consisting of interviews with key staff and a final validation presentation of the evaluation's scope and questions. It continued with an end-of-fieldwork presentation, whose objective was to provide an overview of how the data collection went and the initial findings, and to test the preliminary hypotheses. Finally, the ET, with a WFP-hired external facilitator, conducted a remote validation workshop to discuss the findings and initial recommendations. Having included 25 participants in 4 countries, the validation workshop is summarised in this video: https://www.youtube.com/watch?v=KZPdK_ux0FI, and the summary of the workshop is available in Annex 11: Validation workshop summary.
32. At the time of submitting the final report, the ET and EC had not agreed on a dissemination strategy of the findings. The initial strategy included a validation workshop in each state with WFP's CPs, the Government and a sample of project beneficiaries. With the COVID-19 pandemic, plans were still uncertain at the time of submitting this report.

Quality assurance and ethical considerations

33. During the evaluation the following ethical issues were considered for the design, data collection, data analysis, reporting and dissemination: (i) respect cultural norms of the communities of interest, (ii) avoid hypersensitive questions during the interview, (iii) obtain appropriate consent when collecting data, and (iv) ensure anonymity and data protection (for more detail, please refer to Annex 7: Evaluation stakeholders). Throughout the various steps of the evaluation, the ET strictly followed the Decentralized Evaluation Quality Assurance System (DEQAS) Process Guide, and its proposed guidelines and formats. The DEQAS is based on the United Nations Evaluation Group (UNEG) Evaluation Guidelines, which were also strictly followed. More information on quality assurance is available in Annex 8: Quality assurance processes.

Limitations and risks

34. The ET faced the following limitations during this evaluation:
 - Reduced accessibility to programme locations, especially for the international team members, which meant that the team could only rely on secondary data for camps located in remote areas.⁴⁷ IDPs from

⁴⁷ The ET did not visit camps in Chipwi, Mogaung, Puta-o and Shwegu townships.

relatively more remote camps may face accrued challenges, e.g. physical and access to markets, and, should it be the case, the ET may not have been able to ensure that their voices were sufficiently included.

- Lack of representativeness of the quantitative sample due to a limited sample, which was a result of the limited evaluation budget;
 - Difficulties in presenting disaggregated data based on gender and vulnerability due to the small sample of respondents fitting those categories;
 - Lack of access to beneficiary databases for sampling purposes, in line with WFP data protection policy, which led to the ET having to design the evaluation sampling strategy without a sampling frame;
 - A bias towards women's opinion in the household survey data because men, who are normally the breadwinners, were usually outside of the camp working/seeking job opportunities.
 - Difficulties in evaluating the sustainability criterion due to the limited scope of the evaluation;
 - Issues in generating evidence and findings on a period of 4 years due to the tendency of respondents to only remember and focus on the most recent events.
 - The omission of egg in the data collection tool to measure the Food Consumption Score (FCS). As such, while the ET mitigated this by adding a proxy for egg in the protein rich food items consumption, the FCS resulting from primary data collection should be considered with caution, as reminded throughout the report when this piece of data was used.
 - The bias of cereals weekly consumption for 73 respondents who did not report a daily consumption of rice. In coordination with WFP VAM unit, the ET decided to delete all FCS data with a score on cereals lower than 7. As a result, the ET initially deleted 73 observations from the database, 71 of which were from Kutkai. The overrepresentation of Kutkai suggests that enumerators in Kutkai misunderstood the FCS. Therefore, the ET deleted all observations in Kutkai, i.e. 81 observations. In total, the ET removed 83 observations from the FCS, thus reducing the sample to 298 in Kachin 244 in Northern Shan for that question specifically, and not reporting the FCS for Kutkai.
35. These limitations, as well as the associated mitigation measures implemented, are detailed in Annex 9: Evaluation limitations and mitigation strategies. It should be noted that ET was able to mitigate all of these limitations.

2. Evaluation Findings

36. The evaluation findings and the evidence to substantiate them are presented below. They are structured as a response to each evaluation question in turn.

2.1. EQ 1 (RELEVANCE): To what extent has WFP assistance been relevant and appropriate?

Question 1.1 To what extent has the choice of Activity 1's modalities been relevant to the needs of the assisted people?

Indicators of the Evaluation Matrix

- A cash feasibility assessment, including a market assessment, was conducted before deciding on the modality, establishing that markets are sufficiently functioning and accessible and that cash is feasible. WFP took the findings of that assessment into consideration to design Activity 1.
- Beneficiaries, including groups with special characteristics and needs (women, people with disabilities, etc.) were consulted before deciding on the program's modality in 2016 and 2017, as documented in WFP's project documents and reported by beneficiaries and other stakeholders.

37. Prior to the change of modality,⁴⁸ WFP SOs conducted a thorough cash feasibility assessment in Kachin and Northern Shan. In Kachin, WFP SO conducted the cash feasibility study in Myitkyina and Waingmaw townships in January 2014.⁴⁹ This was later completed by a livelihood profiling and rapid market assessment⁵⁰ in November 2015 that covered the entire state.⁵¹ In Northern Shan, WFP SO conducted a cost-benefit analysis comparing in-kind and cash assistance that focused on Nan Khan township in 2014,⁵² and then carried out a "Full Cash Transfer Modality Rapid Assessment" in 2015 in Namkham, Muse and Kutkai townships.⁵³

38. In Kachin, the cash feasibility assessments were fairly comprehensive because they looked at all the usual standards/criteria for determining cash appropriateness and feasibility in detail: (i) community acceptance and preferences, (ii) political acceptance, (iii) market functionality, (iv) availability of reliable payment agents/FSP, (v) organisational capacity (of WFP and its CPs), and (vi) protection concerns and conditions. A detailed review of the documents determined that for these criteria, the assessments were based on reliable and triangulated data, including primary data (KIIs with humanitarian actors,⁵⁴ FGDs with beneficiaries) and secondary data (mainly a desk review). Furthermore, the level of detail appeared sufficient for decision-making. However, as acknowledged in the report,⁵⁵ there was no assessment of the cost efficiency/value for money of modalities, which is a criterion that is often looked at and is standard practice at WFP globally.⁵⁶ One of WFP's reports⁵⁷ clearly stated that this criterion was not included and should be assessed in the near

⁴⁸ At the end of 2015 in Northern Shan and in early 2016 in Kachin, WFP CO progressively shifted its assistance modality from in-kind to cash.

⁴⁹ WFP Myanmar, 'Kachin Cash Assessment Report Myitkyina and Waingmaw January 2014', n.d.

⁵⁰ WFP Myanmar, 'Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar'.

⁵¹ The assessment collected and analysed data on the following townships: Bhamo, Hpakant, Mansi, Mogaung, Mohnyin, Momauk, Myitkyina, Shwe Ku, and Waing Maw townships.

⁵² WFP Myanmar, 'Cost Benefit Analysis - Cash vs. Food in Northern Shan', 2014.

⁵³ WFP Myanmar, 'IDP Full Cash Transfer Modality Rapid Assessment Report'.

⁵⁴ INGOs, NNGOs, UN Agencies, Clusters, e.g. the protection cluster.

⁵⁵ "A detailed cost benefit analysis was not conducted within the scope of the assessment but should be undertaken to assess the cost efficiency of cash transfers vs. food distributions. The response option analysis needs to be updated based on the findings of the cost/benefit analysis." WFP Myanmar, 'Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar'.

⁵⁶ Based on KIIs with WFP staff, the desk review ('Innovative Food Assistance Instruments - Omega Value Efficiency and Effectiveness Analysis for Selection of One or a Combination of Transfer Modalities: Food, Cash, or Voucher' (WFP, n.d.), WFP, 'Transfer Modality Selection - Guidance Note', November 2018.) and experience from the evaluation team with WFP in other countries.

⁵⁷ WFP Myanmar, 'IDP Full Cash Transfer Modality Rapid Assessment Report'.

future. However, based on KIIs, this was not done before the change of modality, nor during the period covered in this evaluation. In Northern Shan, the cash feasibility assessment looked at all criteria listed above with the same level of rigor,⁵⁸ and also relied on various data sources. There is one component however that, based on the desk review, appears to have been overlooked: the potential impact of the change in modality on gender roles and gender-based violence (GBV). Based on KIIs with WFP this aspect was considered, although it doesn't appear in the documents shared with the ET.

39. Except for the availability of reliable payment agents, the key findings of cash feasibility assessments conducted by WFP and other actors in Kachin and Northern Shan⁵⁹ demonstrate the contexts' conduciveness for cash (key findings can be found in Table 23: Key findings of the cash feasibility assessments conducted by WFP and other actors in Kachin and Northern Shan). Based on the findings of these assessments, WFP CO conducted a Response Options Analysis (ROA) in each state to determine which modality/combination of modalities was relevant to the context, and under which conditions/against which prerequisites. For instance, one of the prerequisites in Kachin was *"Capacity-building on cash programming should be provided to WFP staff and World Vision staff in Kachin."*⁶⁰ Based on WFP's assessments and ROA, external reviews⁶¹ and KIIs, WFP's decision to change modalities was relevant to the contexts in both Kachin and Northern Shan. As shown in Table 23: Key findings of the cash feasibility assessments conducted by WFP and other actors in Kachin and Northern Shan, while some criteria were mixed, most criteria were conducive to changing the modality. Furthermore, WFP SO/CPs faced increased travel restrictions at the time, with access to the Non-Government Controlled Area (NGCA) being revoked in Kachin, and Travel Authorisations (TA) for food delivery sometimes not being granted in Northern Shan and Kachin.⁶²
40. WFP/CPs consulted 68 camps in Kachin⁶³ and 8 camps in Northern Shan⁶⁴ in 2015 to gauge community acceptance and preference. Based on the data collected,⁶⁵ WFP ensured that there was sufficient community acceptance for the modality, i.e. that recipients were not fundamentally reluctant to using cash even when they preferred in-kind aid. However, while most FGD participants⁶⁶ recalled consultations with WFP SO/CPs as part of these assessments, they described these meetings as information sessions, wherein WFP/CP "convinced" them that cash was the best operational option to minimise risks of delays, reduce costs and ensure recipients could choose their preferred food.⁶⁷ In one-third of these FGDs, participants recalled being against cash and not listened to, and that they had to be convinced otherwise.⁶⁸ They initially advocated for in-kind assistance or mixed modalities because they feared price fluctuations and inflation. Besides the potential impact on gender roles, the ET did not collect sufficient data to evaluate how WFP considered specific needs (elderly, people with disabilities) in its decision-making about the choice of modality.
41. WFP CO implemented a progressive transition towards cash, depending on townships'/camps' market access and functionality, and protection concerns (i.e. the safety of staff/beneficiaries). In camps with access to nearby regularly functioning markets, WFP directly switched to cash. On the other hand, in settlements that did not entirely meet the required conditions, WFP opted for mixed modalities, known as "rice plus

⁵⁸ This statement is based on KIIs and the desk review.

⁵⁹ The following sources were used to produce the table: WFP Myanmar, 'Cost Benefit Analysis - Cash vs. Food in Northern Shan'; HARP, 'Review of Cash Transfer Programmes in Kachin and Northern Shan States', 2018; WFP Myanmar, 'IDP Full Cash Transfer Modality Rapid Assessment Report'; WFP Myanmar, 'Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar'. WFP Myanmar, 'Kachin Cash Assessment Report Myitkyina and Waingmaw January 2014'. Cells in green are conducive to changing the modality, while cells in yellow are mixed.

⁶⁰ The assessment collected and analysed data on the following townships: Bhamo, Hpakant, Mansi, Mogaung, Mohnyin, Momauk, Myitkyina, Shwe Ku, and Waing Maw townships.

⁶¹ HARP, 'Review of Cash Transfer Programmes in Kachin and Northern Shan States', OXFAM, 'Cash and Voucher Feasibility Study. Kachin, Myanmar', 2016.

⁶² Nang Seng Aye, 'Review of Cash-Based Transfer Programme (2016-2018) in Kachin State' (WFP Myanmar, December 2018).

⁶³ WFP Myanmar, 'Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar'.

⁶⁴ WFP Myanmar, 'IDP Full Cash Transfer Modality Rapid Assessment Report'.

⁶⁵ FGDs and KIIs.

⁶⁶ In 23 FGDs, participants could recall having been involved, or FMC/Camp committee was involved.

⁶⁷ At the time, recipients complained about the rice quality: *"Mostly produced in the Delta region, the rice is harder than the local variety and different to what the IDPs were used to eating prior to being displaced."* WFP Myanmar, 'Kachin Cash Assessment Report Myitkyina and Waingmaw January 2014'.

⁶⁸ Mentioned spontaneously in FGDs and confirmed by 3 KIIs involved in the process. This is also covered in HARP, 'Review of Cash Transfer Programmes in Kachin and Northern Shan States'.

cash.”⁶⁹ Finally, in camps where market access/functionality was deemed insufficient, WFP did not change the modality.⁷⁰ WFP SO/CPs finalised the transition in all townships in early 2018 in Northern Shan⁷¹ and Kachin.⁷² This progressive approach was particularly relevant to the changing security context in Northern Shan and differences across townships.⁷³

42. Due to the lack of available FSPs in Kachin and Northern Shan, WFP/CPs selected cash in envelope as the transfer mechanism, as WFP/other humanitarian actors deemed it was sufficiently safe.⁷⁴ Thanks to regulatory changes, mobile money transfers became possible for in Myanmar, thus enabling WFP to partner with a private-sector digital money company and launched a pilot “e-wallet” programme in January 2017. When the decision was made, KIIs and the desk review acknowledged it was a riskier delivery mechanism but deemed the level of risk acceptable. This level of risk was of even more concern in Northern Shan, so WFP looked at switching with the Transfer Mechanism Pilot.
43. Following the change of modality WFP CO, in coordination with other humanitarian organisations, conducted joint multi-sectoral assessments to gauge the needs of new displaced, as well as to determine the most appropriate modality. These studies specifically looked at market access and protection.⁷⁵

Question 1.2 To what extent has the design of Activity 1 been based on a comprehensive need assessment of the target population?

Indicators of the Evaluation Matrix

- Degree to which the design of the activity is based on a comprehensive needs assessment that captures the needs of the target population taking into account differences by sex, age and population with specific needs, as well as context specific information (security, access, etc.).
- WFP has identified vulnerability criteria and conducted a targeting exercise to focus on the Most Vulnerable groups among IDPs and host populations.
- The process and the outcome of the targeting has been communicated to the target populations.
- Protection and gender concerns been adequately considered in the design of the assistance.
- WFP set up an accountability and grievance mechanism, which target populations can access and take into account specific needs of the population (sex, age, disabilities). WFP handles complaints and feedback are in a timely manner.

44. WFP’s relief assistance started in 2011 to respond to the displacements at the time, and has been ongoing since. According to the data collected,⁷⁶ from 2016 to 2019 food security remained one of IDPs’ main needs, regardless of state and township. WFP food assistance has overall been relevant to the context because

⁶⁹ In Northern Shan, it was the case for 2,667 beneficiaries. WFP Myanmar, ‘Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar’, December 2016.

⁷⁰ This was the case in Loi Je township in Kachin.

⁷¹ Except for one township: One township Konkyan in Northern was still with food distribution due to lack of access to a market. However, this township is not part of the scope of the evaluation.

⁷² Nang Seng Aye, ‘Review of Cash-Based Transfer Programme (2016-2018) in Kachin State’.

⁷³ Source: KIIs with WFPs, CPs and other humanitarian actors.

⁷⁴ “Cash in envelope remains the best and most practical transfer modality in the country given limitations on other financial service provider options.” UNHCR et al., ‘Myanmar Joint Cash Transfers Programming Feasibility Report’, 2017.

⁷⁵ UN Department of Safety and Security (UNDSS), United Nations Population Fund (UNFPA), UNHCR, United Nations Children’s Fund (UNICEF), WFP and OCHA, ‘Inter-Agency Rapid Assessment Report of Shar Du Zut Displacement’, n.d.; ‘Inter-Agency Assessment of Newly Displacement in Namti’, April 2018.

⁷⁶ Unanimously mentioned in all KIIs, FGDs and the desk review. Respondents also mentioned food to be a critical need (see. EQ 2 (EFFECTIVENESS): To what extent were targeted crisis-affected people able to meet their food needs all year round? for more detail).

IDPs have limited livelihood opportunities to meet their immediate needs.⁷⁷ This is best captured in WFP’s CSP, which states: *“There is a continued need for food assistance for IDPs as long as the underlying causes of displacement persist and livelihood options are limited.”*⁷⁸ Food-insecure IDPs in the NGCA of Kachin however have been out of WFP’s reach since 2016, due to the access restrictions authorities imposed.

45. In addition to the change in modality, WFP CO made 2 significant alterations to the design of the relief programme during the evaluated period:
- a. A revision of the targeting criteria, going from status-based targeting to a partial vulnerability-based approach;
 - b. A change in the transfer mechanism from cash in envelope to e-money (only in Waingmaw and Myitkhina townships).

The former occurred concomitantly with the change of modality and was based on WFP’s livelihood and camp profiling assessments.⁷⁹ The latter occurred as a pilot that took place for nearly 2 years in Kachin. While initially meant to be rolled out in Myithyina and Waingmaw in 2018, it occurred during the last semester of 2019.

46. WFP’s rationale to move from blanket coverage to a vulnerability-based approach with different entitlements was twofold. First, the CO hoped to reduce households’ dependency, when some of their members could work. Second, WFP CO wanted households with special needs, e.g. single family member-headed households, to benefit from more entitlements. In Kachin and Northern Shan, WFP based its targeting system on access, or the lack thereof, to livelihood opportunities.⁸⁰ As stated in one assessment, *“Myityina SO has conducted rapid situation monitoring in order to know situation of IDPs, dietary diversity (FCS), hunger, current income generating activities and amount of income obtained in the week before the survey.”*⁸¹ Based on the analysis of these documents,⁸² and corroborated by KIIs, both documents allowed WFP to determine whether IDPs had Income-Generating Activities (IGA)/livelihood opportunities, and to evaluate the number of beneficiaries with specific needs among the IDPs. From that perspective, WFP based the change in the setup of the targeting system/entitlements on a comprehensive needs assessment that captured the needs of the target population, taking into account differences by sex, age and IDPs with specific needs.
47. WFP SOs designed their new targeting system based on 2 categories of IDPs, the “Most Vulnerable” and the “Less Vulnerable.” For each category, each SO defined vulnerability criteria and set a corresponding entitlement, e.g. a percentage of the monthly transfer value/ration. Each SO designed its targeting system, and as a result, there are differences between targeting criteria, the unit being targeted (household vs. individual) and the entitlements. The table below captures the different targeting systems:

Table 2: Targeting criteria in Kachin and Northern Shan

State		Most Vulnerable	Less Vulnerable
Kachin	Targeting unit	All households (HHs) are classified as Most Vulnerable or Less Vulnerable	

⁷⁷ WFP Myanmar, ‘Myanmar Country Strategic Plan (2018–2022)’, HARP, ‘Kachin and Northern Shan State. Context and Vulnerability Review’, 2018.,20/08/2020 10:27:00Victor Garcia and Neelam Bhusal, ‘Market Research and Alternative Livelihoods Options for Internally Displaced Persons (IDPs) in Kachin and Northern Shan State’ (DRC & DDG, n.d.).

⁷⁸ WFP Myanmar, ‘Myanmar Country Strategic Plan (2018–2022)’.

⁷⁹ WFP Myanmar, ‘Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar’.

⁸⁰ WFP Myanmar.; WFP Myanmar, ‘IDP Full Cash Transfer Modality Rapid Assessment Report’.

⁸¹ WFP Myanmar, ‘Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar’.

⁸² WFP Myanmar, ‘Concept Note on IDP Prioritization Exercises IDPs in Lashio Area Office (May 2016)-Draft’, n.d., WFP Myanmar, ‘Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar’.; WFP Myanmar, ‘IDP Full Cash Transfer Modality Rapid Assessment Report’., WFP Myanmar, ‘Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar’.

	Inclusion criteria	<ul style="list-style-type: none"> - Single family member-headed IDP HHs (female or male) - Head of IDP HH characterised as: having disabilities, chronically ill, child-headed households, elderly taking care of their grand-children, unaccompanied children, with additional unaccompanied minors - Elderly (over 65) without family - Women without family members - New arrivals – for up to 1 year 	<ul style="list-style-type: none"> - Households that do not meet one the criteria listed in the “Most Vulnerable” column - IDP HHs identified as Most Vulnerable with productive assets are entitled to receive 70% of the cash value of the food ration
	Exclusion criterion	Household members not present in the camp are excluded from the entitlement	
	Entitlement	100% of transfer value x the number of households’ members	70% of transfer value x the number of ‘households’ members
Northern Shan	Targeting Unit	Each member is classified as Most Vulnerable or Less Vulnerable	
	Inclusion criteria	Individuals below 18 and above 50, or having specific needs (disability, sickness)	Individuals between 18 and 50 years old
	Exclusion criterion	Household members not present in the camp are excluded from the entitlement	
	Entitlement	100% of transfer value for the Most Vulnerable and 50% for the Less Vulnerable individuals within the household	

48. Based on the desk review and KIIs, the ET could not determine how the percentages of entitlements were calculated and whether they were sufficient for households to meet their basic food needs. While WFP initially assessed recipients’ livelihoods opportunities, and subsequently monitored them in its PDMs, the CO only monitors the percentage of IDPs with a livelihood and the number of livelihood opportunities in the last week/month. However, it didn’t track the income actually earned, and whether the income of the “Less Vulnerable” category was enough to cover the 30% or 50% gap in Kachin and Northern Shan respectively throughout the year. According to a labour market study commissioned by Danish Refugee Council (DRC), “after receiving the food aid, IDPs need to fill an income gap of 1,000 MMK/day/person.”⁸³ Based on this figure, and data from the FGDs/survey, these percentages of entitlements may not be adequate to meet Strategic Outcome 1 (SO1), i.e. IDPs meet food needs all year round. For more information, please refer to Section 2.2.

49. Once the criteria were set, CPs facilitated community-based targeting⁸⁴ in all camps in Kachin and Northern Shan. FMCs or Camp Management Committees (CMC) facilitated group discussions in order for IDPs to jointly sort households into category. In almost all FGDs conducted, participants were able to accurately describe the targeting criteria and how the community-led approach was organised, and acknowledged that the community-led process was transparent and participative.⁸⁵ The desk review and KIIs with WFP and CPs

⁸³ Garcia and Bhusal, ‘Market Research and Alternative Livelihoods Options for Internally Displaced Persons (IDPs) in Kachin and Northern Shan State’.

⁸⁴ KIIs with WFP staff, and CPs, and FGDs with FMCs and beneficiaries.

⁸⁵ There were only 2 FGDs out of 36 where some participants challenged the transparency of the process.

highlighted the extent of sensitisation activities conducted, including group meetings and posters describing WFP's ration size/value. The household survey confirmed that the targeting criteria were well known among IDPs: 99% of respondents (n=325) reported knowing them in Northern Shan, and 94% (n=300) in Kachin.⁸⁶ Recipients' 2 main sources of information about the targeting criteria were WFP/CP (86% in Northern Shan/57% in Kachin) and FMCs/CMCs (13%/42% respectively), thus suggesting that FMCs/CMCs played a more prominent role⁸⁷ in information sharing in Kachin than in Northern Shan.

50. While the targeting process was participatory, there were mixed feelings about targeting criteria in Kachin. Data from the FGDs⁸⁸ and the desk review⁸⁹ show that, in the recipients' opinion, the targeting criteria relied too heavily on access to livelihood opportunities (which are uncertain and often yielding no/limited income) and did not sufficiently consider the dependency ratio, i.e. the number of dependents per worker in the household. On the other hand, there were fewer complaints about targeting in Northern Shan.⁹⁰ This most likely stems from the fact that the targeting units are different, with the targeting being based on individuals. The system appears to be fairer than in Kachin, wherein the characteristics of the head(s) of household determined the entire family's percentage of the entitlement received. It may also be due to the fact that there appeared to be more livelihood opportunities in Northern Shan compared to Kachin.⁹¹ Therefore, recipients in Kachin were worried that the targeting system relied so heavily on one's ability to work.
51. When designing the activity, WFP put a strong emphasis on gender and protection considerations. First, they collected data from protection organisations, and produced a specific risk analysis on the topic. They also analysed the data by sex and considered access for men and women in each of the townships.⁹² WFP then monitored access to markets and the distribution sites in each of its PDM. Based on the data from these PDMs, external data from the desk review⁹³ and KIIs with protection actors,⁹⁴ WFP's design of relief assistance didn't further exacerbate existing protection risks: markets were safe and accessible, there were no significant risks to moving with cash, there were no risks at checkpoints to purchase foods, etc.⁹⁵ Furthermore, primary data suggested that protracted IDPs have not been encountering protection risks. Cash distribution points and markets are easily accessible for both men and women in Kachin⁹⁶ and in Northern Shan⁹⁷ as displayed in graph below. This opinion held true regardless of respondents' age and disability status.⁹⁸

⁸⁶ WFP PDM data (where is this being tracked) confirms this: In 2016, "90 percent of the interviewed households were aware of their official food and/or cash entitlement."

⁸⁷ This can also be inferred from the FGDs with FM in Kachin and Northern Shan. However, it was not an indicator of the evaluation matrix, and therefore the ET did not further investigate it.

⁸⁸ There were complaints about the targeting criteria in 14 of the 22 FGDs, and no complaints in 3 FGDs. For 5 FGDs, all people in camp received 100% so the question was not relevant. It is worth mentioning that in 3 camps, participants heard a similar system was being implemented and so were worried.

⁸⁹ Complaints related to being included in the Most Vulnerable category amounted to 166 complaints out of a total of 293 complaints in 2018. Source: WFP Myanmar, 'Complaint and Feedback Mechanism (CFM) 2018 vs 2019', January 2020.

⁹⁰ Participants complained in 5 FGDs about the targeting criteria. Their main complaint was the lack of livelihood opportunities. In 9 FGDs, participants found the system to be fair, and in 2 FGDs they had no opinion. Factors such the type of FGD (FMC, Male, Female) and the township do not appear to have had an impact on answers. 66% of survey respondents (n= 325) strongly agreed with the fact the targeting criteria were appropriate. Finally, this finding is also confirmed by KIIs with humanitarian actors in Northern Shan and the AAP reports (e.g. a total of 7 complaints in Lashio, and none relating to the targeting criteria).

⁹¹ "The proportion of households with 3 income generation activities was highest in Sittwe (47%) and Lashio (32%) and lowest in Maungdaw (4%) and Myitkyina (5%) "(source: WFP Myanmar, 'Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar'. "For instance, the proportion of households with 3 income generating activities was highest in Kutkai (11 percent), followed by Namkham (7.5 percent), whereas only Waingmaw and Bhamo had 1-2 percent" (Source: WFP Myanmar, 'Post Distribution Monitoring Report on Relief Assistance to Internally Displaced Persons in Myanmar (2018)', December 2019.).

⁹² HARP, 'Kachin and Northern Shan State. Context and Vulnerability Review'.

⁹³ HARP, 'Review of Cash Transfer Programmes in Kachin and Northern Shan States'. Nang Seng Aye, 'Review of Cash-Based Transfer Programme (2016-2018) in Kachin State'.

⁹⁴ Danish Refugee Council, UNHCR, International Committee of the Red Cross (ICRC), Metta, Trocaire, Humanity & Inclusion.

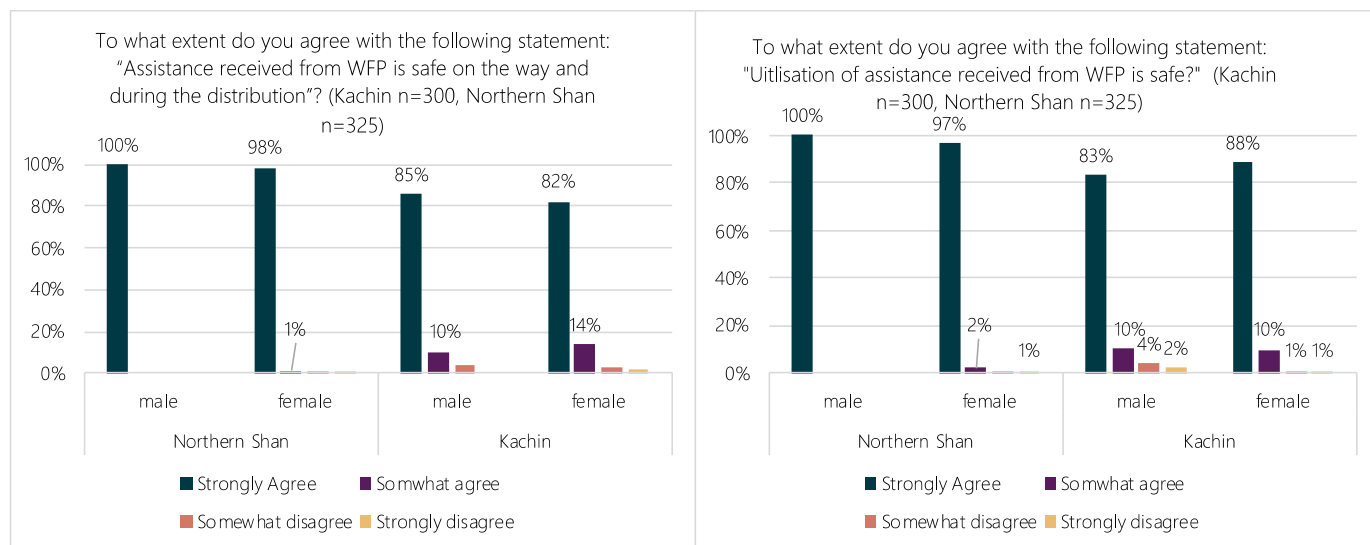
⁹⁵ Among these risks, the literature lists the following: beneficiary preference, market access and safety, unintended use of cash, risk to transfer and store cash, cash grant amount and resulting negative coping strategies and staff risk, land mines, land ownership, forced recruitment (specific to Northern Shan).

⁹⁶ Mentioned in all FGDs, except for FGDs in Hpakant township. In those, participants only felt safe to go to nearby markets to the camps.

⁹⁷ Unanimously mentioned in all FGDs (FMC, men, women) for all members of households.

⁹⁸ Either the head of household or a member of the household in the survey.

Graph 3: Access to distribution points and to markets⁹⁹



52. In July 2019, WFP increased the return package for IDPs from 3 to 6 months of assistance. IDPs leaving the camp and resettling in their place of origin got a one-off transfer to cover the household’s food needs for 6 months. While this decision was made in coordination with other actors, there were concerns from some KIIs that this increase may create a push factor for IDPs to return / resettle in unsafe areas of origin.¹⁰⁰ WFP and CPs are actively following recommendations from the Protection Working Group (PWG) and Durable Solution Working Group. This is not to say that WFP did not consider these risks when increasing the package, or that it will lead to displacements. But this should be carefully monitored by the humanitarian community.

53. WFP CO set up a country-wide Complaint and Feedback Mechanism (CFM) in April 2016, comprising of various channels of communication: hotline, letter, email, and in-person complaints through WFP and CPs’ staff. WFP and CP communicated extensively about the CFM, thanks to community mobilisation sessions during/after distributions and posters in the camps. With a dedicated budget for CFM,¹⁰¹ WFP trained staff and partners on Accountability to Affected Population (AAP) and the CFM. The objective of the CFM was to allow “the affected women, girls, boys and men to voice concerns and suggestions over the distribution process and assistance provided through various channels.”¹⁰² WFP CO conducted regular improvements to its CFM, such as adding Kachin language to its posters, reinforcing the role of complaint review committees in SOs, and organising awareness sessions in camps so that recipients increased their usage of official channels instead of relaying complaints to CP staff/CMCs.¹⁰³

54. Overall, awareness of the CFM was high among beneficiaries in both Kachin and Northern Shan during the evaluated period, thus demonstrating that the effort put into sensitisation was successful. The desk review notes that there was a high level of awareness from 2016-2018, ranging from 72%¹⁰⁴ of respondents in 2016 to 89%¹⁰⁵ in 2018, and 74% based on the independent CBT review that WFP commissioned.¹⁰⁶ The data collected for this evaluation corroborates this trend. In all FGDs, beneficiaries were aware of the existence of the CFM, thanks to the posters and information sessions. However, in Northern Shan, only participants from female and FMC FGDs were able to describe how to complain, as male participants reported not being

⁹⁹ Household survey, Kachin n=300 and Northern Shan n=325.

¹⁰⁰ KIIs.

¹⁰¹ WFP Myanmar, ‘Gender and Protection/ AAP Plan 2019’, 2019.

¹⁰² WFP Myanmar.

¹⁰³ WFP Myanmar, ‘Accountability to Affected Populations (AAP) Complaints and Feedback Mechanism (CFM) Annual Report (January – December 2018)’, April 2019.

¹⁰⁴ WFP Myanmar, ‘Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar’.

¹⁰⁵ WFP Myanmar, ‘Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced Persons in Sittwe and Myitkyina’, May 2017.

¹⁰⁶ Nang Seng Aye, ‘Review of Cash-Based Transfer Programme (2016-2018) in Kachin State’.

aware of how to do so.¹⁰⁷ According to KIIs, this is attributable to the fact that women were the main recipients of the cash and therefore attended the sessions, while men did not participate as much as they were out looking for work/working.¹⁰⁸ In both Kachin and Northern Shan, 76% of respondents said they would complain to WFP/CP in case they had a question/feedback/complaint with the assistance. This shows a high level of trust in WFP's CFM systems. Data suggests that these systems are known and accessible, regardless of age, sex, and special needs. As reported in FGDs and desk review, the CFM was successful in addressing exclusion errors.

55. However, WFP's current CFM appears to face 2 challenges.¹⁰⁹ First, complaints are not systematically recorded in the CFM databases.¹¹⁰ Several data points lead to this conclusion. First, 15% and 3%¹¹¹ of households report to have complained at least once in Kachin and Northern Shan respectively. Looking at the volume of complaints logged each year, this doesn't appear to match the reported volume of complaints received from IDPs.¹¹² Second, according to CP/WFP interviewees, implementation-related complaints about e-money (in Kachin) were not systematically recorded in the CFM, because they were implementation-related, and as such taken care of on the spot. Given that respondents' preferred channel to complain was going directly to WFP/CP staff,¹¹³ this suggests that a significant number of complaints may not have been recorded, and potentially were not dealt with. Finally, in Northern Shan, in about half of FGDs, participants complained about the fact that children in boarding schools were not included in the assistance.¹¹⁴ This specific complaint doesn't appear in CFM reports consulted.

Not only are complaints/feedback not systematically recorded following the usual standard in AAP,¹¹⁵ but also this is a missed opportunity for project monitoring and decision-making. For instance, in the second semester of 2019, WFP/CP rolled out the use of cash in Myitkhina and Waigmax townships. In some camps, recipients faced technical challenges and were not able to cash out the assistance. Because these types of complaints were not systematically recorded, implementers were not able to quantify the extent of the phenomenon, nor what types of challenges¹¹⁶ recipients faced.

56. The second difficulty relates to the 30-day feedback period, especially in Kachin, where the volume of complaints was higher. WFP did not systematically handle complaints and feedback in a timely manner.¹¹⁷ According to KIIs and the desk review, several factors led to delays. First, the lack of access to camps,¹¹⁸ combined with the fact that in-person complaints has been the preferred channel.¹¹⁹ Second, complaints (letter, oral) did not always include all required information for follow-up,¹²⁰ and/or there was sometimes an endorsement process from CMC/FMC.¹²¹ Third, complaints were not recorded systematically, thus leading to delays in treatment. Fourth, the frequency of opening complaint boxes was insufficient, as it only happened once a month.¹²² While primary data doesn't suggest that this has been a significant issue,¹²³ if not addressed, it could undermine the trust in the CFM in the long run.

¹⁰⁷ 4 FGDs out of 6.

¹⁰⁸ Confirmed by WFP's data. "However, in Lashio awareness of CFM was higher among female-headed households (female-headed households – 53 percent; male-headed households – 35 percent) while in Kale the trend was the opposite (female-headed households – 38 percent; male-headed households – 25 percent)." WFP Myanmar, 'Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar'.

¹⁰⁹ FGDs and KIIs.

¹¹⁰ Reportedly due to a lack of time with resources being invested on monthly beneficiary verification and payment and SCOPE implementation.

¹¹¹ Household survey.

¹¹² There were 7 complaints in Lashio SO in 2018, and 49 in 2019. There were 293 complaints in Myitkyina in 2018 and 290 in 2019.

¹¹³ 82% in Northern Shan and 69% in Kachin (household survey). Confirmed by FGDs in both states and by KIIs (WFP, CPs).

¹¹⁴ 9 FGDs out of 16.

¹¹⁵ WFP, 'WFP Complaints and Feedback Mechanism (CFM) - Minimum Requirements Checklist' (WFP, n.d.).

¹¹⁶ E.g. SMS not received, phone was lost, etc.

¹¹⁷ WFP and CP KIIs. Desk review on CFM, e.g. WFP Myanmar, 'Accountability to Affected Populations (AAP) Complaints and Feedback Mechanism (CFM) Bi-Annual CFM Summary Report (January – June 2019) WFP Myanmar', 2019.

¹¹⁸ WFP Myanmar.

¹¹⁹ IDPs would wait longer until staff reached the camp to lodge a complaint.

¹²⁰ KIIs from WFP and Nang Seng Aye, 'Review of Cash-Based Transfer Programme (2016-2018) in Kachin State'.

¹²¹ 3 KIIs.

¹²² KIIs and WFP Myanmar, 'Complaint and Feedback Mechanism (CFM) 2018 vs 2019'.

¹²³ Only mentioned in 4 FGDs in Kachin where some participants were not able to cash out the assistance and requested support from WFP/CP.

Question 1.3 To what extent has the assistance WFP provided been and remained appropriate over time?

Indicators of the Evaluation Matrix

- The assistance (condition, restriction, transfer mechanism) was designed in correspondent with the needs of IDPs, including those with specific needs in each state, including the needs of specific groups, and has remained so over time.
- Degree to which returnees, including the Most Vulnerable groups, find that the assistance (process and output) was appropriate to help meet their basic needs, over time.
- Systematic monitoring has been conducted to follow the evolution of needs and adjust the programme, if necessary, to change in the context.
- WFP implemented changes in the design and implementation of the activity to adapt to the context (e.g. camp closure) and document it.

57. Regardless of state, township, or household characteristics, the vast majority of recipients¹²⁴ were satisfied overall with the assistance received and reported that WFP's support was needed to meet their basic needs. Respondents' level of overall satisfaction with WFP's cash assistance was 8.1 out of 10 in Kachin and 8.7 out of 10 in Northern Shan.¹²⁵ In a context where livelihood opportunities have remained limited and conditions of return have not been met (for more details please refer to Section 2.5), WFP's emergency food security has remained appropriate over time.
58. WFP opted for unconditional¹²⁶ and unrestricted¹²⁷ cash grants. The design was appropriate to the context of displacement where IDPs often do not receive cash assistance from other actors to meet needs (other than food) and are expected to find livelihood opportunities to complement the grants WFP provides.
59. Overall, despite an initial reluctance from some IDPs, the modality of cash has been well accepted by community members, as noted in WFP's monitoring data,¹²⁸ independent reviews,¹²⁹ and primary data collected for this evaluation.¹³⁰ Regardless of their sex, vulnerability status (Most vs. Less Vulnerable), age, disability, or the household dependency ratio, cash was the preferred modality in Northern Shan, with 80% of respondents preferring it (vs. 10% preferring in-kind and another 10% preferring mixed modalities). In Kachin, 57% of respondents preferred cash (32% preferred mixed modalities, 12% preferred in-kind). As shown in the graph below, there was a preference for mixed modalities in Myitkhina and Waingmaw townships, which is somewhat surprising given the secondary data for this review.

Graph 4: Modality preference in Kachin and Northern Shan¹³¹

¹²⁴ Household survey and FGDs.

¹²⁵ Household survey.

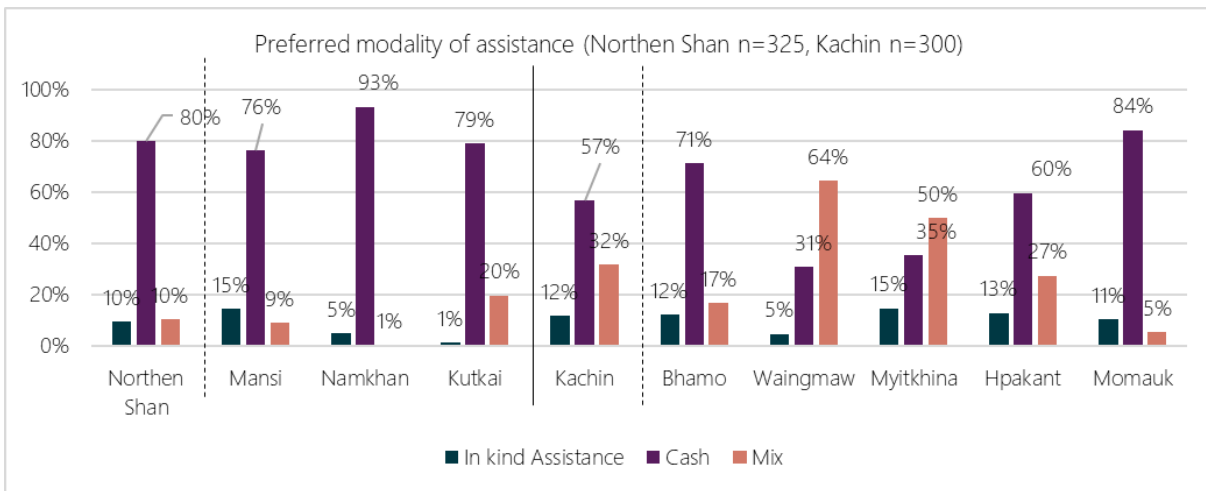
¹²⁶ I.e. no prerequisite activities or obligations that a recipient must fulfil in order to receive assistance.

¹²⁷ I.e. there is no limit on the use of assistance by recipients. By design, cash transfers are unrestricted, except for recurring transfers where the use of assistance in a previous transfers conditions future transfer.

¹²⁸ WFP Myanmar, 'Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar'. WFP Myanmar, 'Post Distribution Monitoring Report on Relief Assistance to Internally Displaced Persons in Myanmar (2018)'.
¹²⁹ Amnesty International, 'Caught in the Middle - Abuses against Civilians and Conflict in Myanmar's North Shan', n.d., HARP, 'Review of Cash Transfer Programmes in Kachin and Northern Shan States'. OXFAM, 'Cash and Voucher Feasibility Study. Kachin, Myanmar'. WFP Myanmar, 'Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced Persons in Sittwe and Myitkyina'.

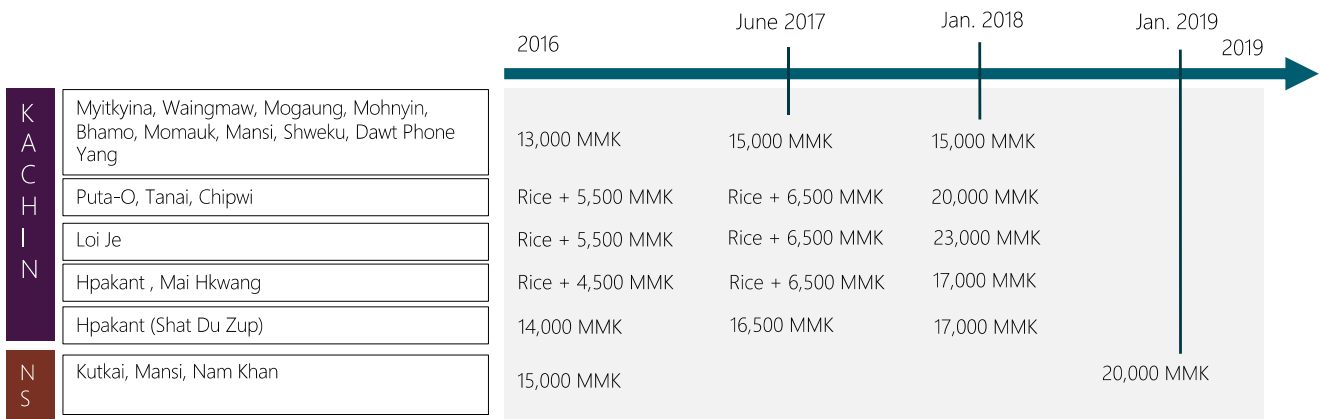
¹³⁰ Household survey.

¹³¹ Household survey, Kachin n=300 and Northern Shan n=325.



60. Disaggregating the data from these townships at the camp level shows that in the 6 camps¹³² where WFP SO switched the transfer mechanism from cash in envelope to cash over the counter, respondents were in favour of mixed modalities¹³³ or in-kind assistance. On the other hand, in camps with no change in the modality, preference for cash was high. Recipients have faced challenges with the transfer mechanism since its rollout in the second semester of 2019. While respondents are most likely not against cash per se, it is plausible that they associated the transfer mechanism with the modality when forming their judgement.
61. WFP CO set a transfer value equivalent to WFP’s food basket and factoring in seasonal variability/fluctuation (8%).¹³⁴ It was set at 13,000 MMK/person/month¹³⁵ in Kachin and 15,000 MMK/person/month in Northern Shan.¹³⁶ However, to ensure that recipients had a similar purchasing power, WFP set different transfer values based on the local market prices of food commodities. WFP also conducted regular monthly monitoring to track inflation. As a result, the transfer value was revised twice during the evaluated period. First in 2017 it was increased to 15.3% in Kachin,¹³⁷ and the second increase took place in Northern Shan in January 2019.¹³⁸

Figure 1: Transfer values from 2016 to 2019 in Kachin and Northern Shan



62. In February 2017, WFP Myitkhina SO started an e-cash pilot to replace cash in envelope in 6 camps in Myitkhina and Waingmaw townships. The rationale for this change was threefold: first, cash in envelope was

¹³² The camps included: Maina KBC (Bawng Ring), Jaw Masat Camp, Nan Kway St. John Catholic Church, PaDaukMyaing (PaLaNa)-II, Shwe Zat Baptist Church, and Maina Catholic Church (St. Joseph). 4 of these camps are among the 13 camps (out of a total of 39) facing the most issues with the new transfer mechanism (source: email shared by the CBT unit on 25/02/2020).

¹³³ In 5 camps.

¹³⁴ WFP Myanmar, 'Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar'.

¹³⁵ WFP Myanmar.

¹³⁶ KIIs with WFP and CPs in Northern Shan.

¹³⁷ HARP, 'Review of Cash Transfer Programmes in Kachin and Northern Shan States'.

¹³⁸ KIIs with WFP in Northern Shan.

more resource-intensive than e-money.¹³⁹ CPs needed to organise distributions, prepare envelopes, and make payment claims to WFP, while WFP needed to check the payment request from CPs and all supporting documents. Switching mechanisms would reportedly free up time for monitoring and AAP.¹⁴⁰ Second, cash in envelope was a risky mechanism.¹⁴¹ While no incidents were recorded, primary and secondary data suggests that there was a concern about the protection risks for staff when transporting cash to the camps. E-money would allow WFP/CP to share the risk with a specialised third-party, and a network of payment agents. Until the end of 2019, one CP had relied on FMCs to transport cash from its office to the camp before distribution to limit safety risk on its staff.¹⁴² Beyond the significant protection concerns that this practice raised for FMCs, this highlights that cash in envelope, and therefore the modality, may not have been appropriate in those camps. Third, according to KIIs, e-money was also a way to contribute to building financial literacy.¹⁴³

63. The pilot lasted for 2 years because Wave Money, WFP CO's FSP, changed its technology over the course of the pilot. Initially offering an e-wallet that worked on a key-pad phone, Wave Money later restricted the use of the wallet to smart phones.¹⁴⁴ Therefore, WFP CO changed the transfer mechanism to cash over the counter, where recipients could cash out from one of the Wave Money agents when they received a SMS crediting them with their monthly transfers. Based on secondary data, the pilot appears to have been successful.¹⁴⁵ Thus, WFP SO decided to extend cash over the counter in Myitkhina and Waingmaw townships during the second semester of 2019.
64. However, the rollout in the camps in Waingmaw and Myitkhina generated problems. In camps the ET visited in the 2 townships where e-cash was rolled out,¹⁴⁶ FGD participants complained about camp residents not having received the SMS, and thus not being able to cash out.¹⁴⁷ In these FGDs, participants mostly complained about the reliability in the service, the time it took CP/WFP SO to fix the problem,¹⁴⁸ and the challenges faced by those with limited financial literacy and the elderly. Respondents in camps where the new transfer mechanism was implemented also tended to prefer the former mechanism with 66% (n=97) preferring cash in envelope. According to implementers,¹⁴⁹ less than 5% of recipients faced problems with transfers. Yet, FGDs show that rumours about the unreliability of the service had spread within camps, where households who faced no problems still showed some reluctance with the new mechanism, as well as in other townships.¹⁵⁰
65. Overall, the data suggests that beneficiaries were satisfied with WFP/CP's delivery processes. Distributions were safe and well-organised,¹⁵¹ and wait times at the distribution sites were relatively limited. CPs ensured that recipients with special needs (elderly, people with disability or their caretaker) were given priority in line.
66. However, recipients had reservations about the monthly beneficiary updating process, also called verification. This process aimed to check that WFP was distributing cash to IDPs that are residents of the camps. In concrete terms, CPs with the support of FMC/CMC were updating the list of household members on a monthly basis. CPs then adjusted the transfer value to reflect the number of household members present in the camp on that day.¹⁵² For instance, if in a family of 5 members (getting a monthly transfer

¹³⁹ KIIs with WFP and CP, desk review (HARP, 'Review of Cash Transfer Programmes in Kachin and Northern Shan States'.)

¹⁴⁰ HARP.

¹⁴¹ HARP.

¹⁴² 2 FGDs (Northern Shan) and KIIs.

¹⁴³ KIIs with WFP and CPs.

¹⁴⁴ KIIs and HARP, 'Review of Cash Transfer Programmes in Kachin and Northern Shan States'.

¹⁴⁵ WFP Myanmar, 'Myanmar Annual Country Report 2018'.

¹⁴⁶ 8 FGDs out of 12 in camps where the transfer mechanism is cash of the counter.

¹⁴⁷ KIIs from WFP/CP confirmed the problem and were actively looking for solutions at the time of the data collection.

¹⁴⁸ In 3 FGDs, participants claimed to have waited for now more than 6 weeks to get the funds when the FGDs were conducted.

¹⁴⁹ KIIs with WFP SO, Word Vision and KMMS Myitkhina.

¹⁵⁰ In FGDs in Hpakant and Momauk, participants mentioned the challenges with the new transfer mechanism.

¹⁵¹ FGDs and monitoring data, e.g. "The majority (99 percent) of households in Kachin had no constraints or any safety issues encountered on their way to or from WFP distribution sites. Only 3 households (average 0.6%) reported geographical obstacles and far distance of the distribution points in terms of access to WFP operational sites." Source: WFP Myanmar, 'Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar'.

¹⁵² Either on the spot for cash in envelope, or the following month with cash over the counter.

value of 80,000 MMK¹⁵³ per month) had the head of household out of the camp working for the entire month, the household would get 70,000 MMK for that month. In FGDs, this process was seen a pull factor to stay in the camps, making it hard for breadwinners, especially men, to seek livelihood activities. Indeed, breadwinners are meant to be in the camps every month for 10 to 20 days.¹⁵⁴ Therefore, it reportedly hampered IDPs ability to seek/get livelihood opportunities,¹⁵⁵ which are often far from the camps and requires them to be outside of camps for weeks at a time. This issue appeared more prevalent in Kachin. With the current design of the process, men had to choose between a small but steady transfer from WFP and a job for an unknown salary, with abuse/potential protection risks and a required financial investment to travel to look for work. In many cases, recipients considered this last option to be risky and therefore preferred to forego livelihood opportunities. As one FGD participant put it, *“People who use to go in Hpaktan (30,00 MMK per trip) or [to] Chinese farms (20,000 MMK per trip) cannot come back on time because of either transportation cost, risk to lose their salary, [or are] not reachable (battery or network).”*

67. There were slight differences in how the process was implemented across CPs/camps. In 2 camps in Momauk, FMCs agreed to keep members on the list as long as they spent 1 day per month in the camp, and moreover they were allowed to be outside of the camps for maximum of 2 months per year if their employer didn't let them come back. On the other hand, in some camps in Myitkhina, CPs were physically checking every month that all households members were present on a given day, which was usually communicated to the FMC 2 or 3 days in advance. In Northern Shan, the process was not formalised and appeared different from one camp to another. While the ET could not actually observe the validation processes to cross-check/triangulate, FGD participants and interviewees reported similar inconsistencies in how CPs were checking physical presence,¹⁵⁶ or were more flexible. Based on interviews with WFP/CP, the lack of written Standard Operating Procedures (SOPs) accounted for the fact that there was no standard way of updating the list. As a result, in some camps, this lack of clarity was equally responsible as the process for IDPs staying in the camps. With such process reportedly evolving over time and not set in stone, IDPs felt it was safer not to pursue livelihood activities, even when the process was becoming more lenient, in case it were to change again.
68. Furthermore, men/women seeking job opportunities near the camps also raised concerns about that process.¹⁵⁷ While they were not as impacted as the people who had to travel further away for work, they also complained about a lack of notice from CPs and the frequent change in policy. Instead of having notice 1 week in advance (as FMC reported it should be the case), the CPs sometimes let them know only 2-3 days in advance, thus not given them enough time to let people know in case they want to come back to claim the assistance or to organise themselves for work.
69. Finally, a third problem reported in half of the FGDs¹⁵⁸ in Kachin and Northern Shan was that children in boarding school were not entitled to assistance, as they were not living in camps, but families still had to pay for their expenses. This was reportedly mentioned on many occasions to CPs but did not appear in the CFM. This may explain why this issue has remained unresolved, according to participants.

Key findings and conclusions – Question 1

- **WFP's choice of modality was relevant** to the needs of the assisted people (men, women, elderly, people with disabilities) and to the context in the Northern Shan and Kachin States. Several factors account for this success: (i) the comprehensive cash feasibility assessments, (ii) the progressive change of modalities, and (iii) the regular monitoring.
- WFP CO revised its targeting criteria, going from status-based targeting to a partial vulnerability-based approach in 2016. While SOs took access to livelihoods into account as the predominant criterion, their

¹⁵³ Considering 2 breadwinners (10,000 MMK per month) and 3 children under 18 and not able to work (20,000 MMK per month).

¹⁵⁴ KIIs and FGDs. There were discrepancies in the number of days across CPs, townships, and camps. This number of days is not recorder in project documents, making it difficult to verify the information.

¹⁵⁵ This topic was also mentioned in KIIs with humanitarian actors.

¹⁵⁶ In some camps, it was happening every month. In others, once in a while. In the rest, not all and only relied on FMC/CMC.

¹⁵⁷ FGDs.

¹⁵⁸ 11 FGDs, mainly in Northern Shan.

targeting approaches varied, with different entitlements and targeting units. The ET could not determine with accuracy how WFP SOs designed them.

- In spite of a community-led targeting approach and high awareness of targeting criteria, **beneficiaries had mixed feelings about the targeting approaches in Kachin and Northern Shan**. In Kachin, recipients criticised the household-based targeting approach, which relied too heavily on access to livelihoods, and strongly complained about the fact that WFP CO excludes household members not present in the camp from assistance. In Northern Shan, recipients were more satisfied with the targeting process, but had similar complaints about the exclusion criteria, and the fact that children in boarding schools were excluded.
- Based on the data collected, it would appear that the inclusion/exclusion criteria may not be adequate to meet Strategic Outcome 1 (SO1), i.e. IDPs meet food needs all year round, especially in Kachin State, because of a mismatch between theoretical and real livelihood opportunities.
- **WFP CO set up quite a comprehensive CFM in a short amount of time**, which was **well-known and accessible** to all recipients. However, the evaluation puts forward one main improvement: **ensure that informal complaints are also systematically recorded**, to help make sure that the CFM becomes a more useful tool for decision-making and APP.
- In Kachin, after a successful pilot, WFP SO changed its transfer mechanism in 2019 in 2 townships from cash in envelope to cash over the counter (mobile money). The rationale behind the change was threefold: (i) reduce protection risks, (ii) increase recipients' financial literacy, and (iii) optimise resources. **The roll-out in Myitkhina and Waingmaw in 2019 was only partially successful**, as households were not able to cash out the assistance. While WFP, CPs and the FSPs were still trying to understand these technical challenges, this led to beneficiaries' mistrust of the new transfer mechanism, which in turn led to a slight loss of acceptance for the modality.

2.2. EQ 2 (EFFECTIVENESS): To what extent were targeted crisis-affected people able to meet their food needs all year round?

Question 2.1: To what extent has Outcome 1 – to meet the food needs of crisis-affected people in food-insecure areas all year round – been achieved from 2016-2019?

Indicators of the Evaluation Matrix

- Existence of pre and post project reports or data allowing to assess the achievement against the Outcome 1 and provide explanation regarding the level of achievement.
- Extent to which WFP staff and partners consider that Outcome 1 has been achieved, and reported factors explaining the level of achievement.
- Extent to which beneficiaries consider that the assistance has allowed them to meet their food needs.
- Existence of internal/external factors to WFP, either documented or reported, that contributed positively or negatively to the ability of WFP Myanmar to meet its targets.

70. WFP selected the FCS and the Household Diet Diversity Score (HDDS) to evaluate the achievement of Strategic Outcome 1.

Table 3: Summary of outcomes indicators 2016 – 2019¹⁵⁹

		% of household with poor FCS		Average HDDS	
		Target	Follow Up	Target	Follow Up
2016	Male	<0.02%	3%	>4.5	5.3
	Female	<0.08	4.60%	>4.5	5.1

¹⁵⁹ Table based on Standard Project Report (SPR) 2016 & 2017, Activity Country Report (ACR) 2018 and raw data from PDM 2019.

2017	Male	<0.6	3.1%	>4.5	5.33
	Female	<0.92	3.2%	>4.5	5.3
	Global	<0.68	3.1%	>4.5	5.32
2018	Male	<2%	1.8%	>4.5	5.5
	Female	<3%	3.1%	>4.5	5.4
	Global	<2%	2.2%	>4.5	5.5
2019	Male	<2%	4.6%	>4.5	5.5
	Female	<3%	3%	>4.5	5.5
	Global	<2%	4.1%	>4.5	5.5

According to WFP's annual reports of PRRO 20099 and the CSP presented above, the HDDS has been achieved every year (above 5.5 food group). The FCS target is close to being achieved at the national level despite a deterioration of the situation, according to 2019 PDM on relief activities data.¹⁶⁰

71. The WFP PDM reports were the only objective source of verification, as CPs are not doing PDM internally. The data from this monitoring are widely used, especially by WFP CO and CPs, to determine outcomes' achievement and to follow IDPs' complaints, particularly regarding the adequacy of the support. According to the VAM unit, the CO staff collect the data for the PDM on Relief activities, which is supposed to occur twice a year. The CPs do this based on a rotation process.¹⁶¹

Table 4: List of PDMs available

Name	Date of data collection	SO concerned
PDM Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar	June 2016	Lashio & Myitkyina
PDM on Life-Saving Food and Cash Assistance to Internally Displaced Persons in Sittwe and Myitkyina	November 2016	Myitkyina
PDM Report on Relief Assistance to Internally Displaced Persons in Myanmar	November 2018	Myitkyina & Lashio
Raw data	November 2019	Myitkyina & Lashio

Out of 8 PDMs planned for the period covered by the evaluation, only 5 have been done, The PDM on Relief activities for 2017, which only occurred in Kachin due to security constraints,¹⁶² was not shared with the ET.

According to WFP staff, WFP's standard procedure for PDMs is to collect the data 2-3 weeks after the distribution. Due to operational constraints, WFP SO mentioned that time lags between distribution and data collection are not always harmonised and can vary from 1 to 3 weeks, which can lead to biases in the

¹⁶⁰ As the percentage of households with poor FCS increased by almost 100% for males, and globally.

¹⁶¹ KMSS Hpakant collecting data for KMSS Myitkyina for example.

¹⁶² WFP Myanmar, 'Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced Persons in Sittwe and Myitkyina'.

analysis for FCS and HDDS. WFP SO put forward this time laps as a potential explanation for the difference found across township level during the 2018 PDM on Relief activities.¹⁶³

PDM on Relief Activities data is usually collected in November of each year. This corresponds to the end of the lean season and the time to harvest the rice fields,¹⁶⁴ which represents a period of agricultural work opportunities. Therefore, the choice of the data collection period most likely influences the result on food access, which in turn influences the findings on the intervention's effectiveness. Indeed, *"the number of households experiencing difficulties in accessing food start arising in May and increases into the lean season between June and September. Most of the demand for labour in paddy and construction decrease during this period, reducing agricultural wage component of the household income."*¹⁶⁵ As such, July and August seem the most appropriate time to measure more accurately the effectiveness of WFP's relief activities.

While the PDM reports on the percentage of households with an acceptable FCS, Annual Reports this evaluation reviewed referred to the "percentage of households with a poor FCS" as a CSP outcome target in 2016, 2017 and 2018. From 2019, WFP Annual Country Reports, which was not accessible by the ET during the evaluation, start to report the 3 categories FCS in line with the Food Security Standards as defined by SPHERE as per Annual Country Report (ACR) guideline.¹⁶⁶

- Percentage of targeted households with an **acceptable** FCS;
- Percentage of targeted households with an acceptable Dietary Diversity Score.¹⁶⁷

Among the 4 PDMs available, only the 2018 one¹⁶⁸ presents the data disaggregated by township. It highlights some significant differences across locations, e.g. having 90% of households with an acceptable FCS in Myitkyina, but only 57% of households in Kuktai. These differences are not explained in the PDM, but according to WFP staff they are most probably linked to time laps between data collection and the provision of the support.

72. The household survey conducted as part of this evaluation found that about 66%¹⁶⁹ of households have an acceptable FCS,¹⁷⁰ without significant trends correlated with gender or location.¹⁷¹ The HDDS target was reached with an average of 6.6.¹⁷² The main factor accounting for differences in FCS score, particularly in Northern Shan, appeared to be access to another source of income, as presented in the graph below:

¹⁶³ According to WFP Myanmar, 'Post Distribution Monitoring Report on Relief Assistance to Internally Displaced Persons in Myanmar (2018)' the beneficiaries in Myitkyina had the highest adequate FCS at 90%, followed by Laukai (87%), and Bhamo (85%) while the score were a bit lower food consumption in Kuktai (57%), Mansi (63%), Mohnyin (67%), Momauk and Waingmaw (70%).

¹⁶⁴ According to the WFP Myanmar, 'Seasonal Calendar Kachin', n.d.

¹⁶⁵ Data from WFP food security surveys.

¹⁶⁶ Sphere Project, « The Sphere handbook: humanitarian charter and minimum standards in humanitarian response », 2018.

¹⁶⁷ The threshold of adequate HDDS have been increased to from 4.5 to 5.5 groups in 2019.

¹⁶⁸ WFP Myanmar, « Post Distribution Monitoring Report on Relief Assistance to Internally Displaced Persons in Myanmar (2018) », December 2019.

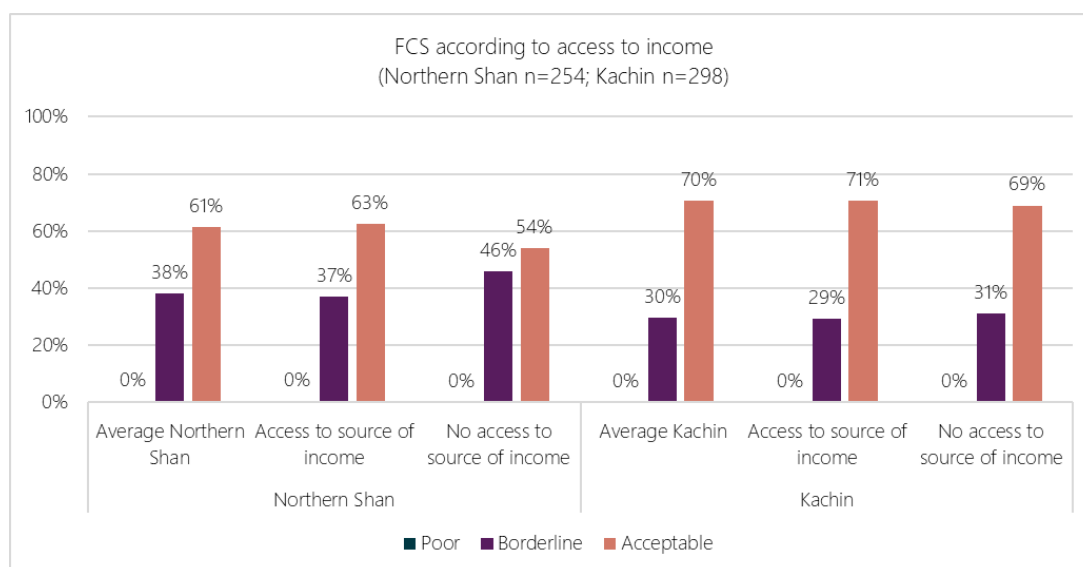
¹⁶⁹ It used to be 51% overall prior to the mitigation measure taken to mitigate the omission of egg as an example in the animal protein source. Indeed, the survey didn't clearly mention egg as a source of animal protein in the household survey, which led to an underestimation of the FCS. To mitigate this bias, the ET calculated the average egg weekly consumption based on national per capita yearly egg consumption from FAOSTAT (5,4 kg per year i.e. 42 eggs). That's an average egg consumption frequency of one egg every 8,6 days which has been used as egg consumption once a week; Source: <http://www.fao.org/faostat/en/#data/FBS>). The ET added 1 the score of weekly animal protein consumption for all respondents.

¹⁷⁰ In Northern Shan, 63% male headed households (50% prior mitigation) and 57% of female headed households (48% prior to mitigation) have an acceptable FCS. In Kachin: 68 % (51% prior to mitigation) and 73% (54% prior to mitigation) have an acceptable FCS respectively for male and female headed households.

¹⁷¹ The head of household vulnerability has an impact in Kachin mainly where people with disabilities (50% of acceptable FCS) present significant lower figures regarding the food consumption.

¹⁷² In Northern Shan, the average for male headed household is 6.5 and 6.3 for female headed household. In Kachin, average is 6.9 and 6.8 respectively for male and female headed household.

Graph 5: FCS according to access to income

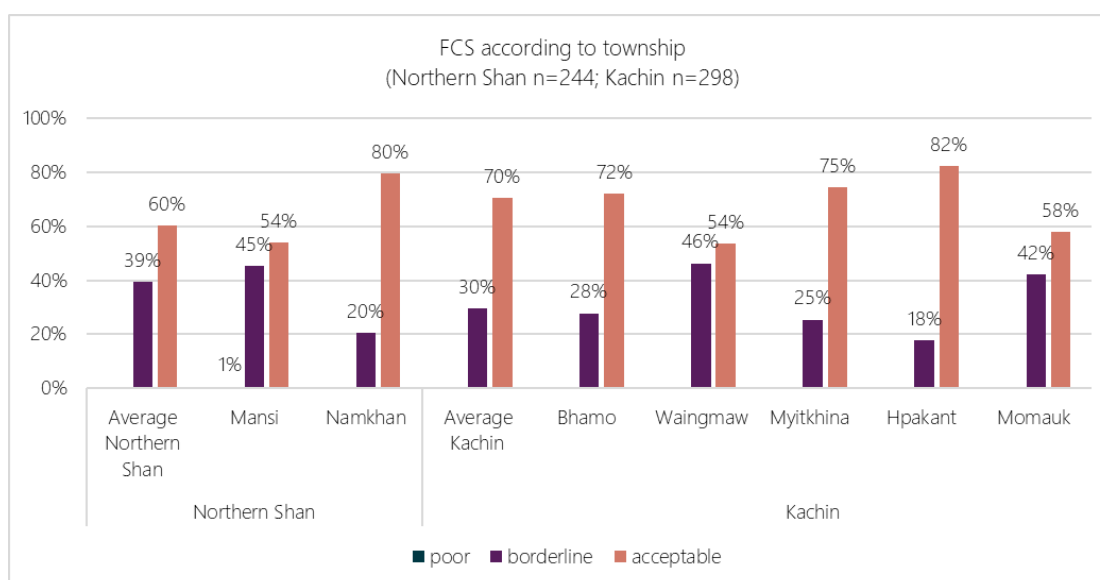


N.B. None of the interviewed household is found to have poor FCS.

Access to an income source is a key factor for food consumption diet improvement. The data presented above differs from WFP’s data. This can be explained by the seasonality of the casual labour opportunities.¹⁷³ The movement restrictions at the Chinese border, as a result of COVID-19 crisis that was occurring at the time of data collection, may have had an impact on the livelihood opportunities.¹⁷⁴

73. As in WFP’s PDM 2018, the ET found variations in the percentages of acceptable FCS across townships. In Northern Shan, Namkhan presented the highest percentage (80%) of acceptable FCS, while only 54% of households in Mansi had an adequate diet. In Kachin the same difference appears between Hpakant (82%) and Momauk (58%). According to FGDs and KIIs, it seems that Namkhan, Myitkinhina and Hpakant had better work opportunities.

Graph 6: FCS according to townships



¹⁷³ There are fewer job opportunities in February than in November according to the Kachin seasonal calendar and FGDs.

¹⁷⁴ The Chinese Government reduced its economic involvement in the region due to the COVID-19 crisis, according to KIIs.

74. Most WFP and CP interviewees stated that the relief support is just enough to theoretically cover basic food needs. Some WFP staff agreed with the beneficiaries that the cash provided is enough to cover rice, oil and part of the vegetable intake. According to market prices, the value for the full ration can vary from 15,000 MMK per person up to 20,000 MMK, depending on access to the market and commodities' prices at the markets close to the camps.¹⁷⁵ WFP's market monitoring has led to a 100% increase in the CBT amount in Northern Shan since 2017, in order to adapt to the price increase. Some humanitarian stakeholders have voiced concerns about the purchasing power of IDPs who live close to the Chinese border and are impacted by the changes in the exchange rate between MMK and Yuan.

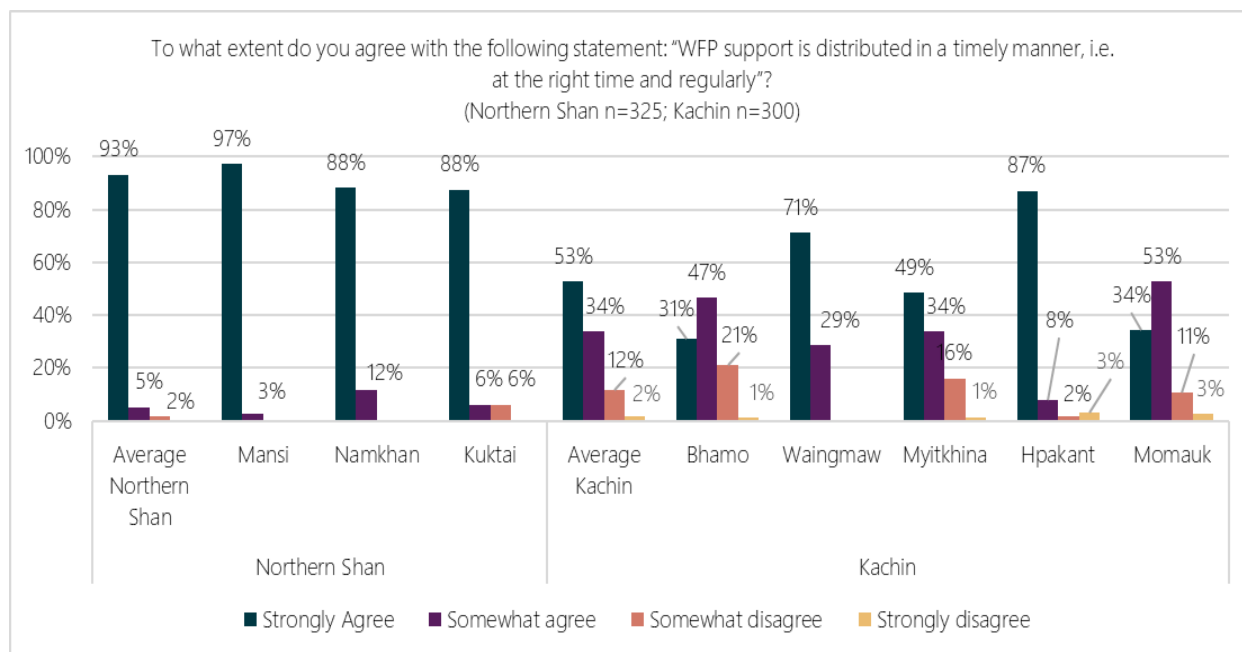
The definition of the food ration per person, per day is based on:¹⁷⁶

- 450 g of rice
- 60 g of pulses
- 30 g of palm oil
- 5 g of salt.

The above rations are sufficient to cover the 2,100 Kcal/person/day using NutVal software.¹⁷⁷

75. 74% of the people consulted for the survey felt that the support was distributed in a timely manner.¹⁷⁸ There was however a difference between Northern Shan and Kachin, where 2% and 14% respectively disagreed with this fact. While the majority of the consulted population considered the timeliness of the support to be satisfactory, the perception of the IDPs in Myitkyina, Momauk and Bhamo was that it could be improved. On the one hand, recipients¹⁷⁹ in Myiktina reported delays linked to the new e-mobile money transfer mechanism, which led to negative coping strategies such as borrowing money or buying on credit. In Bhamo/Momauk, the ET was not able to determine precisely why this complaint occurred, except for participants in 2 FGDs reporting last-minute changes in the distribution date and in turn being pressured by shop owners to reimburse their debt.

Graph 7: Satisfaction with the timeliness of the distribution per township



¹⁷⁵ Despite complaints from the beneficiaries, particularly in Kachin regarding a 10% seasonal variation of the price of rice,¹⁷⁵ WFP staff and the data from market monitoring estimate the variation to be at about 6% for broken rice (which is not purchased by beneficiaries).

¹⁷⁶ UNHCR et al., 'Myanmar Joint Cash Transfers Programming Feasibility Report'.

¹⁷⁷ NutVal is an application for planning and monitoring the nutritional content of food assistance.

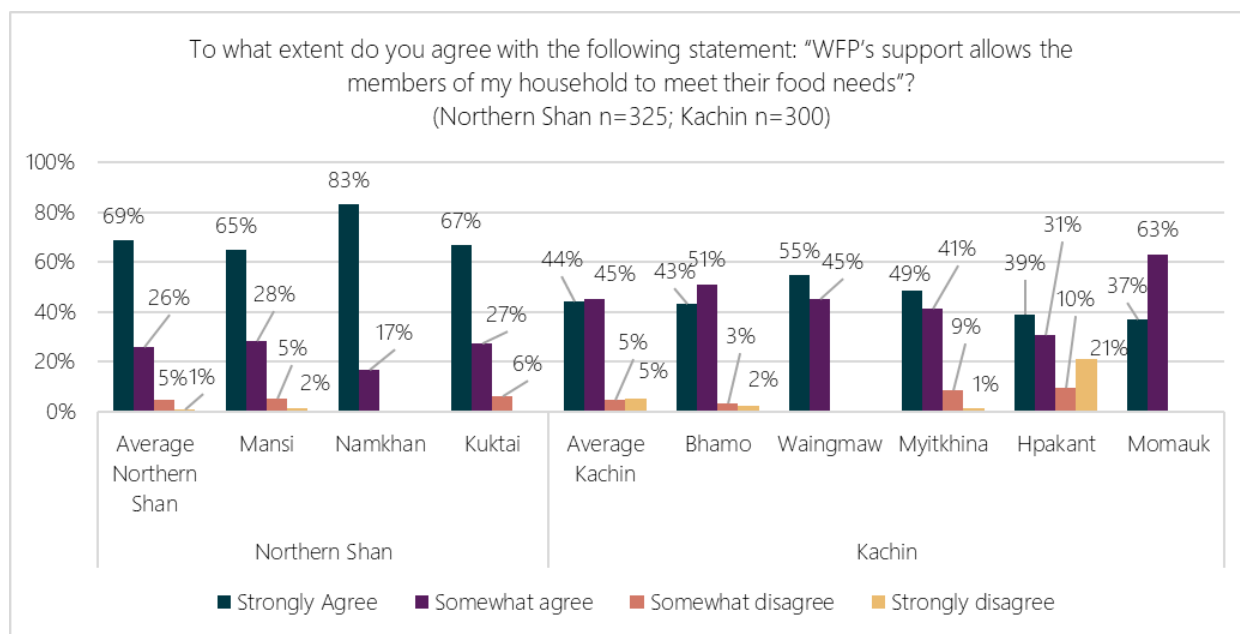
¹⁷⁸ Household survey (n=365).

¹⁷⁹ According to 4 FGDs, KIIs with WFP staff/CPs.

Both CPs and beneficiaries in FGDs mentioned that the renewal of the annual agreement between WFP and CPs impacted the timeliness of the delivery during the month of January, which led to people borrowing money or food while waiting for the assistance.

76. As highlighted in the figure below, more the 90% of survey respondents felt that WFP support covered their basic food needs. There was however a difference between Northern Shan (69%) and Kachin (44%), in terms of whether IDPs strongly agreed that the WFP support covered their food needs.

Graph 8: Satisfaction with WFP support’s coverage of basic food needs



Feedback from the FGDs and KIIs was that WFP’s CBT is of paramount importance, as it is the most regular support provided. FGDs and KIIs also considered it to be the foundation of the household economy and well-being, as it ensured that they could at least cover their rice oil needs. It allowed IDPs to complement their diet (vegetable, meat, etc.) and use their income, even though irregular, to meet other household needs (mainly health and education). These figures are in line with the WFP PDM from 2016,¹⁸⁰ which highlighted that 53% and 24% of the interviewed households in Kachin and Northern Shan respectively considered the amount of cash provided to be insufficient. This percentage decreased to 43% in Kachin in 2017.¹⁸¹ Several factors may account for the differences between Kachin and Northern Shan:

- The estimated average amount to cover the basic food needs varied from 11,100 MMK/person/month in rural Northern Shan¹⁸² to 25,200 MMK/person/month in urban Kachin, according to beneficiaries.¹⁸³ As such, the amount provided in Northern Shan (10,000 MMK or 20,000 MMK) is closer to recipients’ expectations than in Kachin (11,000 MMK or 15,000 MMK);
- The household capacity to generate income: according to the household survey, the percentage of households with an acceptable FCS is % higher for households with access to additional sources of income. According to the figure below, 86% of household living in Northern Shan can generate an income (92% in rural areas), but only 70% can in Kachin’s urban areas. As explained during the FGDs, men are mainly the ones working, and have farming skills that are more suitable to rural area types of work, e.g. in the sugar cane plantations, potatoes field, and rice fields. Besides household capacity to work, the availability of work across seasons and townships varies, which means that it was not always

¹⁸⁰ WFP Myanmar, « Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar », December 2016. Data regarding the beneficiaries’ perception has not been collected or analysed in 2018 and 2019

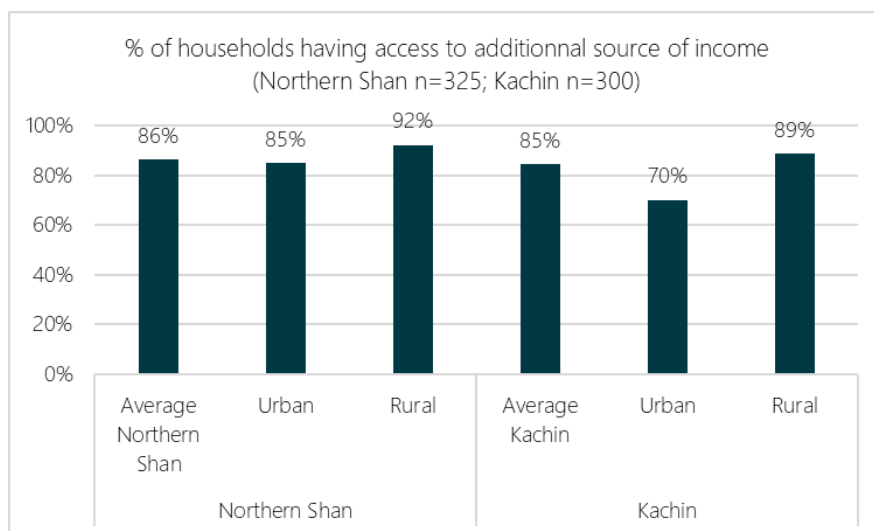
¹⁸¹ Data collection only took place in Kachin.

¹⁸² The amount per person and per month is estimated by the people interviewed at 20,600 MMK in urban Shan and 24,000 MMK in rural Kachin.

¹⁸³ Household survey.

enough to complement WFP support and reach food security as intended as specified during FGDs. This is highlighted in the figure below:

Graph 9: Percentage of households having access to additional sources of income



Some beneficiaries¹⁸⁴ did note however that they would like the support to not only cover their basic food needs, but rather their food needs as a whole, including access to micronutrients.

77. The return process (including return, resettlement and local integration) was still at a very low level when compared to the IDP caseloads in both Kachin and Northern Shan. UNHCR estimated that since 2014, 730 people have left camps in Northern Shan,¹⁸⁵ and 3,600 in Kachin State.¹⁸⁶ WFP did not provide the ET with any figures regarding the number of households who benefited from the return package, and no data appeared in the annual report or the PDM. Therefore, the ET was not in a position to make a judgement about achieving the objective of addressing food needs during the transition period.¹⁸⁷ Nevertheless, while the vast majority of the KIIs and FGDs estimated that while WFP’s shift from 3 to 6 months of support is a positive step, the duration was still insufficient. In their opinion, the transition period should be increased from 6 months to either 12 months¹⁸⁸ or 3 years.¹⁸⁹ Their rationale was that the 6-month assistance period would be spent by the first harvest following the return or resettlement.

Question 2.2: To what extent has Outcome 1 had unintended positive or negative outcomes for crisis- affected people?

Indicators of the Evaluation Matrix:

- Pre and post project reports or data captures unintended positive and negative outcomes, during the duration of the programme, that can partially be attributed to WFP activities.
- Extent to which WFP staff and partners (CP, donors, authorities, other humanitarian partners, etc.) report unintended outcomes of the programme, and reasons why they occurred.
- Extent to which beneficiaries reported positive and negative secondary outcomes resulting from the intervention.

78. The ET did not find any major significant positive or negative unintended outcomes for crisis-affected people. The figure below highlights that WFP support was not exclusively used for basic food needs. Based on the data,¹⁹⁰ households’ top priorities were food, education, and health. There was no significant differences when looking at household head gender, specific vulnerabilities (elderly and people with

¹⁸⁴ 4 FGDs done with men.

¹⁸⁵ UNHCR, « Displacement Solutions Tracker Northern Shan State, Updated August 2019 », August 2019.

¹⁸⁶ UNHCR, ‘Kachin State IDP Intention Survey Myanmar’.

¹⁸⁷ WFP Myanmar, ‘Myanmar Country Strategic Plan (2018–2022)’.

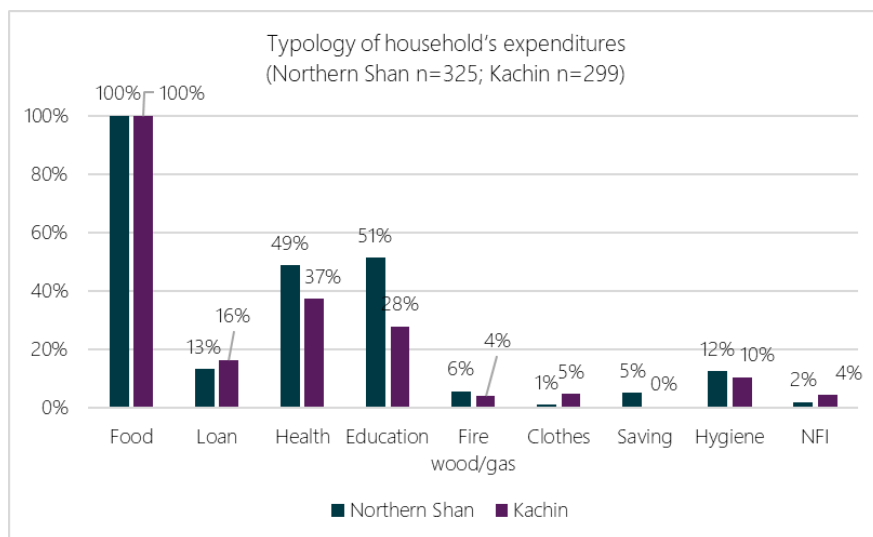
¹⁸⁸ KIIs with humanitarian actors.

¹⁸⁹ FGDs with recipients.

¹⁹⁰ Household survey, FGDs, WFP’s PDMs, KIIs with project implementers.

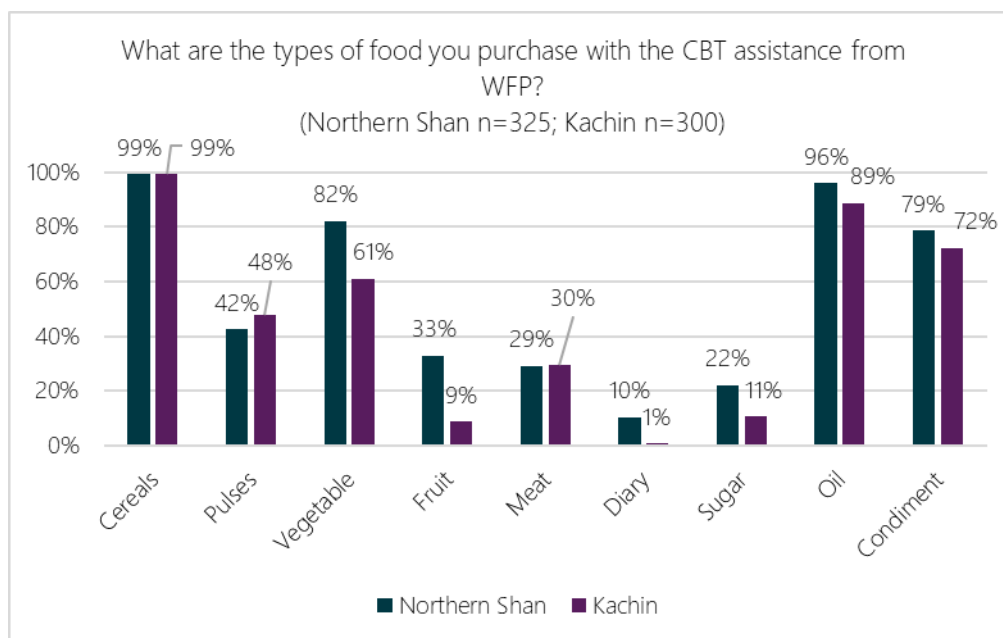
disabilities) or by township. According to the household survey, one-fourth of the households without an additional source of income used the CBT to pay back their loans. However, less than 15% of households who have at least one additional source of income reported using the CBT in this manner. Better access to education and health services, as well as the capacity to repay debt, can thus be considered as unintended outcomes of the WFP support.

Graph 10: Percentage of households spending part of the cash assistance on each type of expenditure



79. Households’ main food purchases were rice, oil, vegetables and condiments, as shown in the graph below, and aligned with WFP’s PDM data.¹⁹¹ This also confirms the relevance of cash as compared to food in an area where pulses are not really part of the common diet, but vegetable and condiments are the main food products purchased thanks to the cash assistance to complement the cereals intake, as explained below:

Graph 11: Percentage of households spending part of the cash assistance on each type of food commodity



¹⁹¹ Documents are referred as WFP Myanmar, ‘Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar’, WFP Myanmar, ‘Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced Persons in Sittwe and Myitkyina’ and WFP Myanmar, ‘Post Distribution Monitoring Report on Relief Assistance to Internally Displaced Persons in Myanmar (2018)’.

80. According to KIIs and FGDs, there are no negative outcomes or impacts of WFP’s support modalities and mechanisms at the household or community level. The main reason for this (according to the KIIS and FGDs) is that every household within the camp benefits from the support, and that most of the amount provided is used to purchase rice and oil.
81. The displaced population (107,000 IDPs) is scattered throughout 171 camps in Kachin and Northern Shan.¹⁹² The population of Kachin is 1.689 million people¹⁹³ and in Northern Shan is 1.82 million people,¹⁹⁴ thus IDPs represent less than 5% of the population of the 2 states. As such, neither WFP’s monitoring, nor the KIIs and beneficiaries, noted any impacts of price variation on local markets. In Northern Shan, beneficiaries that live close to the Chinese border noted an issue of price variation related to the exchange rate between the Chinese Yuan and Myanmar Kyat, but did not specifically mention that this was related to WFP.
82. According WFP CO’s staff, cash assistance is likely to have possible unintended effects on the local economy and the use of e-money (as the latter likely increased the recipients’ level of Information Technology (IT) knowledge and financial literacy). However, as there is no baseline data on the topic, the ET couldn’t determine whether and to what extent this occurred.
83. According to FGDs and KIIs,¹⁹⁵ WFP support decreased the pressure on the household economy (by ensuring access to rice and oil), and thus reduced the need to resort to at-risk jobs, and particularly illegal migration to China. However, the protection actors interviewed disagreed with this: they estimated that the WFP support, or that of the humanitarian community in general, was not sufficient to cover all needs and thus potentially was leading IDPs to look for complementary jobs that could put them at risk.¹⁹⁶

Key findings and conclusions – Question 2

- **WFP’s support partially achieved Outcome 1**, with the HDDS reaching its objective and FCS being very close to achieving it. Beneficiaries expressed their overall satisfaction with the support, as it is the only regular and constant one they receive. Nevertheless, beneficiaries **noted that the amount provided was not sufficient**, particularly in Kachin’s urban camps. This can also be explained by the fact that part of the support is used to cover other household’s needs.
- In terms of measuring the achievement of outcome indicators, **the data collected presents potential biases**, with the most significant ones being the lack of harmonisation regarding the time laps between the distribution and data collection across townships, and the fact that outcome indicators are not collected during the lean season.
- **Being in a rural or urban setting** has an impact on achieving the SO1’s objective and appears to be directly linked to **beneficiaries’ capacity to complement WFP support** by generating income either as daily labourers or through small-scale cultivation.
- **No significant negative unexpected outcomes at the household or community level** were noted by the different sources interviewed for this evaluation. The potential unexpected outcomes (impact on at-risk jobs, support to local economy, financial literacy, etc.) have not been monitored.
- **WFP is on the frontlines of the pull and push factors regarding beneficiaries’ location in the camps and/or return and resettlement.** Both beneficiaries and other actors do not consider the return package to be enough to support return efforts. However, the same KIIs estimated that an increase would be a push factor in an unsafe context where all the conditions for a safe and dignified return could not be ensured.

¹⁹² OCHA, ‘IDP Sites in Kachin and Northern Shan State - August 2019’, 2019.

¹⁹³ Ministry of Labour, Immigration and population, Ministry of Labour, Immigration, and Population, ‘The 2014 Myanmar Population and Housing Census. Multidimensional Welfare in Myanmar’.

¹⁹⁴ 2011 HMIS data.

¹⁹⁵ KIIs with WFP and CPs.

¹⁹⁶ HPG, ‘Protecting Civilians in the Kachin Borderlands, Myanmar. Key Threats and Local Responses’, n.d.

2.3. EQ 3 (IMPACT): What impact has WFP’s cash assistance had on women’s capacity to participate in the leadership role of the community, and on women’s role within the family

Question 3.1: What impact has WFP’s cash assistance had on women’s capacity to participate in the leadership role in the community?

Indicators of the Evaluation Matrix:

- The needs assessment identified women’s level of capacity to participate in leadership roles and identified potential activities to help them take on a more active role.
- Primary and secondary data show positive changes in women’s roles at camp level in the community, especially at FMC level in decision-making between the beginning and the end of the project.
- Extent to which beneficiaries and stakeholders external to WFP estimate the contribution of WFP’s intervention to the changes.

84. During the evaluation period, and as stated in WFP’s Gender Action Plans,¹⁹⁷ WFP and CPs aimed to make the process of forming FMCs inclusive, with women being equally involved and ideally having a female chairwoman. The secondary data suggests that WFP was successful in ensuring women’s participation in the FMCs, with 63% of members in Kachin and 51% in Northern Shan being female in 2016.^{198 199} According to KIIs and FGDs with FMC,²⁰⁰ this trend has remained the same since then, with at least equal participation of women in FMCs in Kachin and Northern Shan. In Kachin, CPs were relatively successful in making women chairwomen with 31% of FMCs having a female in that role; however, this was less successful in Northern Shan, with only 6% of FMCs being chaired by a woman.²⁰¹
85. Despite this, there are mixed findings on whether having women-FMC members led to women taking on leadership roles in the community. On the one hand, according to the FGDs²⁰² in camps where FMCs are heavily involved in the relief assistance, women are taking on an active role in the relief activity, including assisting the CPs before and during the distribution, collecting complaints and feedback from IDPs, and facilitating communication between CPs and the communities. In these FGDs, women noted that their voices are being increasingly heard compared to before the intervention. They attributed this change to both the training that CP/WFP/another organisation set up, which helped boost their confidence, and to the sensitisation on women’s role international organisations conducted for the FMCs. On the other hand, in camps where FMCs play a smaller role, either because the CMC or the CP had a more active role, or because the chairman was taking on the role alone, participants, regardless of their sex, felt that they played a limited role in the assistance.

Question 3.2: What impact has WFP’s cash assistance had on women’s role within the family?

Indicators of the Evaluation Matrix:

- Primary and secondary data show changes in women’s roles at household level in the utilisation of cash and at camp level in the community in decision-making between the beginning and the end of the project.
- Extent to which beneficiaries and stakeholders external to WFP estimate the contribution of WFP’s intervention to the changes.

¹⁹⁷ “For relief assistance, continue to promote leadership positions for women in CMCs, FMCs, as well as Village Development Committees (VDC) and Project Management Committees (PMC).” WFP Myanmar, ‘Gender, Protection and AAP Action Plan 2019’, n.d.

¹⁹⁸ WFP Myanmar, ‘Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar’.

¹⁹⁹ Confirmed by Nang Seng Aye, ‘Review of Cash-Based Transfer Programme (2016–2018) in Kachin State’.

²⁰⁰ The 2018 PDM did not report on this indicator. At the time of writing the report, the 2019 PDM was not accessible to the ET.

²⁰¹ WFP Myanmar, ‘Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar’.

²⁰² With FMC.

86. Primary and secondary data demonstrates that women have played an important role in household decision-making on using cash in Kachin and Northern Shan since cash was first introduced early 2016, as captured in the table below:

Table 5: Data on women’s role in the use of cash grants

	Kachin	Northern Shan
2016 ²⁰³	76% of households women are the main decision-maker (17% were mixed) for cash 72% of households women are the main decision-maker (17% were mixed) for food	84% of households women are the main decision-maker (3% were mixed) for cash 78% of households women are the main decision-maker (9% were mixed) for food
2017	80% of households women are the main decision-maker ²⁰⁴	No data
2018	75% of respondents stated that women made decisions about the use of WFP assistance ²⁰⁵	
2019	78% of women usually decide on the use of assistance (15% are decided by both men and women) ²⁰⁶	79% of women usually decide on the use of assistance (12% are decided by both men and women) ²⁰⁷

87. Women usually collect the assistance,²⁰⁸ decide how to spend it and go the market to make purchases. However, according to the data from FGDs, women’s decision-making role on the use of cash is not attributable to WFP’s assistance, but rather to the context of displacement itself. Indeed, women are now slightly more autonomous in how to spend the cash for managing the household, because men are outside of the camps for period of time to seek livelihood activities. Prior to the change of modality, WFP already noticed that *“there was a general consensus that women were in charge of managing the household’s cash and going to the market. Both men and women however were seen as having a role in planning the household expenditure and allocating cash to different budget posts,”*²⁰⁹ and later found that cash was not transformative.²¹⁰ Furthermore, according to the vast majority of FGD participants, roles within the household have not changed, since women were already usually responsible for household expenses, and managing cash and assets even before the displacement. Indeed, they were already responsible for, or jointly managed with their husbands, the expenses related education, health, food and social activities, whereas men were the main decision-makers for larger investments. While respondents, regardless of their sex or township, agreed that women are taking on a more important role in the household decision-making with less oversight/involvement of men,²¹¹ they noted that it was due to a combination of several factors: (i) men are frequently outside of the camps seeking livelihood opportunities,²¹² (ii) some households were not used to managing cash so regularly, with the main source of food being self-cultivation, and (iii) the amount at stake is relatively limited. As one FGD participant put it: *“The amount after rice is so small that there [is] no way of argu[ing about] it.”*²¹³

²⁰³ WFP Myanmar, ‘Post Distribution Monitoring Report on Life-Saving Food and Cash Assistance to Internally Displaced and Flood Affected Persons in Myanmar’.

²⁰⁴ WFP Myanmar, ‘Supporting Transition by Reducing Food Insecurity and Undernutrition among the Most Vulnerable - Standard Project Report 2017’, n.d.

²⁰⁵ WFP Myanmar, ‘Myanmar Annual Country Report 2018’.

²⁰⁶ Household survey.

²⁰⁷ Household survey.

²⁰⁸ Women are responsible for collecting the assistance for 64% of household in Northern Shan (n=325) and 72% of household (n=300) and in Kachin.

²⁰⁹ WFP Myanmar, ‘Kachin Cash Assessment Report Myitkyina and Waingmaw January 2014’.

²¹⁰ WFP Myanmar, ‘Supporting Transition by Reducing Food Insecurity and Undernutrition among the Most Vulnerable - Standard Project Report 2017’.

²¹¹ To the question “To what extent do you agree with the following statement: Women’s participation in the decision-making on the use of cash in my household has increased”, 94% answered strongly agree and somewhat agree in Northern Shan and 94% in Kachin.

²¹² KIIs and desk review.

²¹³ FGD participant in Myitkyina township. Statement translated from Kachin.

88. This is not to say that WFP and CPs' Activity 1 (as well as WFP's SO3), and more broadly other humanitarian organisations' activities, do not have an indirect impact on women's role. Indeed, in most female FGDs, participants often referred to the sensitisation activities on food management, nutrition, health, water, sanitation and hygiene, which reportedly built their knowledge and confidence to take a more active role in the community.

Key findings and conclusions – Question 3

- While **WFP was successful in ensuring equal participation of women in FMCs**, this has not systematically led to a more prominent role of women in decision-making in the community. First, the role of FMCs decreased over time with the shift in modality, as CMCs became more heavily involved in managing cash, which may explain why this change didn't occur. Second, the data suggests that ensuring equal participation does not automatically translate into improving women's leadership roles in the communities.
- **The change in women's role in cash management within the family is likely attributable to the context and not to WFP's assistance.** In Kachin and Northern Shan, women are the main decision-makers in using the cash assistance, with no/limited oversight from men. Beside the fact that household expenditures were already part of the woman's role, the absence of men during the day who are outside the camps seeking livelihood opportunities reinforce women's decision-making role.
- Given the transfer value and these cultural norms, it would appear than WFP's cash assistance has had no impact on women's roles within the household. However, the participation in awareness raising sessions from different humanitarian organisations, including WFP, may have also contributed to this change, although there is not sufficient evidence to ascertain this.

2.4.EQ 4 (COHERENCE): To what extent has WFP assistance been and remained coherent with its internal policies, and complementary with the intervention of other actors?

Q. 4.1 To what extent have responses by the Government, UN agencies and other humanitarian actors been coordinated in effectively addressing the needs of the affected people?

Indicators of the Evaluation Matrix:

- To what extent WFP policies (AAP, Gender and Protection) have actually been implemented in the field.
- To what extent food security and nutrition national frameworks (Myanmar Sustainable Development Plan Goal II, Five-Year Agriculture Policy, National Plan of Action in Food and Nutrition (NPAFN)) have been considered in the design and implementation of WFP activities.
- To what extent international standards (Core Humanitarian Standards, SPHERE Standards related to Emergency Food Security) have been considered in the design and implementation of WFP activities.

89. Based on the documents reviewed and KIIs, the ET deemed that WFP's food assistance met the SPHERE Standards in terms of design, implementation and monitoring of food assistance.²¹⁴

Table 6: Relief assistance's coherence with SPHERE Standards²¹⁵

Legend: green (standard fully met), yellow (standard close to being met)

Functionality criteria	Progress	Comment
Food security standard 5: General food security		

²¹⁴ Sphere Project, 'The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response'.

²¹⁵ The ET got the following started from the Food Security Livelihood Section in the SPHERE handbook. Standard related to Strategic Outcome 2 and 3, also included in that Section, were not evaluate, as beyond the scope of the evaluation.

People receive food assistance that ensures their survival, upholds their dignity, prevents the erosion of their assets and builds resilience		
Based on food security assessment data, implementers design the response to meet immediate needs, and consider measures to support, protect, promote and restore food security.		WFP's relief activities have been designed based on the KiloCalories daily intake of each member of the household for those who receive the full ratio. It enabled households to meet the immediate needs. For Less Vulnerable persons and households, WFP assumed that livelihood opportunities would complement the support provided.
Develop transition and exit strategies for all food security programmes as early as possible.		While WFP CO hasn't developed an exit strategy, it proactively coordinated with other actors, and implemented/piloted livelihood activities in host communities/camps. Conditions were not met to take the exit strategy to the next level.
Monitor the level of acceptance and access to humanitarian food security interventions by different groups and individuals.		Yearly monitoring conducted by WFP SO/CPs, and established a country-wide CFM.
Ensure that people receiving food assistance are consulted on the design of the response and are treated with respect and dignity.		Consultations with IDPs on the design of the assistance, including the modality, targeting, and to a lesser extent the transfer mechanism.
Food assistance standard 6.1: General nutrition requirements		
Measure the levels of access to adequate quantity and the quality of food.		Yearly monitoring of FCS and HDDS. Starting from 2019, WFP aligned with SPHERE standards reporting and setting targets on the 3 categories of FCS.
Design food and cash-based assistance to meet the standard initial planning requirements for energy, protein, fat and micronutrients.		WFP's food assistance is designed to meet the 2,100 Kcal per day.
Food assistance standard 6.2: Food quality, appropriateness and acceptability		
Select foods that confirm to the national standards of the host government and other internationally accepted quality standards.		Food distribution has not been assessed as only one inaccessible camp was still using in-kind assistance. During discussions with WFP and others KIIs, no specific issues related to quality and acceptability was raised.
Food assistance standard 6.3: Targeting, distribution and delivery		
Identify and target food assistance recipients based on need and consultations with appropriate stakeholders.		WFP implemented a community-led targeting approach.
Design food distribution methods or direct cash/voucher delivery mechanisms that are efficient, equitable, secure, safe, accessible and effective.		When conducting its ROA to shift modalities, WFP considered the modality/combination of modalities, and the transfer mechanism, that was the most effective, timely, safe, and accessible, based on townships.
Locate distribution and delivery points where they are accessible, safe and most convenient for the recipients.		WFP's distribution points for food (in 2016) and cash were located in the settlements, and were therefore safe, convenient and accessible for all recipients. In most camps, there is a Wave Money agent nearby.
Provide recipients with advance details of the distribution plan and schedule, the quality and quantity of the food ration, or the cash or voucher value, and what it is intended to cover.		WFP SO/CP regularly communicated information about the transfer conducted community sensitisation activities on what the transfer is supposed to cover.

90. While it was beyond the scope of this evaluation to evaluate the extent to which WFP CO met the Core Humanitarian Standards (CHS), the data analysed suggests that WFP considered these standards during the response. During the evaluated period, WFP CO put in significant effort, and has been relatively successful in implementing global gender, protection and AAP WFP policies at the country level.²¹⁶
91. Since 2017, WFP CO has produced a Gender, Protection and AAP actions plans, which set targets on mainstreaming these 3 topics within WFP and CPs. WFP CO set 6 main categories of priorities,²¹⁷ as suggested in WFP’s Gender policy. All activities stated in the action plans were implemented/in the process of being implemented at the time of this evaluation. WFP CO monitored its progress in a dedicated logical framework, as well as in the CSP logical framework,²¹⁸ and reported on it in yearly country reports.²¹⁹ WFP CO’s intervention (design, implementation and monitoring) appeared coherent with the minimum requirements stated in the Gender and Protection Policy.²²⁰ In effectively setting up these actions plans, it should be noted that WFP CO successfully implemented one of the recommendations of the former PRRO evaluation.²²¹
92. Regarding AAP, WFP CO launched a country-wide CFM system in April 2016. Although WFP demonstrated a strong commitment in terms of investment, training, and follow-up, and was undeniably successful in setting up a system that recipients are familiar with, WFP CO’s CFM system did not fully meet WFP’s minimum requirements at the end of the evaluated period. Out of the 10 requirements, the CFM didn’t fully meet of 6 them, as captured in the table below:

Table 7: Progress on WFP’s corporate CFM minimum requirements

Legend: green (standard fully met), yellow (standard close partially met)

Functionality criteria	Progress	Comment
Be supported by senior leadership and staff.	Green	
Be designed, implemented and evaluated in consultation with affected people, and other stakeholders.	Green	
Be accessible, known and trusted, with the aim of closing the feedback loop on all actionable cases.	Yellow	Not all complaints are recorded, thus WFP is not closing the loop on all actionable cases.
Ensure confidentiality and data protection policies are applied and understood.	Yellow	Confidentiality of complaints provided to FMC/CMC cannot be ensured.
Have an information management system in place.	Orange	No information management system exists, complaints are recorded in Microsoft Excel.
Tap into existing or – in their absence, establish – referral pathways (both internally within WFP and externally with partners).	Yellow	No referral pathways for special cases.
Have a dedicated and appropriate staffing structure.	Green	
Enable documented, informed decision-making and programme adjustments, and avoid conflict of interest.	Yellow	Not all complaints are recorded, thus preventing fully informed decision-making.

²¹⁶ These policies include: WFP, ‘WFP Gender Policy - 2015 - 2020’, n.d., WFP, ‘WFP HUMANITARIAN PROTECTION POLICY’, 2012., WFP, ‘WFP Complaints and Feedback Mechanism (CFM) - Minimum Requirements Checklist’; WFP, ‘WFP’s Strategy for Accountability to Affected Populations (AAP)’, January 2017.

²¹⁷ Programmatic standards, capacity development, HR development, communication and reporting, partnership, and financial resources and administrations

²¹⁸ WFP Myanmar, ‘Myanmar Country Strategic Plan (2018–2022)’. And

²¹⁹ Both the SPR and the ACR. At the time of writing, the evaluation team did not have access to the 2019 ACR.

²²⁰ Statement based on a comparison between the ACR, SPR, Gender Action Plan and WFP’s Gender policy.

²²¹ « Update gender analysis to align with updated WFP policies and CO vision. »Tango, ‘Operation Evaluation. Myanmar Protracted Relief and Recovery Operation 200299: “Supporting Transition by Reducing Food Insecurity and Undernutrition Among the Most Vulnerable” (2013-2017). An Evaluation of WFP’s Operation’, 2016.

Ensure functionality of the CFM is regulated by SOPs, including monitoring, quality assurance and consistency.		While there is feedback process, there is no document that clearly states the roles and responsibilities.
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93. Nevertheless, WFP CO expected to be able to fully meet these requirements in the second semester of 2020, following one of the recommendations from the former PRRO evaluation to build the CFM according to WFP’s standard practice, whose deadline for completion was set at December 31st, 2022.

Q. 4.2 To what extent is WFP’s intervention coherent and complementary with those of UN agencies and other humanitarian actors?

<p>Indicators of the Evaluation Matrix:</p> <ul style="list-style-type: none"> ▪ Coordination between WFP and its stakeholders leading to less duplication, fewer gaps in assistance, better coverage, consolidation of assistance, etc. is considered as effective and documented. ▪ Extent to which the design of the activity is aligned and complementary with the design of similar programmes in the Kachin and Shan states.

94. The global coordination structures in Kachin and Northern Shan are as follows:

- The Area Humanitarian Coordination Team (AHCT), which mainly addresses issues of access and TA;
- The Durable Solution Group under the Protection Cluster;
- The Joint Strategy Team (JST), which gathers 9 of the main CSOs²²² that are active in Kachin and Northern Shan;
- Working groups²²³ at the sector level.

WFP is the co-lead of the Food Security and Livelihood (FSL) Working Group at the national level. A small number of organisations are involved in relief assistance, either as food in-kind or through CBT, and the geographic repartition is well established.

In Kachin, the coordination is ensured by the Food Security and Cash Working Group, which gathers on a monthly basis:

- WFP and its CPs (KMSS & World Vision) cover the camps in the Government Control Area (GCA), which accounts for 63% of the IDPs,²²⁴
- Kachin Baptist Convention (KBC) & KMSS with the support of Oxfam provide in-kind food support to IDPs located in the NGCA. According to KIIs and the desk review, the humanitarian situation of these populations is likely worse in the NGCA than in the GCA, due to problems of access and gaps in funding;
- A Livelihoods Working Group was created in 2019 to support coordination among actors.

In Northern Shan, the coordination is ensured by the FSL Working Group:

- WFP and CPs (MHDO and KMSS) cover the townships of Namkhan, Kuktai, Konkyan and Mansi,²²⁵
- Metta covers Namtu and Manton townships, as well as population movements linked to the middle-intensity fighting that is still occurring. The level of funding and the overall situation seems less stable than in the WFP-supported camps;
- GAD and DDM provide 2 weeks of rice support on a quarterly basis when possible in IDPs camps.

95. A majority of KIIs considered the coordination of related relief food be effective, avoiding overlaps and gaps in meeting the needs of IDPs. However, no vulnerable households in host communities benefit from any humanitarian assistance related to access to food, though they are also in need of assistance. For instance, 30% to 50% of host community households in Kachin, and 20% to 30% in Northern Shan, reported a food gap from June to August.²²⁶ Most of the national KIIs, as well some international organisations, identified

²²² Bridging Rural Integrated Development and Grassroot Empowerment (BRIDGE), KBC, Kachin Relief & Development Committee (KRDC), Kachin Woman Association (KWA), Kachin Development Group (KDG), KMSS, Metta, Shalom, Wunpawng Ninghtoi (WPN).
²²³ Food security, Wash, Protection, etc.
²²⁴ OCHA, ‘Myanmar Humanitarian Need Overview 2019’.
²²⁵ Located in Kachin State but covered by Lashio SO.
²²⁶ Data from WFP food security surveys’.

this as a gap in humanitarian programming in both states, and stated it was most likely due to insufficient funding. KIIs highlighted the importance of including vulnerable households from host communities to facilitate local integration. This was mentioned as a critical step forward to shift from a status-based approach to a needs-based approach.

96. On the other hand, while the number of humanitarian actors involved in livelihoods is significant, the level of coordination among livelihood organisations and between livelihood and relief actors was described as quite low. The issue of coordination (for livelihood and relief) is of paramount importance in order to provide complementary support that will allow a durable return or resettlement for voluntary households. Most of the KIIs agreed that there was still room for improving the coordination of livelihoods interventions, including harmonising targeting approaches and modalities.
97. According to representatives of NGOs members of the FSL Working Group,²²⁷ there was no need to increase cash coordination. However, there was a need for more practical tools, as well as specific technical support and studies from the working group.²²⁸ According to WFP staff, WFP was the major, if not the only, actor implementing cash assistance at scale. As such, WFP should be a provider of information and guidance based on its experience, rather than a recipient of information from the humanitarian community.
98. According to the most recent evaluation, “WFP has established coherency where possible under the PRRO, but has been limited by partner capacity (including staff and financial resources, and technical capacity) to undertake interventions in nutrition, education and livelihoods WFP’s areas of operation.”²²⁹ According to the majority of KIIs, most of the INGOs and UN agencies implemented their activities through the same CPs,²³⁰ i.e. CSOs members of the JST. Therefore, CSOs have a central role in the provision of humanitarian support to IDPs in all different sectors. They are also central to coordination at field level, as they are the only organisations that have frequent and direct contact with the beneficiaries. Yet, there was reportedly a lack of coordination between INGOs and UN agencies implementing activities through the same partners when it came to CSO capacity building, as the CSO appear to have been considered more as sub-contractors rather than partners.
99. Coordination regarding returnees was at an early stage and was covered by the PWG. The PWG produced a guidance note in November 2019 to be used at the organisational level for the realisation of durable solutions, focusing on voluntariness and safety of IDPs.²³¹ WFP has been involved in this process and submitted a Concept Note to launch a joint assessment with the UN and the Government to assess the condition of return/resettlement locations. At the same time, the JST developed its own guidance in 2018.²³² As the members of the JST appear to be the main actors thanks to their access, and the coordination between the PWG, Humanitarian Coordination Team (HCT) and JST has a stake in ensuring effective coordination and support for both organised and spontaneous return and resettlement processes.

Key findings and conclusions – Question 4

- **WFP’s assistance is aligned with internal standards** in terms protection, gender, and AAP, albeit there are a few improvements that could be undertaken to strengthen the CFM.
- **Food relief coordination is effective** when considering the lack of duplication and gaps in support for IDPs, most particularly in hard to reach areas such as NGCA. In Kachin’s NGCA, households appear to be more food insecure, due to restrictions on movement and as a result of their loss of access to income sources.
- **The coordination regarding livelihood activities presents an area for improvement.** Gaps exist in coverage/duplication, modalities of intervention, and sharing beneficiary lists. There appears to be no strong link between relief and recovery. All KIIs highlighted this as a risk for return and resettlement, as this process will require a high level of coordination to ensure a safe and dignified

²²⁷ 6 different NGOs.

²²⁸ HARP, ‘Review of Cash Transfer Programmes in Kachin and Northern Shan States’.

²²⁹ Tango, ‘Operation Evaluation. Myanmar Protracted Relief and Recovery Operation 200299: “Supporting Transition by Reducing Food Insecurity and Undernutrition Among the Most Vulnerable” (2013-2017). An Evaluation of WFP’s Operation’.

²³⁰ For example, KMSS Lashio is partner of UNHCR (CCM, protection and shelter), UNFPA (GBV& women empowerment), IRC (health), UNICEF (water and child protection), WFP (CBT) and GIZ (livelihood).

²³¹ Protection Working Group, « Operating principles for the realization of durable solutions in line with international principles in Kachin and Northern Shan States, Myanmar. Protection Sector’s Guidance Note November 2019 », November 2019.

²³² JST, ‘JST Essential Policies on Humanitarian Assistance and Return and Resettlement’, October 2018.

return in terms of protection, support for basic needs at the household level, and asset restoration at the community level.

- CSOs are the only field actors doing the direct implementation, as they are the CPs of many international organisations in all key humanitarian sectors in each township. That is why **CSOs appear to theoretically be the best structures to coordinate action, in order to close the gap between livelihood and relief activities**, and avoid duplication, even though their capacity was estimated to be too low to be effective and efficient coordinating entities at the time of this evaluation.
- **Coordination regarding return/resettlement** will be essential, as a tailor-made approach is needed²³³ to ensure the safety of the IDPs. Currently, the guidance for the coordination of monitoring and follow-up, as well as the decision-making processes, remains theoretical and will need to be enforced at the organisational and inter-cluster levels.

2.5.EQ 5 (SUSTAINABILITY): To what extent has the WFP relief programme been connected with other actors’ programmes and devised an exit strategy from its relief operations?

Question 5.1. To what extent has WFP designed and implemented an exit strategy?

Indicators of the Evaluation Matrix

- Pre and post project Monitoring & Evaluation (M&E) documents showed that assistance has been used to develop livelihoods activities.
- Extent to which WFP SO1 activities and WFP SO2 activities are connected and implemented as a comprehensive package contributing to restoring the livelihoods of IDPs.
- Extent to which beneficiaries consider that the assistance WFP provided has contributed to sustainably ensuring their livelihoods, and reasons why/why not.

100. According to WFP and CP staff, the revised level of support provided according to vulnerability criteria relied on the working capacity of the IDPs and their ability to generate incomes. Displacement severely impacted livelihoods, leading to an increase of poverty and unemployment. According to UNHCR,²³⁴ 85% of households used to own land for livelihood purposes and 87% relied on crop production as a main income source prior to displacement. Nowadays, only 11% are able to earn an income from farming.²³⁵ Several years after the displacement, 80% of the IDPs interviewed in the household survey classified WFP’s cash assistance as their first source of income. Furthermore, 88% of households interviewed noted that WFP’s support was not sufficient to invest in an income generating activity, with the exception of Kuktai township where 24% partially used the support to start an activity. This information was confirmed during FGDs, where IDPs stated that the cash assistance was only sufficient to ensure rice and oil purchases, but not enough to start an income generating activity. The ET has not been provided with WFP’s internal data highlighting the use of the assistance to develop livelihood activities.

101. In Kachin and Northern Shan, WFP is implementing 5 different types of activities, as presented in the table below:

Table 8: Number of beneficiaries per type of activity and WFP SO²³⁶

SO1 Activity 1:	SO2 Activity 3:	SO2 Activity 4: Food for	SO2 Activity 5:	SO3 Activity 7:
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²³³ HARP, ‘Review of Cash Transfer Programmes in Kachin and Northern Shan States’.

²³⁴ UNHCR, ‘Kachin State IDP Intention Survey Myanmar’.

²³⁵ Regarding general incomes, the percentage of households earning less than 20,000 MMK per month has increased from 25% to 65%, and unreliable casual labour is the main source of income now for more than 50% of the households, compared to 20% before displacement.

²³⁶ Country Office tools for Managing (programme operations) Effectively (COMET).

		Relief Assistance*	School feeding (on-site)*	Asset assistance	HIV/TB ²³⁷ Care & treatment*	Prevention of stunting*
Lashio SO	2018	17,093	41,949	398		2,224*
	2019	15,292	40,251	501	110	2,201*
Myitkyina SO	2018	47,314	40,712		200	1,961
	2019	45,034	38,961		300	1,932

* Maximum beneficiaries per month

102. Even though only cash assistance is regularly provided, WFP integrates the activities from the different Strategic Outcomes in Kachin and Northern Shan. While the support to HIV/TB persons, school feeding and prevention of stunting are implemented at scale in Northern Shan and Kachin, as was recommended in the former PRRO evaluation,²³⁸ the support for asset creation²³⁹ remains low; it is only provided in Northern Shan in a return context, even though Myitkyina is considered to be more stable. A first pilot will be implemented in Wateigmaw township in Kachin in 2020. KIIs and WFP staff noted that there was a need to better integrate activities within SO1 and SO2, and in particular asset creation, to support the returnees.

103. As discussed in the section on coherence, livelihood coordination needs to be improved to avoid duplication and harmonise approaches (targeting, type of support, etc.). The main difference between the PRRO and the CSP lies in the number of livelihood activities implemented in WFP’s intervention area. About half of the IDPs in the camps have received livelihood support from organisations,²⁴⁰ even though, for example, households with the capacity to work have still been targeted in Kachin.²⁴¹ The lack of coordination/leadership leads to the implementation of heterogeneous approaches regarding modalities, typology, and targeting. The main concern FGDs raised is the fact that many trainings are too short or are not followed by a grant to help start an income generating activities, while support for return and resettlement is still lacking.

Q.5.2 To what extent have returnees who have resettled been able to re-establish their livelihood and food security?

Indicators of the Evaluation Matrix:

- A documented exit strategy have been discussed, thought of, designed, and/or implemented by WFP CO to move from relief activities to an early-recovery and longer-term approach.
- Reported capacity building of CPs and the Government resulting from the implementation of SO1, as well as capacity-building initiatives from WFP.

104. The return caseload was fairly limited compared to the IDP caseload in both Kachin and Northern Shan. UNHCR estimates that since 2014, 730 people have left the camps in Northern Shan,²⁴² and 3,600 in Kachin.²⁴³ Return movements are quite scarce, despite the Government’s announcement of the “camp closure policy” in June 2018.²⁴⁴ According to KIIs, no operational plans has been developed to implement

²³⁷ Human Immunodeficiency Virus and Tuberculosis.

²³⁸ In the PRRO evaluation, the ET recommended WFP to “Strengthen the integration of nutrition education and training”; and this recommendation has been fully taken on board and implemented by WFP CO.

²³⁹ It should be noted that the former PRRO evaluation already recommended to “support livelihood strategies for beneficiary groups,” and that WFP CO is following this recommendation through its management response tracking sheet. The implementation deadline for this recommendation is December 31st, 2022. WFP CO has made progress on it by getting involved in coordination bodies and trying to “leverage opportunities” with livelihood actors.

²⁴⁰ 56% in Northern Shan (57% of female and 47% of male headed households) and 43% in Kachin (43% of female and 40% of male headed households) according to the household survey.

²⁴¹ 46% of “Less Vulnerable households” have been targeted with livelihood support against 37% of the “Most Vulnerable.”

²⁴² UNHCR, « Displacement Solutions Tracker Northern Shan State, Updated August 2019 », August 2019.

²⁴³ UNHCR, ‘Kachin State IDP Intention Survey Myanmar’.

²⁴⁴ According to UNHCR, 150 households planned to move out of the camp in Northern Shan and 54 in Kachin as by May 2019.

this policy, but humanitarian community – through the PWG and the JST– have developed operational guidance²⁴⁵ for safe and dignified returns based on voluntariness and safety.

105. According to KIIs and the desk review,²⁴⁶ as long as IDPs remain in the actual camps, monthly food support will be required. There are 4 potential options in terms of IDPs’ future movement in the coming years:

1. Return to the village of origin;
2. Relocation or resettlement close to the village of origin;
3. Local integration, especially for those who are not interested in farming or prefer to stay close to places with better access to social services;
4. Remaining in the camp or in the vicinity for highly vulnerable households with low skillsets.

KII confirmed the need for assistance and support in realizing such returns, local integration, or resettlement, particularly for rebuilding shelters, ensuring food security and enabling access to livelihoods, which are determining factors of safe and dignified return.

Based on KIIs and the desk review, WFP did not produce a written exit strategy taking into account these 4 scenarios during the evaluation period. Due to the volatility of the context, it appears that an exit strategy during the CSP’s timeframe (2018-2022) is not feasible, as it is estimated that another 5 years will be needed to “resolve” the protracted IDPs crisis.²⁴⁷ WFP has already implemented 2 activities that appear to be relevant to moving towards a transition strategy:

- Support returnees through return packages to ensure access to food – with questions regarding the length of the “transition period” – and through the development of Cash for Asset activities in the return and resettlement area;
- Capacity building for the DDM and the Department of Social Welfare (DSW).

106. As WFP did not monitor the return process and the ET couldn’t access returnees, the ET could not determine the return package’s influence on livelihood restoration (as the household survey mainly focused on people living in the camps). According to FGDs and KIIs, it appears that the 6 months package is not sufficient to ensure a proper return, even places of return are safe. The minimum requested package would be 9 to 12-months according to humanitarian actors²⁴⁸, with specific support for agricultural cycle²⁴⁹ up to the time of the rice harvest. Given that the land preparation starts in February and harvest occurs in October/November, a 9-month package would be the minimum number of months to provide assistance for households who wish to return or resettle. The example of WFP Lashio SO, which extended the return package for beneficiaries close to the IDP camps, appears to be a good model of such flexibility.

WFP endorsed the PWG operational guidance for safe and dignified return. As explained by UNHCR, the guidance needs to be operationalised by each agency according to the level of safety of the relocation and return places. Nevertheless, WFP SO raised the important issue of the lack of assessment capacity to determine the type of support WFP can provide respecting “do no harm” principles, particularly regarding the issue of land mining, resurgence of fighting and forced enrolment. This issue concerns all humanitarian stakeholders who support the voluntary return of the IDPs, and all sectors need to be involved in ensuring access to basic services in return and resettlement. Indeed, some of the protection actors mentioned examples of returnees being forced to go back to camps in 2017 due to violence between armed groups.

107. In terms of capacity building, WFP’s strategy focuses on the DDM and the DSW. The approach is relevant to answer a sudden on-set crisis, particularly with the DDM, the interest of DSW to support protracted IDPs is not reflected in KIIs or in the Government’s policy regarding social protection.²⁵⁰ CSOs appear to be the

²⁴⁵ Protection Working Group, ‘Operating Principles for the Realization of Durable Solutions in Line with International Principles in Kachin and Northern Shan States, Myanmar. Protection Sector’s Guidance Note November 2019’.

²⁴⁶ HARP, ‘Review of Cash Transfer Programmes in Kachin and Northern Shan States’.

²⁴⁷ “With a conservative annual target of 2,000 households per year, the caseload of IDPs in protracted displacement in GCA could be addressed in five years.” HARP, ‘Review of Cash Transfer Programmes in Kachin and Northern Shan States’.

²⁴⁸ While beneficiaries through FGD estimate that support would be needed between 1-3 years.

²⁴⁹ HARP, ‘Kachin and Northern Shan State. Context and Vulnerability Review’.

²⁵⁰ Social Protection Working Committee and Protection Working Committee, ‘Myanmar National Social Protection Strategic Plan’, 2014.

most active organisations delivering support to IDPs and to have a real long-term interest in the return process, while the Government is calling for camp closures. However, all KIIs agreed that humanitarian stakeholders consider CSOs more as sub-contractors rather than partners,²⁵¹ which limits their capacity to develop their own projects (for example, no partners conduct internal PDMs of CBT), apply to calls for proposals, or handle donor accountability requirements

International actors from many sectors are implementing projects through CSOs and are developing capacity building strategies that focus on project implementation, but there is no coordinated strategy regarding global capacity building for CSOs. This challenge was already noted in the PRRO, which states that local NGOs “lack sufficient funds to acquire the technical skills to effectively deliver quality services.”²⁵²

Key findings and conclusions – Question 5

- **WFP has no written exit strategy in place, which is appropriate given the volatile political and security context in Kachin and Northern Shan States. Such context is not conducive to a durable return/resettlement in the short run.** WFP has an appropriate transition strategy that includes providing a return package and Cash for Asset programming, as well as capacity building for the DDM and the DSW.
- While the ET couldn’t interview returnees to determine the extent to which they were able to re-establish their food security and livelihoods, **the return package is deemed to be insufficient to significantly support livelihood restoration, because its duration does not cover a full agriculture cycle.**
- **The choice of supporting the Government through DDM and DSW** appears to be relevant for sudden crises (e.g. flooding, especially DDM), **but not to ensure the long-term support for protracted IDPs** in Kachin and Northern Shan. The protracted situation is only one of the many priorities of the Myanmar Government, and **it is not the priority of social protection policy** implemented by DSW.

3. Conclusions and Recommendations

108. Based on the findings presented in the previous section, an overall assessment that responds to the evaluation questions is provided below. This is followed by 7 recommendations of how WFP CO, SO and CPs can take action to build on the lessons learned.

3.1. Overall Assessment/Conclusions

109. **Overall, WFP’s relief food and cash assistance is relevant and appropriate to the context.** Even though the original impetus to change modalities was primarily influenced by operational constraints, the change was successful. Key evidence of this is the thorough feasibility assessments and ROA; the fact that the vast majority of beneficiaries now express a clear preference for cash, and especially for the increased flexibility that comes with it; and that the evaluation found no protection-related issues. Furthermore, WFP designed the transfer value per household according to the level of expenditures (household size), and the cost of the commodities. Thanks to monthly monitoring of commodity prices in the markets close to the IDPs camps, WFP has been able to adapt the transfer value to maintain the theoretical coverage of 2,100 Kcal per person, per day. WFP carefully followed the context and tried to adjust the programming accordingly. For instance, when the Government announced its camp closure strategy in 2018, WFP increased the package provided to households who volunteered to return or resettle from 3 to 6 months.
110. **However, there remains areas that WFP Myanmar could further improve to increase the relevance of its programming.** While the initial pilot was reportedly successful, recipients had mixed feedback regarding mobile money, due to IT issues. Perceived as less reliable than cash in envelope, recipients were often wary

²⁵¹ KIIs in Kachin mainly.

²⁵² Tango, ‘Operation Evaluation. Myanmar Protracted Relief and Recovery Operation 200299: “Supporting Transition by Reducing Food Insecurity and Undernutrition Among the Most Vulnerable” (2013-2017). An Evaluation of WFP’s Operation’.

of the new mechanism and requested WFP to revert back to cash in envelope. Beneficiaries deemed WFP 's vulnerability criteria, resulting in the adaptation of the transfer amount according each household's work capacity, not sufficient to accurately reflect household's socio-economic vulnerability. Furthermore, they felt that the rules of inclusion and exclusion were a barrier to income generation activities, both in the short-term because it hampered bread-winners from seeking further-away and higher paying jobs, and, in the long run, because students in boarding schools, studying to get jobs in the future, were excluded from assistance. As WFP support only covered basic food needs, IDPs use job searching strategies that led them to stay outside of the camps for several weeks in order to complement the WFP support. Finally, despite a well-known and understood CFM, it did not allow WFP to systematically record and tap into the data to quantify the extent of complaints and, if required, guide operational decisions/inform design revisions.

111. **Overall the project appears to be effective, but given the measurement methodology, this should be considered with caution.** Annual PDM on Relief activities data demonstrated that WFP reached its HDDS targets and was close to reaching its FCS targets. However, the ET noticed a potential bias in the PDM procedures, which should be mitigated. Nevertheless, all sources confirmed that WFP's support was the most reliable and regular assistance and was the foundation of households' food economy as it allowed for sufficient access to rice and oil. No major unintended outcomes were highlighted or documented during the evaluation.
112. **The main contribution to changes in women's decision-making roles at community and household levels was the context, and not WFP's intervention. Changes in roles appear to be fairly limited.** Major household decisions, particularly about significant expenditures, are still taken by the men, as was the case before the displacement. Overall, the data suggests that the increased role in day-to-day management of cash is more related to the context and men's absence during the day than any particular support from humanitarian organisations. At the community level, the absence of men during the day, combined with WFP's Gender policy to include women in committees in charge of the camp, has increased the women's participation in decision-making bodies, and confidence to voice their opinion. However, the role of FMC has become less and less important with the shift to using cash, at least in some camps. Instead, it is the CMC, supported by UNHCR, who plays a more significant role in cash distribution, though updating beneficiary lists and collecting queries after the distribution (particularly for mobile money).
113. **WFP's relief assistance is aligned with internal and external standards.** WFP CO has been proactive in implementing gender, protection and AAP policies. While key requirements are missing for the CFM, the country office followed its yearly gender, protection and action plans, and built on previous years' successes and failures. WFP's relief assistance is aligned to the SPHERE Standards on Food Security, in terms of design, implementation and monitoring, and appears to follow all CHS. Coordination – through the Food Security & Cash Working Group in Kachin and FSL Working Group in Northern Shan – is considered to be effective when it comes to relief activities. Both the active level of coordination and the low number of actors involved favoured this effective coordination. The main coordination gaps identified regarding livelihoods are the harmonisation of practices and coverage. This is particularly relevant to questions around how to support the return process at intersectoral level to ensure safe and dignified returns.
114. **Although WFP has no written exit strategy,** the context did not appear conducive to designing and implementing one in the timeframe of the CSP. **An evolution of the support toward the development of a transition strategy** regarding its relief activities appears to be more relevant. This could occur via the increase in the linkages between Activity 4 (the support to create and rehabilitate productive collective assets) and Activity 1. Even though the increase in duration of the return package is considered to be a positive step, 6 months of coverage is not sufficient to help restore livelihoods. A year of support, or at least coverage until the first rice harvest, is estimated to be the minimum amount required to cover the transition period in places where safe and dignified returns can be ensured. **WFP is focusing its capacity building on 2 government bodies that do not consider protracted IDPs to be part of their mandate (DDM) or policy (DSW).** Even if capacity building for these departments is relevant as they are the ones with the closest mandates, there is reportedly a long way to go, regarding their capacity and interest, in being able to consider them as potential replacements for WFP. On the contrary, CSOs demonstrate greater interest in

IDPs' situation and have expertise in humanitarian delivery, as they have worked as CPs (sub-contractors) for all the main international humanitarian organisations involved in the IDP support. For now, their global capacity is still considered to be too weak to autonomously implement further IDP support, but this capacity should be monitored.

115. In a context of a protracted crisis that has a significant impact on recipients' ability to access livelihoods and generate income, WFP's relief activity is critical to beneficiaries' coping strategies. With the crisis showing limited signs of being resolved in the coming months/year, and given WFP's caseload, it appears essential that the funding level be maintained, and that WFP continues its current programming, while also exploring avenues for more sustainable programming and an exit strategy.

3.2. Lessons Learned and Good Practices

116. Regarding **this particular operation**, the ET would highlight the following lessons learnt:
- **The blanket targeting approach at the camp level is considered to be relevant** for avoiding tensions within the community, especially in smaller camps where the feeling of equity is of paramount importance.
 - The shift from cash in envelop to mobile money led to an increase in IT-related complaints. This needs to be better anticipated and integrated into the CFM to demonstrate the reliability of this technology.
 - The use of mobile money leads to a decrease in the SO's level of control over the delivery mechanism and the technology issues beneficiaries face. **The absence of a formal SOP including the FSP appears to be a barrier to the scale up of this transfer mechanism**, and this situation should be avoided in the future.
117. For **similar operations**, the ET would put forward the following lessons learnt:
- **The high level of communication with and integration of the community in the process had a positive impact on their acceptance and awareness of WFP's activities.** It is notable that the beneficiaries are well aware of the vulnerability criteria, transfer amount, and CFMs, including to whom to refer to ensure their access to what they are entitled.
 - **Taking into account commodity prices and the cost of transportation at township level to define the food basket has a positive impact on the relevance** of the support provided. This was feasible thanks to an in-depth initial assessment and regular market monitoring.
 - **The unit (individual rather than household)** and the simplicity of the criteria for determining inclusions/exclusion (e.g. people between 18 and 50 years old, able to work, etc.) played a key role in the high level of acceptance of vulnerability targeting in Northern Shan. This approach could be duplicated in Kachin and in other contexts if it is possible to integrate within SCOPE.
 - **The fact that the inclusion and exclusion process (as well as the reduction of the transfer amount) was only based on the head of the household's capacity to work**, without taking into account the variation of work available according to location and season, **is a source of incomprehension and tension** among community members.
 - As an activity that has no gender-specific objective, it might be unrealistic to expect, and subsequently monitor, whether cash transfers for emergency food rations resulted in women being more involved in household decision-making.

3.3. Recommendations

118. Recommendation 1: WFP CO should critically review the vulnerability criteria set in 2016 and assess whether they remain relevant

Target group: WFP CO (VAM Unit, Relief Unit, CBT Unit)

While the vulnerability criteria heavily rely on one's ability work and assume that household members are able to find income generating opportunities, the internal and external data on livelihoods collected during the evaluation suggest that this situation varies across seasons, states and townships.

As WFP CO, alongside other humanitarian actors, is considering increasing livelihood opportunities, WFP could propose, via the FSL cluster, to conduct a joint-labour market assessment to determine the livelihood opportunities for each season and bridge the gap in data. With this study, WFP could decide whether criteria should be revised (overall, or by township) and whether the entitlement amounts remain appropriate.

119. Recommendation 2: WFP CO should strengthen the CFM to handle all complaints in a timely manner and contribute to improving the programmatic orientation of relief activities

Target group: WFP SO, CPs and WFP SO (Protection Unit, Gender and AAP Unit)

A significant volume of beneficiaries' complaints are provided orally to CP staff and there is no process in place to ensure that these complaints are registered at WFP level. For example:

- Complaints regarding boarding students in Northern Shan do not appear in the CFM;
- IT issues in Kachin are also not recorded in the CFM.

To address this, the ET proposes actions on 2 key themes:

1. In addition to existing initiatives that have been implemented, WFP SO should aim to increase the usage of formal channels by:
 - a. For the hotline: (i) setting up a toll-free hotline;
 - b. For the complaint box: (i) increase the frequency of collecting feedback from the complaint boxes to 2 times a month, (ii) develop a format for complaints to help recipients provide all the required information for treatment, and (iii) clarify with a ToR/Memorandum of Understanding (MoU) the role of the FMC/CMC in handling these complaints to ensure a faster treatment and the confidentiality of information.
2. WFP should systematise the recording of all complaints in a dedicated CFM tool. To assist this, WFP CO should first develop a detailed SOP for CPs on handling complaints (this SOP should list what complaints should be recorded). Second, WFP should develop a tool for CPs to record oral complaints. Given CP's workload, the ET suggests an oral complaint ODK form to record complaints on the spot when visiting the camps.²⁵³ Lastly, WFP should train CP staff on registering and sharing complaints, using tools provided by WFP.

120. Recommendation 3: Review the rules of inclusion/exclusion for programme recipients who travel outside of the camps

Target group: WFP SO, WFP (Relief Unit, VAM unit), CPs, FMCs/CMCs

Based on interviews, it remains unclear whether WFP is targeting IDPs generally, or IDPs living in the camps. Given the current process for updating beneficiary lists it appears that it is the latter, as household members that are not present in the camps are not entitled to assistance. As a result, the process has prevented IDPs from seeking livelihood opportunities.

²⁵³ ODK settings allow for a complete encryption of data and an automated deletion of the complaint when it is submitted.

In a context where WFP wishes to reduce aid dependency and is thinking of its exit strategy, WFP should critically review these rules and provide IDPs with more flexibility, while also ensuring sufficient monitoring to avoid aid diversion. Therefore, WFP could consider a quarterly registration of beneficiaries. This decrease in the frequency of registration may also decrease the workload of CPs, as the process was reportedly time-consuming.

121. Recommendation 4: Design a SOP regarding the monthly beneficiary lists update

Target group: WFO CO (Relief Unit), CPs, in consultation with FMCs/CMCs

Updating the beneficiary lists occurs monthly. However, the rules of inclusion and exclusion are not formalised and thus differ according to the CP, CMC/FMC, and even WFP staff consulted. This ultimately leaves the CMC with a lot of decision-making power, particularly when considering that they are not direct interlocutors of WFP. As the process' lack of clarity has led recipients to stop leaving the camps to search for livelihood opportunities, WFP SO should establish a clear set of rules and widely communicate them to all WFP partners and beneficiaries, for example through group meetings and posters.

122. Recommendation 5: Revise the SOP for PDM on Relief activities

Target group: WFP SO (VAM Unit, M&E Unit), CPs

The results of the PDM are widely used by WFP CO and CPs to evaluate the effectiveness of assistance, the relevance of beneficiaries' complaints and feedback, and thus influence the program's orientation. Yet, the data collection methodology presents a risk of bias when evaluating whether crisis-affected people in food insecure areas meet food and nutrition needs all year round. November does not appear to be the most relevant month for collecting data on access to food as compared to lean period (June to September) where access to food and job opportunities are lower²⁵⁴. Furthermore, there is a lack of harmonisation of the time laps between distribution and data collection. This also prevents WFP from being able to accurately compare data across states and townships and to measure the logical frameworks' different food security indicators. In order to limit the bias, WFP should:

1. Collect data twice a year. The second data collection should take place during the lean season. If resources are limited, WFP unit could break down the sample size of its current PDM into 2 PDMs.²⁵⁵
2. Reinforce the communication between SOs and the CO in the design of the data collection plan to ensure that PDM data are collected within a short and harmonised timeframe, in line with WFP guidance: i.e. 3 weeks after distribution consistently across camps.

123. Recommendation 6: WFP CO should play a leading role in the IDPs' return process as part of its transition strategy

Target group: WFP CO, CPs, humanitarian organisations, Government (although the ET was not able to interview representatives of the Government, they assume the Government counterparts will be in favour of these recommendations, because they are coherent with the discussions on the soon-to-be-released Camp Closure Policy)

Access to basic food plays a key role in households' decision-making to return/remain in the camps, be it the monthly food assistance received in camps or the return package. As such, the choice of the design, e.g. increasing the duration of assistance or changing cash entitlements, will likely lead to pull/push factors towards returning or remaining in the camp. Therefore, WFP should carefully consider the following 3 aspects:

²⁵⁴ "The number of households experiencing difficulties in accessing food start arising in May and increases into the lean season between June and September. In August and September paddy and construction-based demand for labour significantly slow down reducing agricultural wage component of the household income. By October when the harvests are usually beginning and pressure on the households diminishes, the population facing food gaps start decreasing until it reaches its lowest between November and April." source Data from WFP food security surveys'.

²⁵⁵ WFP, 'Outcome Monitoring Guide', n.d.

a. Recommendation 6a: Increase the return package’s duration in areas identified as safe

Target group: WFP CO

The support for returnees should cover at minimum the entire rice production cycle (February to November), but 1 year is considered to be the most adequate level of support.

Nevertheless, the main issue with returnees are the protection issues, i.e. whether the place is considered to be safe and movement is truly voluntary.

b. Recommendation 6b: Increase the integration of Cash for Asset activities in both return and protracted IDP locations

Target group: WFP CO, CPs

Further integrating relief activities and Cash for Asset can potentially improve the relevance and effectiveness of WFP’s overall action in crisis-affected areas. It would allow WFP to support both IDPs and food insecure households from host communities, who are currently not receiving any support during the lean season. It would likely also support the integration and foster relationships between the IDP and host communities.

Linked to the issue of return and resettlement, both KIIs and FGDs highlighted the importance of productive assets rehabilitation to facilitate the safe return or resettlement of IDPs. It is also essential to help ensure food access for households who stayed in their village of origin despite the conflict. Depending on the safety of the places of return, Cash for Assets should be integrated into the planned activities in the return and resettlement areas.

c. Recommendation 6c: Contribute to the operationalisation of the PWG Operational Guidance

Target group: WFP CO, humanitarian organisations

Food and cash assistance, without any other form of assistance at household and community levels, will not be sufficient to ensure a safe and dignified return. A coordinated approach with other humanitarian actors is therefore required to maximise chances of return, when it is safe and dignified.

WFP is already involved in the PWG and should engage in the process of joint assessments to determine each location’s level of safety. Having endorsed the Operational Guidance from the PWG, WFP should operationalise it at the SO level, taking into account that a camp by camp approach appears to be the most relevant. Support could include:

- Continuous monthly assistance for those in camps who start a step-by-step return;
- Facilitate local integration in coordination with livelihood actors;
- Plan for the potential extension of the assistance according to the level of harvest; should the harvest not sufficient to sustain the household, WFP could increase the length of its food/cash support;
- Plan for different types of support according to the level of safety of the places assessed.

124. Recommendation 7: WFP CO should clarify and officialize the role and responsibilities of the FMCs in coordination with CMCs.

Target group: WFP CO, CPs

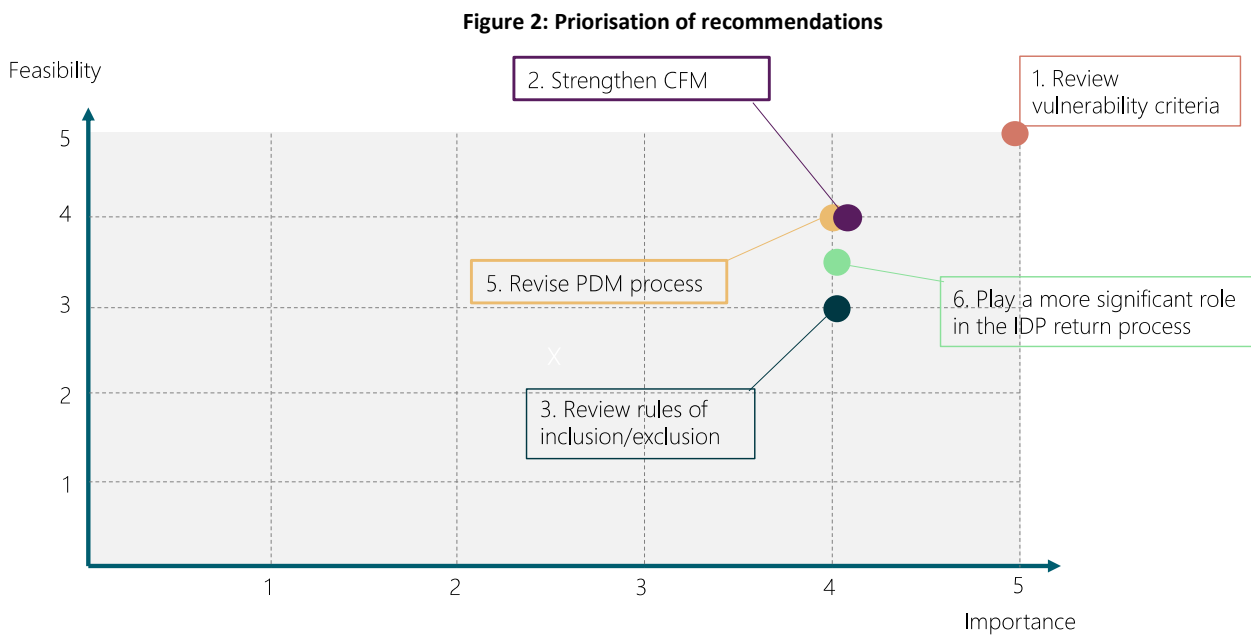
WFP CO has leeway to increase women’s role in community-decision making, thanks to the FMCs. Indeed, despite activities aiming to ensure women’s representation in FMCs and to subsequently build their capacity and confidence, this has not systematically translated into more prominent decision-making, because the role of the FMCs decreased over time.

Among other factors, it has to do with the fact that the expected role and responsibilities of FMCs are not clearly defined. As a result, CPs and FMCs are not consistently collaborating across camps, and same goes between FMCs and CMCs, especially when it comes to the beneficiary list update and the collection of the complaints.

Defining clear role and responsibilities for the FMCs for the relief activities, and making them public and accessible to beneficiaries, would legitimise their role and contribute to ensuring they are more regularly and consistently involved in the implementation of the relief activities.

It should be noted that this recommendation is also interlinked to Recommendation 2, because this clarification of role and responsibilities could list the steps that are expected from FMCs when handling complaints.

The prioritisation of the recommendations above, conducted during the validation workshop, are summarised in the table below:



Despite interesting discussions on the relevance and effectiveness of recommendation 4, participants did not reach a consensus on this recommendation. Therefore, while participants acknowledged that WFP CO needed to investigate further whether the monthly beneficiary lists update was indeed a barrier to livelihood, it was agreed not to rank the recommendation in the figure above. Furthermore, the evaluation team added recommendation 7 after the validation workshop; hence it doesn't appear in the graph above.

Annexes

Annex 1: Terms of Reference

Introduction

1. This Terms of Reference (ToR) relates to the evaluation of the World Food Programme's (WFP) relief activity in 2 states in Myanmar (Kachin and Northern Shan States) under the Myanmar Country Strategic Plan (CSP) MM01 2018 – 2022. The relief activity constitutes Activity 1 under the current CSP. This evaluation is commissioned by the WFP Myanmar Country Office (CO) and will cover the period from January 2016 to June 2019.²⁵⁶
2. This ToR was prepared by the WFP Myanmar CO based on an initial document review and consultation with stakeholders, while following the standard corporate template. The purpose of the ToR is twofold. First, it provides key information to the evaluation team to help guide the team throughout the evaluation process and to ensure the most effective evaluation possible; and second, it provides key information to project stakeholders and users on the proposed evaluation.
3. This Decentralized Evaluation (DE) of WFP Myanmar's relief activity will be considered a mid-term evaluation and is scheduled to take place in 2019 according to the Monitoring, Review and Evaluation (MRE) plan of WFP Myanmar's CSP.
4. The relief activity (Activity 1) in Myanmar is a key component of the CSP and constitutes the largest budget among all CSP activities. There have also been a number of programmatic changes to this activity over the past few years, including a significant move to cash-based transfers (CBTs). The CO is therefore keen to learn from an in-depth evaluation of this activity and how it can improve implementation. The primary beneficiary group for this evaluation is internally displaced people (IDPs), who reside in the conflicted-affected regions of Kachin and Northern Shan States (please see Annex 1).

Reasons for the Evaluation

Rationale

5. The Myanmar CSP (2018 – 2022) launched in January 2018. While the relief operation (Activity 1) is the largest among all activities in the CSP, the original CSP projected a steady decrease in needs over the duration of the 5-year plan. However, this reduction has not materialized, with conflict between the Myanmar military and ethnic armed organizations (EAOs), as well as conflict between EAOs, increasing in Kachin and Shan States, especially since April 2018. More generally, the context in Myanmar and the corresponding needs foreseen for WFP's response – particularly for its relief activity – have changed dramatically since the formulation of the CSP in 2017. Furthermore, a number of operational changes were introduced during the evaluation period and new initiatives are currently under way, potentially altering WFP's operations going forward. These past changes and ongoing initiatives are described below.
6. In addition to Kachin and Northern Shan States, Activity 1 is also carried out in Rakhine State. This evaluation will not cover Rakhine State due to the shortage of assessments conducted during the evaluation period and as travel to Rakhine State is currently restricted. While a desk review of existing documents is possible, the evaluation team is unlikely to receive travel authorization to visit IDP camps and WFP-assisted villages in the central and northern parts of Rakhine State.
7. The evaluation is being commissioned at this time to examine, reflect on and synthesize lessons learned from the first 18 months of the CSP as well as the preceding 2 years of implementing relief activities and to

²⁵⁶ The evaluation period will thus cover the last 2 years of the PRRO 200299 (2013 – 2018) and the first 1.5 years of the CSP.

take evaluation findings and recommendations forward for the remainder of the CSP. The purpose of this evaluation is to assess general food distributions and cash transfers in camps, host communities and return/relocation sites covering the period from January 2016 to June 2019.

8. WFP Myanmar has been providing unconditional food and cash assistance to IDPs in conflict-affected areas of Kachin and Northern Shan States since 2011/2012 to meet the minimum food needs of the affected populations. Since the launch of the CSP in January 2018, these activities have been conducted under Activity 1 of the CSP. The strategic orientation and logic of the CSP is illustrated in the “Line of Sight” in Annex 8. Prior to 2018, the relief activities were carried out under Protracted Relief and Recovery Operation 200299 (“Supporting Transition by Reducing Food Insecurity and Undernutrition among the Most Vulnerable”), which was operational from January 2013 through December 2017. The logframe for this project can be found in Annex 7.
9. In 2016, CBTs were introduced to IDP camps meeting certain criteria, replacing in-kind food distributions. This was due to the field office facing many challenges in seeking food transport permissions from the local government. 2015 Post Distribution Monitoring result also showed 25% of food had been sold or exchanged for beneficiary’s preference food. The introduction of cash followed 4 years of in-kind food provision and a process of re-assessing the appropriateness of the modality and levels of assistance. Through this process, it was decided that a shift to cash would allow beneficiaries the opportunity to choose their preferred food commodities, promote their dignity and stimulate the local economy. The implementation of CBTs has increased steadily since, and as of May 2019, WFP distributes relief assistance in the form of CBTs in all camps in Kachin and northern Shan States. Cash in envelope remained the only delivery mechanism available until 2016 then mobile money was tested as a pilot in 6 camps. The shift to mobile money minimises the risk associated with handling cash distribution. The beneficiary preference for the flexibility of mobile money led to the currently ongoing ramp-up which should cover all of Kachin WFP beneficiaries with mobile money by the end of 2020.
10. WFP rolled out 2 additional changes concurrently with the move to cash. First, WFP introduced a household prioritization and targeting exercise from November 2015, in which beneficiaries were categorized into “most vulnerable” and “less vulnerable” categories. “Most vulnerable” households in Kachin State (currently 44,000 beneficiaries) receive a full cash ration, while “less vulnerable” households receive 70 percent of the full ration.²⁵⁷ WFP also launched SCOPE – a beneficiary data management tool – in 2016, helping WFP to manage the identity and entitlements of beneficiaries.
11. In addition to operational adjustments, WFP and other actors have recently been confronted with new and complex issues. The most current and high profile of the issues is that of “camp closures.” Following a workshop in June 2018 in which the Myanmar Government launched its national “camp closure” strategy, small-scale returns have been ongoing in Kachin and northern Shan States. While WFP previously provided a 3-month return package in the form of cash to IDPs who return to their villages of origin or relocate to a new site, there had been ongoing discussions on whether the 3-month package was sufficient and appropriate. As a result of the consultations with various local stakeholders in Kachin State, WFP has increased the return package from 3 months to 6 months since July 2019.
12. WFP’s Office of Evaluation will carry out an independent Country Strategic Plan evaluation (CSPE) of the entire CSP in 2021. This will be complemented by 3 exercises, whose results will feed into the CSPE: 1) A CBT review that was conducted in 2018; the review focused on the evaluation of the transfer/response modality from In-kind to Cash for IDPs in Kachin State and also on the pilot introduction of e-money to replace cash-in envelopes. Based on the review, a lesson learned workshop is planned to be conducted in 2019. The CBT Lesson Learned workshop plan is to observe the lesson learned and to consider the challenges of moving from in-kind to cash assistance. 2) this Decentralized Evaluation conducted in 2019, focusing on Activity 1/relief activities; and 3) a Mid-Term Review (MTR) in 2020 covering all activities implemented during the CSP. The timing and coverage of the evaluations will be aligned with stakeholders’ requirements on evidence

²⁵⁷ Note that while this categorization was conducted at the household level in Kachin, the classification was applied at the individual level in Northern Shan State.

generation as well as learning needs. WFP will also support processes such as joint evaluations²⁵⁸ with other United Nations partners.

13. The WFP Myanmar Country Office is the primary stakeholder of this evaluation. The CO wishes to learn from experience to-date in order to make evidence-based decisions to refine programme design and make adjustments to implementation for this key activity. An in-depth analysis of the relief activity through this Decentralized Evaluation will further inform and provide evidence that can be used for the Mid-Term Review (MTR) and Country Strategic Plan Evaluation (CSPE) of the CSP.

Objectives

14. This evaluation in WFP serves the dual and mutually reinforcing objectives of accountability and learning.
 - **Accountability** – The evaluation will assess and report on the performance and results of the relief activity to IDPs who are affected by the regional conflict, implemented under the CSP MM01.
 - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated, and lessons will be incorporated into relevant lesson sharing systems. The recommendations will be used for other corporate reviews and evaluations of the CSP to address specific evidence gaps.
15. While both objectives apply to this evaluation, more weight is given to the learning aspect as WFP is just 18 months into the current CSP and has commissioned this evaluation to improve programming for the remainder of the 5-year CSP.

Stakeholders and Users

A number of stakeholders both inside and outside WFP have an interest in the results of the evaluation, and some will be asked to play a role in the evaluation process. Table 1 below provides a preliminary stakeholder analysis, which should be further developed by the evaluation team as part of the inception phase. The evaluation firm will undertake the stakeholder identification, focusing on interviewing key people from the local authorities (ministerial representatives at township level), communities, beneficiaries, humanitarian actors (such as UN agencies, or national and international NGOs). In the context of the WFP Myanmar relief operation, the coordination with humanitarian actors is a critical effort to respond effectively to the IDPs' plight. The main focus of the project is not only to improve IDP's food security status but also IPDs' protection and gender related issues (such as women participation, decision-making and empowerment). The detailed stakeholder analysis to be conducted at the inception phase will take the issue of protection and gender issues into account. Through the stakeholder analysis, the evaluation team could further analyse the relationships and power balance between the different stakeholders, putting specially emphasis in the participation of Female-headed Households. So, human-rights protection and gender perspectives will be considered during the interviews to key informants and focus groups

16. Accountability to Affected Populations (AAP) is tied to WFP's commitment to include beneficiaries as key stakeholders in WFP's work. As such, WFP is committed to ensuring gender equality and women's empowerment (GEWE) in the evaluation process through consultation and participation of women, men, boys and girls including from marginalized groups throughout the evaluation process. This may also include informing and seeking feedback from the beneficiaries through appropriate forums before, during and after the evaluation team's mission. WFP Myanmar has established a Complaints and Feedback Mechanism (CFM) as one of the regular monitoring tools and it is functioning well in all field offices. CO Myanmar has agreed to participate in the roll out of the corporate CFM Standardization project starting in September 2019. In the new project, WFP has selected Sugar Customer Relationship Management (Sugar CRM) as the

²⁵⁸ WFP plans to conduct a joint research "Transforming Gender Roles through Cash-Based Transfers" with UNFPA.

corporate IT tool for the management of feedback. The SugarCRM database system supports the flow of information of the CFM, the functioning of the CRM process to properly document complaints and the participation of key relevant staff at all levels for demonstrating greater accountability and transparency to the people WFP assists. Evaluation findings will be shared with beneficiaries using appropriate communications tools.

Table 1: Preliminary Stakeholders' analysis

Stakeholders	Interest in the evaluation and likely uses of evaluation report to this stakeholder
INTERNAL STAKEHOLDERS	
Myanmar Country Office	The CO has a direct stakeholder in the evaluation and an interest to make evidence-based decisions to refine programme design and make adjustments to implementation for this key activity. It is also called upon to be accountable internally as well as to its beneficiaries and partners for the performance and results of its programmes. The CO will use the findings to improve the relief programme, not just in the target area (obviously) but also in all the areas where we provide relief assistance (food or cash), such as Rakhine or Flood-affected areas.
Regional Bureau (RB)	The RB management has an interest in an independent/impartial account of the operational performance as well as in learning from the evaluation findings to apply this learning to other COs. The Regional Evaluation Unit supports CO/RB management to ensure quality, credible and useful Decentralized Evaluations. RB management will use the findings to inform other WFP cash and food assistance programmes in other countries, where displaced or refugee people are found.
Office of Evaluation (OEV)	OEV has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralized evaluation stakeholders as identified in the evaluation policy. OEV will use the findings and specially the methodology to maintain its accountability track on major WFP operations around the globe, firstly for the members of the board and secondly for major donors of this operation.
WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP programmes. This evaluation will not be presented to the Board, but its findings will be fed into thematic and/or regional syntheses and corporate learning processes. These findings will become part of regional and global summaries on WFP performance that will be presented to the EB.
EXTERNAL STAKEHOLDERS	
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the participation of women, men, boys and girls from different affected groups in the evaluation is of utmost importance and their perspectives will be sought to answer the evaluation questions. The beneficiaries will benefit from the adjustments in the coming interventions that are meant to improve their entitlements, delivery modalities and complaint mechanisms.
Government	The Department of Disaster Management (DDM) under the Ministry of Social Welfare, Relief and Resettlement (MoSWRR) has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. DDM is directly managing a cash-based transfer programme and they will likely be using our process and output results to improve the performance of their own programme, either in the same areas or in other areas in the country. The evaluation findings

	may also be used for adjusting camp closure and small-scale return strategy and how to improve those actions.
UN agencies	UN agencies (such as OCHA, UNHCR or UNFPA) has an interest in ensuring that WFP programmes are effective in contributing to the UN's concerted efforts. Various agencies are also direct partners of WFP at policy and activity levels (namely UNHCR in Rakhine and Kachin, FAO and UNICEF at federal policy level, UNICEF in Yangon areas). The findings will contribute to UN agencies to strengthen a better collective response to the beneficiaries through various coordination mechanism.
NGOs	NGOs are WFP's partners (World Vision, Karuna Mission Social and Myanmar's Heart Development Organization), for the implementation of some activities in both states, while at the same time having their own interventions. The NGOs will use the result and recommendations to guide and improve future implementation modalities, strategic orientation and partnerships. They will also use the findings to improve the projects funded by WFP.
Donors	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes. The major donors to WFP's Myanmar Country Strategic Plan are the United States and Japan, including the relief operations in Kachin and Northern-Shan States subject of this evaluation. The decentralised evaluation (DE) report will serve the donors to assess WFP's performance and use of their funds in the most appropriate, effective and efficient way. It may also serve to raise additional funds to cover gaps or scaling up phases detected by the evaluation

17. The primary users of this evaluation will be:

- The Myanmar CO and its implementing partners, Karuna Mission Social Solidarity (KMSS), Myanmar's Heart Development Organization (MHDO), and World Vision (WV) will make evidence-based decisions on the design and implementation to achieve objectives of the relief programme. The findings and recommendations from the evaluation will be used to refine programme design and make adjustments to implementation for this key activity.
- The RB is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight to other COs.
- WFP Headquarters (HQ) may use evaluations for wider organizational learning and accountability.
- OEV may use the evaluation findings, as appropriate, to feed into evaluation syntheses as well as for annual reporting to the Executive Board.

Context and subject of the Evaluation

Context

18. According to the Myanmar Poverty Assessment (2017), 32.1% of the population in Myanmar was living in poverty in 2015.²⁵⁹ According to this assessment, 1 in 6 people struggled to meet their basic food needs and a disproportionate number of the poor worked in the agriculture sector. Despite the continued challenges, the poverty rate has declined significantly over the years from 44.5% in 2004/05 to 37.5% in 2009/10 and to 26.1% in 2015.

²⁵⁹ The data is from a joint assessment by the Ministry of Planning and Finance and the World Bank ([Myanmar Poverty Assessment 2017](#)).

19. Myanmar graduated to lower-middle-income status in 2015 and has also made significant progress in addressing malnutrition. Undernutrition among under-5 children based on the new WHO growth standard declined between 2009 and 2016. The prevalence of stunting reduced from 35.1% to 29.2%, underweight from 22.6% to 18.9% and wasting from 7.9% to 7%, respectively (MOH and MOHPED 2010, MOHS and ICF 2016).
20. Despite improvements in poverty and nutrition, many challenges remain, including continued population displacements as a result of conflict, vulnerability to extreme weather events, poverty, limited social protection coverage, and persistent gender inequalities. In particular, ethnic conflict continues in Kachin, Shan and Rakhine states. The 2019 Humanitarian Needs Overview estimated that approximately 940,000 people in these 3 states and in Kayin State were in need of humanitarian assistance.
21. Myanmar ranks 145 out of 188 countries in the 2016 Human Development Index and 80 out of 159 countries in the Gender Inequality Index. Reducing poverty and increasing well-being of the poor and vulnerable populations is a priority for the Government of Myanmar and its development partners. WFP's strategic review highlighted vulnerable groups that require support from government social safety nets or humanitarian aid, including orphans and vulnerable children, PLHIV, persons with disabilities and elderly people. The Government's social protection schemes currently cover less than 5 percent of the population, and only 0.5 percent of Gross Domestic Product (GDP) was spent on social protection in 2014. The persistence of hunger is not simply a matter of food availability: it stems from structural and socio-cultural inequalities that affect women and girls disproportionately. There is evidence that women and girls in Myanmar are more vulnerable to food security and nutrition challenges as a consequence of cultural norms and religious practices.
22. Since 2011, people in Kachin and Northern Shan have been facing unrest in conflict-affected areas due to ongoing military operations with some moved from areas of active operations to safer places in neighbouring communities. As a result, the food security and nutrition situation has been adversely affected by low agricultural production, limited livelihood opportunities, inadequate access to basic services (health, education, etc.) and poorly functioning markets for almost a decade. Food Security Information Network (FSIN) report identified that conflict affected Northern Shan is one of the highly Food Insecure areas. WFP started its intervention to enhance the food security status of the conflict affected people in both Kachin and northern Shan areas in 2011. As of December 2018, the IDP population caseload was 48,000 in Kachin and 8,000 in Northern Shan of which 5 percent were Pregnant and Lactating Women and children.
23. Gender, protection and AAP has been considered since the beginning of the programme design and throughout the programme cycle to ensure that WFP's assistance addresses the distinct needs of women, men, girls and boys with and without disabilities. Cross-cutting indicators have been formulated and identified when developing the logical framework (Annex 6, 7). WFP Myanmar implemented its gender action plan, integrating gender equality and women empowerment considerations into all aspect of its work. In the plan, greater attention is paid to increasing women's decision-making power over the use of food and cash assistance. However, a few challenges still remain for women in the IDP camps. The education level of women in the IDP camps and resettlement is very low and their main responsibilities are taking care of domestic works at household and community. The religious beliefs, social and cultural norms also make women to participate less in the community works, especially in the leadership positions. Although WFP initiated the inclusion of single female headed households for both paid and unpaid works, women as self-reliance and freedom of self-management and self-decision at household and community levels still need to be improved. In 2016, WFP introduced cash assistance in Kachin and northern Shan. Over a year e-money transfer, especially e-wallet was piloted 6 camps in Kachin. Regular monitoring result shows that women, especially older people in the IDP camps has difficulties to use phone and sim-card. In dept analysis on the impact of using cash transfer modality affected to women in the IDP camps is pending to improve WFP operation in applying dignified to the beneficiaries.

Subject of the evaluation

24. The subject of this evaluation is the relief activity (Activity 1 of WFP Myanmar's CSP) in Kachin and Northern Shan States during the period January 2016 through June 2019. The "Line of Sight" in Annex 8 shows the intended outputs and outcomes for this activity.
25. Activity 1 involves the provision of unconditional food and/or cash assistance to crisis-affected populations, including children at risk, people with special needs (including mental health issues), the elderly and youth in Kachin, Northern Shan and Rakhine states, with the aim of meeting the immediate food needs of IDPs and other vulnerable populations. Since 2016 WFP has supported 56,000 IDPs (25,500 male, 30,500 female) residing in Kachin and Northern Shan with unconditional food transfers, including rice, oil, pulses and salt. Mixed modalities (cash and in-kind) were introduced in 2016. In locations where beneficiaries had access to a functioning market and, where there were no security concerns, Cash was a preferred response for both men and women. WFP transferred over USD 17 million to beneficiaries through CBTs during the period 2016-2018.
26. The Line of Sight (see Annex 8) and Logframe (see Annex 6, 7) clearly lay out the objective of Activity 1, which is to meet the food and nutrition needs of the crisis-affected people through providing unconditional food and cash assistance. The intended results, outputs, outcomes and processes are collected through WFP regular monitoring tools. The indicators to capture the outcomes of the activity have been collected on a quarterly/annual basis. Regular monitoring is conducted throughout the programme cycle to monitor the progress and effectiveness of the programme. Outcome indicators such as the Household Food Consumption Score and Household Dietary Diversity Score are monitored through surveys and post-distribution monitoring. WFP Myanmar uses WFP's corporate monitoring system COMET to monitor programme outputs, such as the number of beneficiaries served, or metric tons of food distributed. The information extracted from COMET has been incorporated into various corporate reports (executive briefs, country briefs and annual reports).²⁶⁰
27. The implementation of the programme is guided by WFP's corporate gender policy (2015-2020) and an action plan²⁶¹ that aims to ensure the promotion of positive gender relations, increase WFP's awareness and consideration of the rights and protection needs of the assisted women, men girls and boys with and without disabilities, and support sustainable livelihoods in WFP Myanmar operation by consistently integrating GEWE, protection and accountability into the development and implementation of the CO programme. The following are some of the gender activities planned for the relief activities which are subject of this evaluation:
- Continue to promote leadership positions for women in camp management committee (CMC), food management committee (FMC) as well as village development committee (VDC) and Project Management Committee (PMC)
 - Continue to promote women's decision-making power over the use of WFP's cash and food assistance
 - Continue to promote joint decision-making power made by women and men over the use of WFP's cash and food assistance
 - In close partnership with UNFPA, explore partnership with a national research institute to conduct gender review on Cash-Based Transfer (CBT) pilot in Kachin and Northern Shan States
 - Seek increased participation of women enumerators and build up balanced rosters to conduct rapid needs assessments and post distribution monitoring
 - Continue provide technical support to HR team for implementing gender parity
 - Conduct gender and GEWE awareness sessions to WFP and CP staff

²⁶⁰ The annual report was called the standard project report (SPR) until 2017 and the annual country report (ACR) since 2018 when the Myanmar CSP launched.

²⁶¹ COUNTRY OFFICE WFP MYANMAR - GENDER AND PROTECTION/AAP ACTION PLAN 2019

28. Three gender related indicators are regularly monitored, looking into whether decisions on the use of food/cash/vouchers are made by women, men or both, into the proportion of women in decision-making entities such as committees or boards and into the gender of WFP food assistance recipients. GEWE analysis was conducted in 2016 for Asset Creation activity in Rakhine and dry zone in different areas of this evaluation.
29. During the evaluation period, WFP faced challenges maintaining its presence and providing assistance in some parts of Kachin and northern Shan states. In Kachin State, United Nations agencies have been unable to access non-government-controlled areas since June 2016. WFP has therefore been working with partners – in its capacity as the Chair of the Kachin Food Security Sector – to coordinate and ensure local organizations are able to provide food assistance to those in need. In Shan State, WFP has also had some challenges with access to implementing areas.
30. WFP is closely coordinating with the local government to verify IDP registration since the beginning of the conflict. Local government also takes a leading role in the Food Security Sector of the region, particularly to provide food/cash assistance and identify gaps in the utilization of resources to support other actors such as UN agencies and NGOs. Furthermore, WFP has partnered with 39 national and international NGOs for food and cash distributions during the project period that is subject of this evaluation. An Area Humanitarian Coordination Team (AHCT) was formed in Kachin to the provision of humanitarian assistance at local level. The AHCT composed of representatives from local government, UN agencies and international and local NGOs. The AHCT are responsible for negotiation humanitarian access, agree on common policies related to humanitarian action, promote humanitarian action in-country, promote transparency and accountability among members and non-members and ensure that relevant information and resulting analysis is disseminated among members and to relevant partners.
31. A CBT review was conducted in 2018, indicating that the distributed cash might not be used by the beneficiaries for the intended programme purpose, which is to improve the food security status of the household. In a few cases the purchasing power of the IDP households had become weaker when beneficiaries only had the option to buy rice from rice traders in the camp and only one trader was willing to run a business in the camp. As cash is returned to WFP at by the end of every month if not spent, some beneficiaries were concerned that they would lose it if they can't withdraw from the service provider/shop owner in time.
32. A number of beneficiaries especially women and older people in the camps are illiterate and have difficulties in using a phone. Some beneficiaries reported that they are not well treated by service providers. Recommendations from a CBT lessons learned workshop conducted in 2~7 June 2019 were that targeting criteria and beneficiary satisfaction on WFP ration size needed to be reviewed.
33. An evaluation on PRRO 200299 “Supporting Transition by Reducing Food Insecurity and Undernutrition among the Most Vulnerable”, which is subject of this evaluation, was conducted in 2016 and found that the PRRO was highly relevant and coherent with the priorities and policies of the key stakeholders and was appropriate to needs of the target groups. WFP assistance was found to be well designed and well-targeted, and to have strengthened government capacity through technical support to develop national policies on emergency preparedness and response, school feeding and nutrition, which had a direct, positive and long-term impact on WFP’s main beneficiaries. The report can be accessed [here](#).
34. Apart from the evaluation in 2016 and a CBT review in 2018, no other reviews or evaluations were conducted that are relevant to this evaluation.

Evaluation Approach

Scope

35. The evaluation will focus on Kachin and Northern Shan States where conflicted-affected IDPs and host communities reside. Rakhine State will not be included in this evaluation as explained in Section 2 (Reasons for the Evaluation). Among other things, the evaluation will examine the implementation and outcomes of Activity 1 following the shift in transfer modality starting in 2016. Moreover, the evaluation will measure the effects of WFP’s interventions on food and nutrition security, AAP, gender and protection, re-established

and sustained livelihoods, and observe the factors that contributed to a successful (or unsuccessful) implementation of Activity 1.

36. The evaluation will cover the time period January 2016 to June 2019 and the implementation of relief activities under PRRO 200299 (2013-2017) and CSP MM01 (2018-2022).

Evaluation Criteria and Questions

37. **Evaluation Criteria:** The evaluation will apply the evaluation criteria of Relevance, Effectiveness, Efficiency, Impact, Sustainability and Coherence. GEWE, protection and accountability to affected populations should be mainstreamed throughout all evaluation criteria and questions, a central consideration of WFP’s response for community-based protection.
38. **Evaluation Questions:** The evaluation will address the following key questions, which will be further developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons and performance of the WFP’s food and cash assistance, which will be used to inform future strategic and operational decisions.
39. In regard to GEWE, WFP Myanmar is specifically interested in the different effects the assistance (in particular the cash assistance) has had on women, children, elderly and other particularly vulnerable groups. The evaluation should analyse how GEWE objectives and GEWE mainstreaming principles were included in the intervention design, and whether project implementation has been guided by WFP’s system-wide objectives on GEWE. The GEWE dimensions should be integrated into all evaluation criteria as appropriate.

Table 2: Criteria and evaluation questions

Criteria	Evaluation Questions
Relevance	To what extent have the design and modalities (including CBT) of Activity 1 been relevant to the needs of the assisted people, particularly vulnerable group of people such as elderly, children, women, etc., over time? To what extent has WFP responded with appropriate assistance following camp closures, and is the package provided to returnees and those who resettle appropriate?
Effectiveness	To what extent has Outcome 1 – to meet the food and nutrition needs of crisis-affected people in food-insecure areas all year round – been achieved? Why has or why hasn’t Outcome 1 been achieved? What are the factors that positively or negatively influenced the ability of WFP Myanmar to reach the targets? How effective is food security coordination especially in areas inaccessible by WFP? To what extent have returnees who have resettled been able to re-establish their livelihood and food security?
Impact	What impact do the gender mainstreaming activities of Activity 1 have on women’s capacity to participate in the leadership role of the community and women’s role within the family?
Efficiency	How efficient was WFP Myanmar’s assistance to crisis-affected people overall in terms of timeliness and cost-effectiveness? Which modality (cash or food) was more efficient in terms of timeliness and cost-effectiveness?
Sustainability	To what extent has WFP and other humanitarian actors’ collective response helped to sustain the livelihoods of the conflict-affected people?
Coherence	To what extent have responses by the Government, UN agencies and other humanitarian actors been coordinated in effectively addressing the needs of the affected people considering their gender, age and vulnerability?

Data Availability

40. The main sources of information available to the evaluation team are listed below. The sources provide both quantitative and qualitative information and should be expanded by the evaluation team during the inception phase. In order to overcome the limitations of data availability, “back to office reports” by FO and CO staff will be available as a secondary and primary data sources. Furthermore, how to address the limitation of data availability/accessibility will be discussed at the inception phase with the evaluation team.
- 2016, 2017 and 2018 Standard Project Reports (SPRs)/Annual Country Reports (ACR)
 - Regular monitoring data from the WFP corporate M&E system
 - Post-Distribution Monitoring reports
 - Cash-Based Transfer review (2018)
 - Myanmar Country Strategic Plan (CSP) MM01
 - PRRO 200299 Operations Evaluation report (2016)
 - Livelihood camp profiling and rapid market assessment GCA (2015)
 - FSIN Report
 - Monthly market price data
 - Joint assessment report for newly displaced people
 - Monthly CFM data/CFM report
 - WFP Gender policy (2015-2020)
 - MMR gender action plan

Methodology

41. The methodology will be designed by the evaluation team during the inception phase. It should:
- Employ the relevant evaluation criteria Relevance Effectiveness, Efficiency, Impact, Sustainability and Coherence;
 - Suggest a suitable evaluation design and methodology for the specific context of the subject of the evaluation, within the access restrictions that the evaluation team may face and limited data available.
 - Demonstrate impartiality and lack of bias by relying on a cross-section of information sources (stakeholder groups, including beneficiaries). The selection of field visit sites will also need to demonstrate impartiality;
 - Use mixed methods (quantitative, qualitative, participatory, etc.) to ensure triangulation of information through a variety of means;
 - Data collection methods will be proposed by the evaluation team. Due to the limited data available, the evaluation will likely rely on qualitative data collected by the evaluation team, including through focus group discussions, key informant interviews and activity observations; The primary data will be collected through Key Informant Interviews, Focus Group Discussions and individual interviews with IDPs in both locations at Kachin and northern-Shan states.
 - Ensure that sampling methods include women and men, boys and girls and are not biased to male voices and collect data from women separately from men to ensure they have confidence to speak. Since there are challenges and security concerns that may affect field research in both areas, careful selection of clusters and areas to make the decision on sampling should be considered with the support of WFP field offices.
 - Ensure collected data is disaggregated by gender, age and other vulnerabilities; an explanation should be provided if this is not possible.
 - Apply an evaluation matrix geared towards addressing the key evaluation questions taking into account the data availability challenges, the budget and timing constraints;
 - Ensure – through the use of mixed methods – that women, girls, men and boys from different stakeholder groups participate and that their different voices are heard and used;
 - Mainstream the analysis of gender equality and women’s empowerment, ensuring relevant data is collected and taking into account WFP’s approach to protection and AAP.

As a minimum requirement, the following will be requested in the Inception Report: detailed description of sampling and data collection tools, planned document review; more clearly defined analysis approach, including approach to analysing GEWE, engagement with local stakeholders and beneficiaries, fieldwork as well as interim, draft and final reporting.

42. The methodology should be GEWE-sensitive, indicating what data collection methods are employed to seek information on GEWE issues and to ensure the inclusion of women and marginalised groups. Triangulation of data should ensure that diverse perspectives and voices of both males and females are heard and taken into account. Looking for explicit consideration of gender in the data after fieldwork is too late; the evaluation team must have a clear and detailed plan for collecting data from women and men in gender-sensitive ways before fieldwork begins. The evaluation findings, conclusions and recommendations must reflect gender analysis, and the report should provide lessons/ challenges/ recommendations for conducting gender responsive programme implementation in the future.
43. The following mechanisms for independence and impartiality will be employed: an Evaluation Committee who oversees the evaluation process, approves the evaluation deliverables and takes necessary decisions; an Evaluation Reference Group who provides technical expertise and inputs to the evaluation deliverables; the selection of an independent evaluation team who have no vested interests and will be given full freedom to access information.
44. The following potential risks to the methodology have been identified: availability and interest of EC and Evaluation Reference Group (ERG) members to organize regular face to face meeting, unforeseen political and/or security constraints, and the inability to access beneficiaries who live in the host communities. A flexible timeline, alternative data collection methods such as phone interviews and regular online meetings throughout the evaluation can be risk mitigation measures to address the challenges.
45. A detailed data analysis plan will be laid out by the evaluation team during the inception phase and will state how the data collected will be converted into meaningful findings resulting in relevant recommendations. The data analysis plan will be guided by the evaluation questions and criteria. The analysis plan will also include a gender analysis and the findings will be included in the evaluation conclusions and recommendations to improve gender performance.

Quality Assurance and Quality Assessment

46. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for Quality Assurance, Templates for evaluation products and Checklists for their review. DEQAS is closely aligned to the WFP's evaluation quality assurance system (EQAS) and is based on the UNEG norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice.
47. DEQAS will be systematically applied to this evaluation. The WFP Evaluation Manager will be responsible for ensuring that the evaluation progresses as per the [DEQAS Process Guide](#) and for conducting a rigorous quality control of the evaluation products ahead of their finalization.
48. WFP has developed a set of [Quality Assurance Checklists](#) for its decentralized evaluations. This includes Checklists for feedback on quality for each of the evaluation products. The relevant Checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.
49. To enhance the quality and credibility of this evaluation, an outsourced quality support (QS) service directly managed by WFP's Office of Evaluation in Headquarter provides review of the draft inception and evaluation report (in addition to the same provided on draft ToR), and provide:
 - a. systematic feedback from an evaluation perspective, on the quality of the draft inception and evaluation report;
 - b. recommendations on how to improve the quality of the final inception/evaluation report.
50. The evaluation manager will review the feedback and recommendations from QS and share with the team leader, who is expected to use them to finalise the inception/ evaluation report. To ensure transparency

and credibility of the process in line with the [UNEG norms and standards](#)^[1], a rationale should be provided for any recommendations that the team does not take into account when finalising the report.

51. Evaluation quality will also be assured through selecting an evaluation team with strong background in the evaluation subject and by Myanmar Country Office checking evaluation reports previously conducted by the selected evaluation team.
52. This quality assurance process as outline above does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.
53. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. This is available in [WFP’s Directive CP2010/001](#) on Information Disclosure.
54. All final evaluation reports will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be made public alongside the evaluation reports.

Phases and Deliverables

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

Figure 1: Summary Process Map



56. Preparation Phase: The evaluation manager will consult with management and programme team for delivering ToR, team and formation of the EC and ERG, recruitment of evaluation team and preparation for CEF application. The evaluation manager will prepare a document library to share with the evaluation team.
57. Inception Phase: The evaluation team is responsible for conducting desk review of document library and develop a thorough understanding of the evaluation objectives and ToR. The team should timely inform the evaluation manager about information gap if need to be addressed. The team should suggest revised ToR if needed. The evaluation team will then draft the inception report detailing the plan and method for the evaluation mission. Upon completed quality assurance mechanisms, the evaluation team will finalize the inception report.
58. Data Collection Phase: the data collection will be undertaken at the field level as well as through a desk review. The team will communicate regularly with the evaluation manager to prepare for the mission, including site visits, meeting with internal and external stakeholders. The field work debriefing session will be held at the WFP Myanmar CO at end of the mission to present preliminary findings.
59. Analyses and Reporting Phase: The evaluation team will present the findings and recommendations through a validation workshop and deliver a final evaluation report. The evaluation manager will circulate the draft

^[1] [UNEG Norm #7](#) states “that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability”

report for the comments which will be reviewed by the Evaluation Committee (EC) and Evaluation Reference Group (ERG).

60. Dissemination and follow-up Phase: The evaluation team will present the final report, either on-site or through a conference call. Within the month following delivery of the final report, WFP Myanmar CO is responsible to prepare a management response that will detail actions to be taken against each recommendation along with the timeline and responsibility.

Organization of the Evaluation & Ethics

Evaluation Conduct

61. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with WFP's Evaluation Manager. The team will be hired following agreement with WFP on its composition.
62. The evaluation team will not have been involved in the design or implementation of the subject of evaluation or have any other conflicts of interest. Further, they will act impartially and respect the [code of conduct of the evaluation profession](#).
63. To ensure a smooth and efficient process and enhance the learning from this evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders. These will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders. CO MMR will develop appropriate forum to share Evaluation findings and receiving feedbacks from the beneficiaries.
64. Communication with evaluation team and stakeholders should go through the evaluation manager. The ToR and inception report will be shared internally and externally as per the membership of the EC and ERG.
65. The evaluation team will be accountable to the Chair of the EC and the Evaluation Manager.
66. The evaluation will be conducted during the period June 2019- May 2020, see detailed schedule in Annex 2.

Team composition and competencies

67. The evaluation team is expected to include 3-4 external consultants, including the team leader and 3 evaluation members (mix of national and international evaluators). To the extent possible, the evaluation will be conducted by a gender-balanced, geographically and culturally diverse team with appropriate skills to assess CBT modalities, gender dimensions of the subject as specified in the scope, approach and methodology sections of the ToR. At least one team member should have WFP experience.
68. The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:
 - Evaluation design, methods and process
 - Nutrition in humanitarian context
 - CBT modalities to deliver food assistance
 - Expert within areas of gender, protection and AAP team members should have understanding in the humanitarian context, strong analytical and communication skills, evaluation experience and familiarity with the Myanmar humanitarian context.
69. The Team leader will have technical expertise in WFP relief assistance with different modalities as well as expertise in designing methodology and data collection tools and demonstrated experience in leading similar evaluations. She/he will also have leadership, analytical and communication skills, including a track record of excellent English writing and presentation skills.
70. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting

and revising, as required, the inception report, the end of field work (i.e. exit) debriefing presentation and evaluation report in line with DEQAS.

71. The team members will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
72. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s).

Security Considerations

73. Security clearance where required is to be obtained from the WFP Myanmar CO Security unit.
74. There may be a restriction on travelling to Northern-Shan state due to armed conflict between military and ethnic armed groups.
 - Consultants hired independently are covered by the UN Department of Safety & Security (UNDSS) system for UN personnel which cover WFP staff and consultants contracted directly by WFP. Independent consultants must obtain UNDSS security clearance for travelling to be obtained from designated duty station and complete the UN system's Basic and Advance Security in the Field courses in advance, print out their certificates and take them with them.²⁶²
 - As an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.
75. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:
 - The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
 - The team members observe applicable UN security rules and regulations.
76. The evaluation team must obtain approval from relevant national/local authorities for visits to IDP camps and other restricted areas. Access for international staff and consultants is often unpredictable and can change on a day-to-day basis.
77. The WFP CO register the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the situation on the ground. The team member observes applicable UN security rules and regulations

Ethics

78. WFP's decentralized evaluations must conform to WFP and UNEG ethical standards and norms. The contractors undertaking the evaluations are responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle (preparation and design, data collection, data analysis, reporting and dissemination). This should include, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities. The appointed evaluation manager is monitoring and evaluation officer from M&E unit of Myanmar CO. She is not involved in the programme operation.

²⁶² Field Courses: [Basic](#); [Advanced](#)

79. Common cases for potential harm can be expected during interview with vulnerable people such as psychological trauma, inadequate attention to response questions and volatile situation due to stress. Interviewer will obtain proper consent before the interview start, respect the cultural norm of the community of interest, and avoid hypersensitive questions during the interview.
80. Contractors are responsible for managing any potential ethical risks and issues and must put in place in consultation with the Evaluation Manager, processes and systems to identify, report and resolve any ethical issues that might arise during the implementation of the evaluation. Ethical approvals and reviews by relevant national and institutional review boards must be sought where required.

Roles and Responsibilities of Stakeholders

81. The WFP Myanmar Country Office.

- a- The WFP Myanmar country office Management (**Country Director/Deputy Country Director**) will take responsibility to:
- Assign an Evaluation Manager for the evaluation:
 - Compose the internal evaluation committee and the evaluation reference group (see below).
 - Approve the final ToR, inception and evaluation reports.
 - Ensure the independence and impartiality of the evaluation at all stages, including establishment of an Evaluation Committee and of a Reference Group.
 - Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the Evaluation Manager and the evaluation team.
 - Organise and participate in 2 separate debriefings, one internal and one with external stakeholders.
 - Oversee dissemination and follow-up processes, including the preparation of a Management Response to the evaluation recommendations.
 - Accountability to beneficiaries through feedback processes to and from them; beneficiaries' feedback will be sought through focus group discussions and key informant interviews on the one hand and informed about the evaluation findings and recommendations at the end of the evaluation on the other hand.
- b- The **Evaluation Manager**:
- Manages the evaluation process through all phases including drafting this ToR.
 - Ensures quality assurance mechanisms are operational.
 - Consolidates and shares comments on draft ToR, inception and evaluation reports with the evaluation team.
 - Ensures expected use of quality assurance mechanisms (checklists, quality support).
 - Ensures that the team has access to all documentation and information necessary to the evaluation; facilitates the team's contacts with local stakeholders; sets up meetings, field visits; provides logistic support during the fieldwork; and arranges for interpretation, if required.
 - Organises security briefings for the evaluation team and provides any materials as required
- c- An internal **Evaluation Committee (EC)** has been formed as part of ensuring the independence and impartiality of the evaluation. The committee comprises of Country Director/Deputy Country Director, the Evaluation Manager, the CO technical unit in charge of Relief, Programme Policy Officer. This group will be involved in the whole evaluation process including reviewing the ToRs, inception report (IR) and final report (ER). The EC will also be responsible for preparing management response to the evaluation recommendations.
82. **An Evaluation Reference Group** has been formed, as appropriate, with representation from WFP internal experts from relevant programme and technical units, and external representatives from UN agencies and cooperating partners. The ERG members will review and comment on the draft evaluation products and act as key informants in order to further safeguard against bias and influence.
83. **The Regional Bureau: (When not the Commissioning Office)**, the RB will take responsibility to:
- Advise the Evaluation Manager and provide support to the evaluation process where appropriate.

- Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as required.
- Provide comments on the draft ToR, Inception and Evaluation reports
- Support the Management Response to the evaluation and track the implementation of the recommendations.

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

84. **The Office of Evaluation (OEV).** OEV, through the Regional Evaluation Officer, will advise the Evaluation Manager and provide support to the evaluation process when required. It is responsible for providing access to the outsourced quality support service reviewing draft ToR, inception and evaluation reports from an evaluation perspective. It also ensures a help desk function upon request.
85. **Internally Displaced People (IDPs)** living at camps and host community in Kachin and northern Shan will act as key informants for the evaluation during evaluation mission.
86. **Other stakeholders** including local government, UNOCHA, NGOs will also act as key informants, stay informed throughout the process of the DE. The findings and recommendations will be used by the stakeholders to strengthen coordination's for strategic priority areas including livelihood opportunities of the beneficiaries.

Communication and budget

Communication

87. A communication and learning plan will be developed by October 2019 to ensure that the evaluation findings are disseminated at all levels, including community level, and to support organizational learning and used for decision-making. The evaluation manager will lead the development of the communication and learning plan with inputs from colleagues from Myanmar country office and ERG. The communication and learning plan will describe how findings on gender will be disseminated and how GWEW issues will be engaged.
88. The evaluation team will analyse the data collected and draft the evaluation report. EC and ERG members will provide comments to the draft evaluation report and EC will approve the evaluation report. Following the approval of the final evaluation report, dissemination will be broad, and a workshop will be conducted both internally and with external stakeholders. The final evaluation report will be shared along with the management response. The CO management will respond to the evaluation recommendations by providing actions that will take to address each recommendation and estimate timelines for taking those actions. Overall, the evaluation report will be written in English language.

Budget

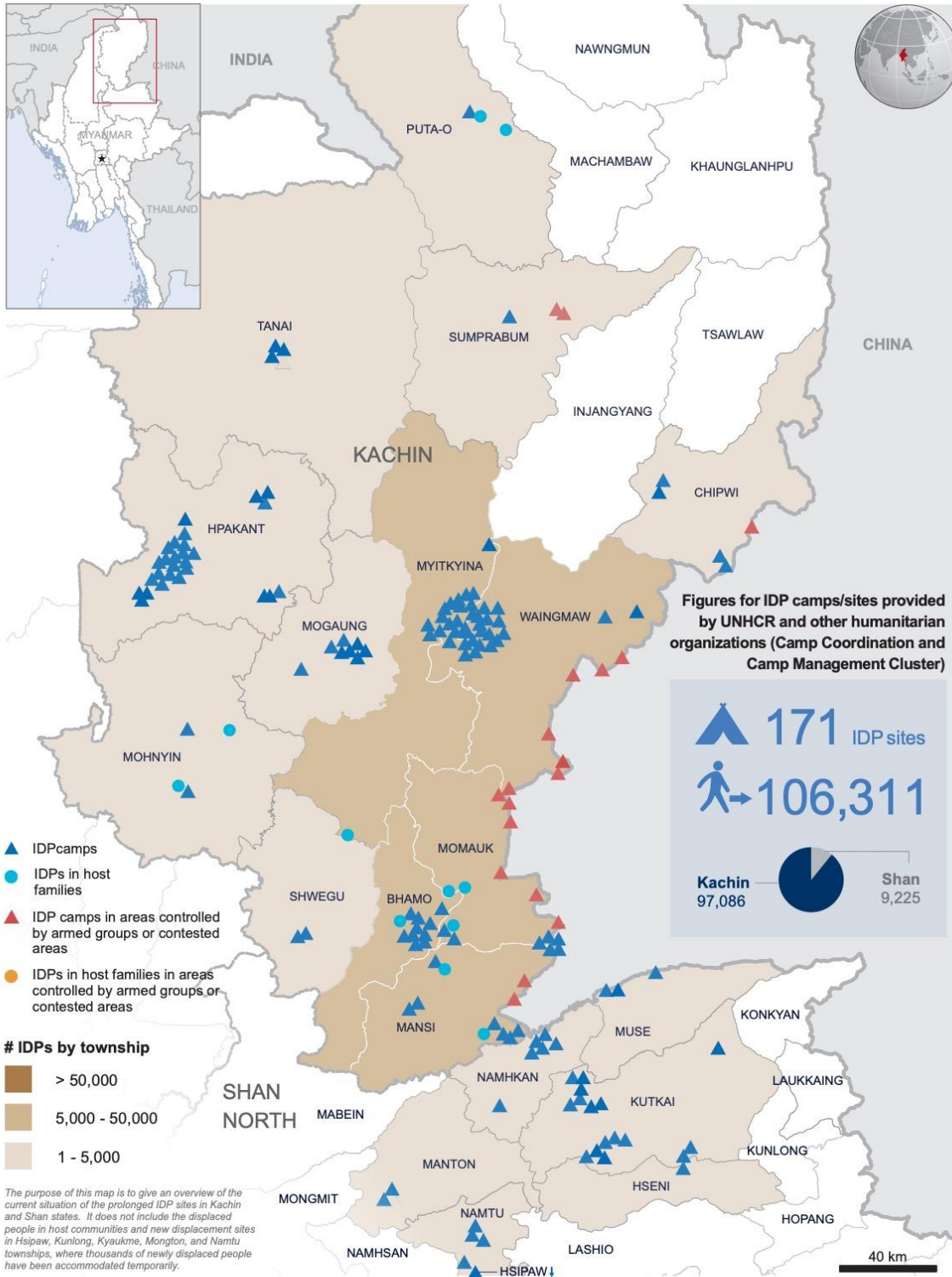
89. **Budget:** For the purpose of this evaluation, WFP will:
- The evaluation team will be conducted by the external evaluation team and the contracting will be proceed through WFP Long Term Agreement (LTA) option.
 - The proposed budget will cover evaluators travel, per diem, logistic and other direct costs. The primary total cost of the evaluation is estimated to US\$ 130,100.
 - The budget includes any costs related to production of communication material and conducting workshops

Annex 2 Maps

As of 31 July 2019



Myanmar: IDP sites in Kachin and northern Shan states (31 Jan 2019)  **OCHA**



Membership of the Evaluation Committee

Title	Role in EC	Name
County Director	Chair	Stephen ANDERSON
Monitoring & Evaluation Officer, Evaluation Manager	Secretary	Nant Hnin Nwe Nwe Chan
Deputy Head of Programme (SO1)	Member	Khin Saw Than
Regional Evaluation Officer	Member	Yumiko KANEMITSU
Programme Policy Officer	Member	Soi Lang Seng

Membership of the Evaluation Reference Group (may revise)

Title	Role in ERG	Name
County Director	Chair	Stephen ANDERSON
Monitoring & Evaluation Officer, Evaluation Manager	Secretary	Nant Hnin Nwe Nwe Chan
Deputy Head of Programme (SO1)	Member	Khin Saw Than
Regional Evaluation Officer	Member	Yumiko KANEMITSU
Deputy Head of Programme (SO2)	Member	Swe Swe Win
Programme Policy Officer (SO3)	Member	Melody MUCHIMWE
Gender and Protection officer	Member	Ni Ni Thaug
Head of field office (Lashio)	Member	Ti Wai KHAUNG
Head of field office (Myintkyina)	Member	Ja Seng
Project Manager (NGO, Karuna Mission Social Solidarity)	Member	Edwin Doss
Head of Office (Kachin UNOCHA)	Member	Cecil Dunne
Community representative	Member	Ms. Sumlut Lu Sam
CBT Officer/consultant, (RBB)	Member	Mulugeta HANDINO

Annex 3: Evaluation Matrix

Questions	Measure/Indicator of progress	Main sources of data/information	Data collection methods	Data Analysis Methods
Q1. RELEVANCE: To what extent has WFP assistance been relevant and appropriate from January 2016 to December 2019 to meet the needs of conflict-affected people in Kachin and Northern Shan?				
Q1.1 To what extent has the choice of Activity 1's modalities been relevant to the needs of the assisted people [men, women, elderly, people with disabilities] and to the context in Northern Shan and Kachin States?	A cash feasibility assessment, including a market assessment, was conducted before deciding on the modality, establishing that markets are sufficiently functioning and accessible and that cash is feasible. WFP took the findings of that assessment into consideration to design Activity 1	Need assessments and previous studies (e.g. Review of Cash-Based Transfer Programme (2016-2018) in Kachin State, Livelihood profiling and rapid market assessment) KIs from WFP CO and SO, CPs, Government representatives, FSPs and market actors	Desk review KIIs	Qualitative analysis and data triangulation
	Beneficiaries, including groups with special characteristics and needs (women, people with disabilities, etc.) were consulted before deciding on the program's modality in 2016, as documented in WFP's project and reported by beneficiaries and other stakeholders	Project documents (need assessments, Review of Cash-Based Transfer Programme (2016-2018), PDMs) KIs from WFP CO and SO, CPs, Government representatives FGD with beneficiaries	Desk review KIIs FGDs	Qualitative analysis and data triangulation
Q.1.2 To what extent has the design of Activity 1 been based on a comprehensive	Degree to which the design of the activity is based on a comprehensive needs assessment that captures the needs of the target population taking into account differences by sex, age and population with	Need assessments and previous studies (e.g. Livelihood profiling and rapid market assessment, Food security and nutrition analysis if available)	Desk review KIIs	Qualitative analysis and data triangulation

<p>need assessment of the target population, particularly vulnerable groups such as elderly, children, women, etc., and is the activity targeting the people most affected by the conflicts?</p>	<p>specific needs, as well as context specific information (security, access, etc.)</p>	<p>KIs from WFP CO and SO</p>		
	<p>WFP has identified vulnerability criteria and conducted a targeting exercise to focus on the Most Vulnerable groups among IDPs and host populations</p>	<p>Project documents (Standard Operating Procedures, beneficiary databases)</p> <p>KIs from WFP CO and SO</p> <p>FGD with beneficiaries</p> <p>Survey of beneficiaries</p>	<p>Desk review</p> <p>KIIs</p> <p>FGDs</p> <p>Survey</p>	<p>Qualitative and quantitative analysis and data triangulation</p>
	<p>The process and the outcome of the targeting has been communicated to the target populations</p>	<p>Need assessments and previous studies (e.g. Livelihood profiling and rapid market assessment, Food security and nutrition analysis if available)</p> <p>KIs from WFP CO and SO, CPs</p> <p>FGD with beneficiaries</p> <p>Survey of beneficiaries</p>	<p>Desk review</p> <p>KIIs</p> <p>FGDs</p> <p>Survey</p>	<p>Qualitative and quantitative analysis and data triangulation</p>
	<p>Protection and gender concerns have been adequately considered in the design of the assistance</p>	<p>Project documents (Standard Operating Procedures, beneficiary databases)</p> <p>KIs from WFP CO and SO</p> <p>FGD with beneficiaries</p> <p>Survey of beneficiaries</p>	<p>Desk review</p> <p>KIIs</p> <p>FGDs</p> <p>Survey</p>	<p>Qualitative and quantitative analysis and data triangulation</p>

	WFP set up an accountability and grievance mechanism, which target populations can access and takes into account specific needs of the population (sex, age, disabilities). WFP handles complaints and feedback are in a timely manner	Project documents (e.g. Accountability to Affected Populations (AAP) Complaints and Feedback Mechanism (CFM) Annual Report) KIs from WFP staff and cooperating partners FGD with beneficiaries Survey of beneficiaries	Desk review KIIs FGDs Survey	Qualitative and quantitative analysis and data triangulation
Q.1.3 To what extent has the assistance WFP provided been and remained appropriate over time?	The assistance (condition, restriction, transfer mechanism) was designed in correspondence to the needs of IDPs, including those with specific needs in each state, including the needs of specific groups, and has remained so over time	Project documents (need assessments, country strategy) KIs from WFP CO and SO, CPs, Government representatives	Desk review KIIs	Qualitative analysis and data triangulation
	Degree to which returnees, including the Most Vulnerable groups, find that the assistance (process and output) was appropriate to help meet their basic needs, over time	FGD with beneficiaries Survey of beneficiaries	FGDs Survey	Quantitative and qualitative analysis and data triangulation
	Systematic monitoring has been conducted to follow the evolution of needs and adjust the programme (regarding both outcome and process), if necessary, to changes in the context	Project documents (PDMs, VAM reports) KIs from WFP CO and SO	Desk review KIIs	Qualitative analysis and data triangulation
	WFP implemented changes in the design and implementation of the activity to adapt to the context (e.g. camp closure) and document it	Project documents (PDMs, VAM reports) KIs from WFP CO and SO, CPs and external stakeholders (INGOs, UN)	Desk review KIIs	Qualitative analysis and data triangulation

Q2. EFFECTIVENESS: To what extent were targeted crisis-affected people in food insecure areas able to meet their food needs all year round from January 2016 to December 2019 in Kachin and North Shan states?				
Q.2.1 To what extent has Outcome 1 – to meet the food needs of crisis-affected people [men, women, elderly, people with disabilities] in food-insecure areas all year round – been achieved from 2016-2019?	Pre and post project reports/data highlighted achievement against Outcome 1 for the target population [men, women, elderly, people with disabilities]	Project documents and databases (PDMs)	Desk review	Qualitative analysis and data triangulation
	Extent to which WFP staff and partners (CP, donors, authorities, other humanitarian partners, etc.) consider that Outcome 1 has been achieved, and reported factors explaining why it has been met/partially met from January 2016 to December 2019	KIs from WFP CO and SO, CPs, partners (Government representatives, INGOs and UN)	KIIs	Qualitative analysis and data triangulation
	Extent to which beneficiaries [men, women, elderly, people with disabilities] consider that the assistance has allowed them to meet their food and nutrition needs, and reported factors why it 'as/wasn't the case	FGD with beneficiaries Survey of beneficiaries	FGDs Survey	Quantitative and qualitative analysis and data triangulation
	Existence of internal/external factors to WFP, either documented or reported, that contributed positively or negatively to the ability of WFP Myanmar to meet its targets	Project documents (Annual Country Reports, Strategic Plan, etc.) Context-related documents KIs from WFP CO and SO, CPs, Government representatives, other humanitarian actors (INGOs and UNs)	Desk review KIIs	Qualitative analysis and data triangulation
Q.2.2 To what extent has Outcome 1 had	Pre and post project reports and M&E data captures unintended positive and negative outcomes, during	Project documents and databases (PDMs, VAM data)	Desk review	Qualitative analysis and data triangulation

unintended positive or negative outcomes for crisis-affected people [men, women, elderly, people with disabilities] in food-insecure areas all year round?	the duration of the programme, that can partially attribute to WFP activities			
	Extent to which WFP staff and partners (CP, donors, authorities, other humanitarian partners) report unintended outcomes of the programme, and reasons why they occurred	KIs from WFP CO and SO, CPs, partners (Government representatives, INGOs and UN)	KIIs	Qualitative analysis and data triangulation
	Extent to which beneficiaries reported positive and negative secondary outcomes resulting from the intervention	FGD with beneficiaries Survey of beneficiaries	FGDs Survey	Quantitative and qualitative analysis and data triangulation
Q3. IMPACT: What impact has WFP's cash assistance had on women's capacity to participate in the leadership role of the community and 'n women's role within the family?				
Q.3.1 What impact has WFP's cash assistance had on women's capacity to participate in the leadership role in the community?	The needs assessment identified women's level of capacity to participate in leadership roles and identified potential activities to help them take on a more active role	Project documents (e.g. Gender and Protection/ AAP Plan 2019) and context-related documents	Desk review	Qualitative analysis and data triangulation
	Primary and secondary data show positive changes in women's roles at camp level in the community, especially at food management committee level in decision-making between the beginning and the end of the project	Project documents (PDMs) KIs from WFP CO and SO, CPs, Government representatives, other humanitarian actors (INGOs and UN) FGD with beneficiaries Survey of beneficiaries	Desk review KIIs FGDs Survey	Qualitative and qualitative analysis and data triangulation

	Extent to which beneficiaries and stakeholders external to WFP estimate the contribution of WFP's intervention to the changes	KIs from WFP CO and SO, CPs, Government representatives, other humanitarian actors (INGOs and UN) FGD with beneficiaries Survey of beneficiaries	KIIs FGDs Survey	Qualitative and qualitative analysis and data triangulation
Q.3.2 What impact has WFP's cash assistance had on women's role within the family?	Primary and secondary data show changes in women's roles at household level in the utilisation of cash and at camp level in the community in decision-making between the beginning and the end of the project	Project documents (PDMs) KIs from WFP CO and SO, CPs, Government representatives, other humanitarian actors (Government representatives, INGOs and UN) FGD with beneficiaries Survey of beneficiaries	Desk review KIIs FGDs Survey	Qualitative and qualitative analysis and data triangulation
	Extent to which beneficiaries and stakeholders external to WFP estimate the contribution of WFP's intervention to the changes	KIs from WFP CO and SO, CPs, Government representatives, other humanitarian actors (Government representatives, INGOs and UN) FGD with beneficiaries Survey of beneficiaries	KIIs FGDs Survey	Qualitative and qualitative analysis and data triangulation
Q4. COHERENCE: To what extent has WFP assistance been and remained coherent with its internal policies and complementary with the intervention of other actors from January 2016 to December 2019 in Kachin and Northern Shan?				
Q.4.1 To what extent is WFP's intervention aligned with its	Extent to which WFP policies (AAP, Gender and Protection) have actually been implemented in the field	Project documents and policies (Standards Operating Procedures, AAP, CFM Annual Report January – December	Desk review KIIs	Qualitative analysis and data triangulation

internal policies on gender and protection, and more broadly with humanitarian guidelines and principles?		2018, Gender and Protection/ AAP Plan 2019, etc.) KIs from WFP CO and SO, CPs		
	Extent to which food security and nutrition national frameworks (Myanmar Sustainable Development Plan Goal II, Five-Year Agriculture Policy, NPAFN) have been considered in the design and implementation of WFP activities	Myanmar National Policies, project documents and policies, and context-related documents KIs from WFP CO and SO, CPs, other humanitarian actors, (Government representatives, INGOs and UN)	Desk review KIs	Qualitative analysis and data triangulation
	Extent to which international standards (Core Humanitarian Standards, SPHERE Standards related to Emergency Food Security) have been considered in the design and implementation of WFP activities	Project documents and policies KIs from WFP CO and SO, CPs, other humanitarian actors (Government representatives, INGOs and UN)	Desk review KIs	Qualitative analysis and data triangulation
Q4.2 To what extent is WFP's intervention coherent and complementary with those of UN agencies and other humanitarian actors in the Kachin and Northern Shan States?	Coordination between WFP and its stakeholders leading to less duplication, fewer gaps in assistance, better coverage, consolidation of assistance, etc. is considered as effective and documented	Project and context-related documents (FSS meeting minutes, MIMU, 3W, etc.) KIs from WFP CO and SO, CPs, Government representatives, other humanitarian actors (Government representatives, INGOs and UN)	Desk review KIs	Qualitative analysis and data triangulation
	Extent to which the design of the activity is aligned and complementary with the design of similar programmes in the Kachin and Northern Shan States	Context-related documents KIs from WFP CO and SO, CPs, other humanitarian actors (Government representatives, INGOs and UN)	Desk review KIs	Qualitative analysis and data triangulation

Q5. SUSTAINABILITY: Q.5 To what extent has the WFP relief programme been connected with other actors' programmes from January 2016 to December 2019 and devised an exit strategy from its relief operations?				
Q.5.1 To what extent is the WFP relief programme connected with its other activities and with the livelihood activities of other external actors?	Pre and post project M&E documents showed that assistance has been used to develop livelihoods activities	Project documents (PDMs)	Desk review	Qualitative analysis and data triangulation
	Extent to which WFP SO1 activities and WFP SO2 activities are connected and implemented as a comprehensive package contributing to restoring the livelihoods of IDPs	Desk review: comparison of targets are of various project areas (PDMs) KIs from WFP CO and SO, CPs, other humanitarian actors (Government representatives, INGOs and UN)	Desk review KIIs	Qualitative analysis and data triangulation
	Extent to which beneficiaries consider that the assistance WFP provided has contributed to sustainably ensuring their livelihoods, and reasons why/why not	Project and context-related documents FGD with beneficiaries Survey of beneficiaries	Desk review FGDs Survey	Qualitative and quantitative analysis and data triangulation
Q.5.2. To what extent has WFP designed and implemented an exit strategy that is suitable to the context in Kachin and Northern Shan States taking into account the sex, age and populations with specific needs?	A documented exit strategy has been discussed, thought of, designed, and/or implemented by WFP CO to move from relief activities to an early-recovery and longer term approach	Project and context-related documents: strategy documents, annual reports, etc. KIs from WFP CO and SO, CPs, other humanitarian actors, Government representatives (Government representatives, INGOs and UN)	Desk review KIIs	Qualitative analysis and data and data triangulation
	Reported capacity building of CPs and the Government resulting from the implementation of SO1, as well as capacity-building initiatives from WFP	KIs from WFP CO and SO, CPs, other humanitarian actors, (Government representatives, INGOs and UN)	KIIs	Qualitative analysis and data and data triangulation

The table below captures the changes that were made during the inception phase to the phrasing and scope of some of these evaluation questions.

Evaluation question from the ToR	Proposed evaluations	Rationale for adjusting
<p>Relevance:</p> <p>To what extent have the design and modalities (including CBT) of Activity 1 been relevant to the needs of the assisted people, particularly vulnerable group of people such as elderly, children, women, etc., over time?</p> <p>Has WFP responded with appropriate assistance following camp closures, and is the package provided to returnees and those who resettle appropriate?</p>	<p>Relevance: Q.1: To what extent has WFP assistance been relevant and appropriate from January 2016 to December 2019 to meet the needs of conflict-affected people in Kachin and Northern Shan, particularly vulnerable groups of people such as elderly, children, women, etc., over time?</p> <p>Q.1.1 To what extent has the choice of modalities of Activity 1 been relevant to the needs of the assisted people [men, women, elderly, people with disabilities] and the context in Northern Shan and Kachin States?</p> <p>Q.1.2 To what extent has the design of Activity 1 been based on a comprehensive need assessment of target population, particularly vulnerable groups of people such as elderly, children, women, etc., and is targeting the most affected by the conflicts?</p> <p>Q.1.3. To what extent has the assistance provided by WFP been and remained appropriate over time?</p>	<p>The research team has broken down the first question into 2 to study the relevance of the choice of the modality and the design (condition, restriction, etc.) separately. For instance, the modality could be relevant, but design decisions could impact the relevance/appropriateness of that modality.</p> <p>The question on appropriateness was broadened and thus is not only focusing on camp closures, because camp closures started mid-2019 and have reportedly happened on a limited scale (source: KI during inception visit). The focus on camp closures was deemed outside of the time scope of the evaluation, hence the proposition to broaden the appropriateness criteria.</p>
<p>Effectiveness:</p> <p>To what extent has Outcome 1 – to meet the food and nutrition needs of crisis-affected people in food-insecure areas all year round – been achieved?</p> <p>Why has or why hasn't Outcome 1 been achieved? What are the factors that positively or negatively influenced the ability of WFP Myanmar to reach the targets?</p>	<p>Effectiveness: Q.2 To what extent were targeted crisis-affected people in food insecure areas able to meet their food needs all year round from January 2016 to December 2019 in Kachin and North Shan states?</p> <p>Q.2.1 To what extent has Outcome 1 – to meet the food needs of crisis- affected people [men, women, elderly, people with disabilities] in food-insecure areas all year round – been achieved from 2016-2019?</p> <p>Q.2.2 To what extent has Outcome 1 had unintended positive or negative outcomes for crisis-affected people [men, women, elderly, people with disabilities] in food-insecure areas all year round?</p>	<p>The second question proposed by WFP became an indicator/source of judgement of the first question.</p> <p>Instead, the ET proposed to look at unintended outcomes, because we felt it was not sufficiently captured in the ToR. It would have also been a missed opportunity given the learning objective of the evaluation.</p> <p>The last question about coordination was overlapping with the proposed criteria of coherence and sustainability (which became connectedness). This question is instead answered there.</p>

<p>How effective is food security coordination especially in areas inaccessible by WFP?</p>		
<p>IMPACT:</p> <p>What impact has WFP's cash assistance had on women's capacity to participate in the leadership role of the community a'd women's role within the family?</p>	<p>Q3. What impact has WFP's cash assistance had on women's capacity to participate in the leadership role of the community and 'n women's role within the family?</p> <p>Q.3.1 What impact has WFP's cash assistance had on women's capacity to participate in the leadership role of the community?</p> <p>Q.3.2 What impact has WFP's cash assistance had on 'n women's role within the family?</p>	<p>2</p>
<p>Efficiency</p> <p>How efficient was WFP Myanmar's assistance to crisis-affected people overall in terms of timeliness and cost-effectiveness?</p> <p>Which modality (cash or food) was more efficient in terms of timeliness and cost-effectiveness?</p>	<p>No efficiency questions included.</p>	<p>After discussion with WFP's CO, Efficiency was removed from the scope of the evaluation, because:</p> <ul style="list-style-type: none"> a. Only one modality has been implemented during the time scope of the evaluation, making it impossible to compare 2 modalities. b. Access to budget data was deemed unlikely by the ET and the Evaluation Manager.
<p>Sustainability</p> <p>To what extent has WFP and other humanitarian actors' collective response helped to sustain the livelihoods of the conflict-affected people?</p> <p>To what extent have returnees who have resettled been able to re-establish their livelihood and food security?</p>	<p>Sustainability: Q.5 To what extent has the WFP relief programme been connected with other actors' programmes from January 2016 to December 2019 and devised an exit strategy from its relief operations?</p> <p>Q.5.1 To what extent is the WFP relief programme connected with its other activities and with the livelihood activities of other external actors?</p> <p>Q.5.2. To what extent has WFP designed and implemented an exit strategy that is suitable to the context in Kachin and Northern Shan States taking into account the sex, age and population with specific needs?</p>	<p>The ET deemed that the sustainability criteria, as phrased, need to be rephrased because:</p> <ul style="list-style-type: none"> a. For emergency activities, the OECD DAC criteria are often replaced by connectedness b. KIs with WFP staff during the inception visit confirmed that the CO staff were more interested in insights into connectedness and their exit strategy. <p>Hence the proposed rephrasing, which was decided collectively between the country office and the ET during the end of inception visit presentation.</p>

<p>Coherence</p> <p>To what extent have responses by the Government, UN agencies and other humanitarian actors been coordinated in effectively addressing the needs of the affected people considering their gender, age and vulnerability?</p>	<p>Coherence: Q.4 To what extent has WFP assistance been and remained coherent with its internal policies and complementary with the intervention of other actors from January 2016 to December 2019 in Kachin and Northern Shan?</p> <p>Q4.1 To what extent is WFP’s intervention aligned with its internal policies on gender and protection, and more broadly with humanitarian guidelines and principles?</p> <p>Q4.2 To what extent is WFP’s intervention coherent and complementary and coherent with those of UN agencies and other humanitarian actors in the Kachin and Northern Shan States?</p>	<p>The question remained the same. The ET chose to split the question into 2, looking first at coherence with internal procedures (including gender and protection policy, a strong focus in the ToRs) and with external activities implemented by other actors as explained in the ToR.</p>
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Annex 4: Team composition and workplan

The ET was composed of 4 team members, including 2 international experts and 2 local experts.

125. **Mr. Clément Charlot** was the Team Leader for this evaluation. Clément is one of Key Aid Consulting’s co-founders. He has over 8 years of experience in the humanitarian sector, implementing and evaluating emergency and early recovery projects. He conducted qualitative and quantitative research and evaluations for clients such as UNRWA, MSF, the World Bank, WFP, British Red Cross, in various contexts throughout Asia, the Middle East and Africa. With Key Aid Consulting, Clément has acted as Team Leader on various mixed-methods evaluations, such as the evaluation of UNRWA’s food assistance in the Gaza strip. He has also led multi-country evaluations with large teams of consultants and enumerators for Save the Children and HelpAge, among others. Having managed several countrywide quantitative data collections, Clément brings a strong practical and technical knowledge of primary data collection and data management. He also has an in-depth understanding of cash and market-based programming for crisis and recovery response.
126. **Mr. Cedric Fioekou** was a Team Member. Cédric is a Food Security and Livelihoods specialist with over 10 years of experience managing and evaluating humanitarian projects working with Madera, Caritas, Action Contre la Faim (ACF) and Solidarités International (SI). Being the Food Security and Livelihood Advisor and Cash & Market Focal point within SI’s headquarters, he has conducted several internal evaluations, supported the design of tools and guidelines and was responsible for the quality of FSL evaluations for several humanitarian donors. He has an in-depth understanding of cash and market-based programming for crisis and recovery response.
127. **Ms. Wai Wai Lwin** was a local Team Member for this consultancy. Wai Wai Lwin joined "WE Generation Network" in June 2016. She works to ensure the accountability of the private sector in the labour field, including the human rights impacts of foreign companies that invest in Myanmar. Prior to “WE Generation Network,” she served as Researcher Project Manager for “Business, and Human Rights Resource Center;” and Executive Director of a local NGO, “BadeiDha Moe.” In those positions, she focused on land rights issues, working alongside farmers in eviction and land confiscation cases, especially in areas with heavy foreign direct investment. Wai Wai Lwin seeks to encourage public accountability for the human rights impacts of foreign companies operating in Myanmar. She has explored various remedies to assist communities facing land disputes, including mediation and other informal grievance processes. Throughout all these experiences, she has worked on gender in her work. Recently, she has been leading the development of “Open Data Myanmar,” an effort to create an online database of land disputes in Myanmar with the goal of eventually helping communities resolve them. She has also facilitated several stakeholders consultations and has carried out a number of community-led social impact assessments. Prior to the Resource Center and BadeiDha Moe, she worked with INGOs and the UN on development, relief, and child rights programmes.
128. **Mr. Sai Syn Hwam** was a local Team Member for this consultancy. Sai has worked with MSF as a Project Coordinator for Medical Emergency Relief International, as a Programme Manager for Save the Children International, as an Assistance Field Officer for UNHCR, and as Regional Coordinator in Humanitarian Assistance and Resilience Programme Facility - DFID. Sai’s core competencies are in the fields of humanitarian response, peace and security, conflict analysis and stakeholder analysis. His practical experiences include managing humanitarian responses in conflict-affected areas, including Northern Shan, Kachin and Rakhine. Specifically, Sai has worked in programme management and was actively involved in the assessment and evaluation of a Cash-Based Intervention in Northern Shan and Kachin throughout his time with Humanitarian Assistance and Resilient Facility - DFID. In addition, he has been involved in multiple evaluations with Save the Children in Northern Shan and Kachin States.

Table 9: Sample Team composition and workplan

Team Members	Primary Role	Specific tasks within the Evaluation	Dates
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Clement Charlot	Team Leader	<p>Overall responsibility:</p> <ul style="list-style-type: none"> ▪ Producing all deliverables ▪ Coordinating work within the ET ▪ Overseeing quantitative and quantitative data collection ▪ Conducting KIIs and FGDs in Yangon, Kachin and Northern Shan ▪ Representing the ET and conducting the final presentation ▪ Liaising with the client 	Entire duration of the consultancy
Cédric Fioekou	Team member (1)	<p>Overall responsibility:</p> <ul style="list-style-type: none"> ▪ Contributing to all deliverables, in particular the evaluation methodology and the final evaluation report ▪ Overseeing qualitative data collection ▪ Conducting KIIs and FGDs in Yangon, Kachin and Northern Shan 	Entire duration of the consultancy
Wai Wai Lwin	Team member (2)	<p>Overall responsibility:</p> <ul style="list-style-type: none"> ▪ Conducting qualitative data collection in Kachin and Northern Shan States ▪ Supervising the quantitative data collection in Kachin ▪ Liaising with relevant authorities and actors to obtain access ▪ Recruiting enumerators where necessary ▪ Conducting ad-hoc translation when required ▪ Conducting a final dissemination in country (either in Northern Shan or Kachin) ▪ Contributing to deliverables 	Entire duration of the consultancy
Sai Syn Hwam	Team member (3)	<p>Overall responsibility:</p> <ul style="list-style-type: none"> ▪ Conducting qualitative data collection in Northern Shan ▪ Supervising the quantitative data collection in Northern Shan ▪ Liaising with relevant authorities and actors to obtain access ▪ Recruiting enumerators where necessary ▪ Conducting ad-hoc translation when required 	Entire duration of the consultancy

		<ul style="list-style-type: none"> ▪ Conducting a final dissemination in country (either in Northern Shan or Kachin) ▪ Contributing to deliverables 	
Henri Leturque	Quality Assurance	Overall responsibility: Reviewing deliverables before their submission to the client	Entire duration of the consultancy

129. In addition to the team of consultants, the ET recruited a team of enumerators from WFP CO's rosters to conduct the survey.

130. The ET also hired translators on a regular basis. There were 1-2 translators from English to Kachin and 1 translator from Myanmar to Kachin.

131. The evaluation timeline is detailed in the table below:

Table 10: Evaluation Timeline

Responsible Stakeholder	Activities	Key dates
Inception phase		
Evaluation manager	Briefing core team/inception mission	Week 49 (2019)
ET	Desk review of key documents by ET	Weeks 49-50 (2019)
Team leader	Submission of preliminary draft Inception Report (IR)	Week 51 (2019)
Team leader and Team member 2	Inception visit (January 8 th -10 th)	Week 2 (2020)
Team leader	Submission of draft Inception Report (IR) with quality assurance of draft IR by Evaluation Manager using the Quality Checklist (QC)	Week 3
Evaluation manager	Sharing of draft IR with outsourced quality support service (DEQAS)	Week 4
Evaluation manager	Revise draft IR based on feedback received by DEQAS and Evaluation Manager	Week 4
Evaluation manager	Circulate draft IR for review and comments to the Evaluation Review Group (ERG), Regional Bureau and other stakeholders	Week 5
Evaluation manager	Consolidate comments	Week 5
Team leader	Revise draft IR based on stakeholder comments received	Week 5
Team leader	Submission of final revised IR	Week 6

Evaluation manager	Submits the final IR to the EC for approval	Week 7
Evaluation manager	Sharing of final inception report with key stakeholders for information	Week 7
	Deliverable (e.g. Inception Report)	
Data collection and Analysis		
Evaluation manager	Briefing ET at CO	Week 7
ET	Data collection	Weeks 7-9
ET	In-country debriefing(s)	Week 9
ET	Analyse the collected data	Weeks 10-12
ET & WFP staff	Meeting to discuss to preliminary conclusion and recommendations	Week 13
ET	Draft evaluation report	Weeks 12-14
Evaluation manager	Sharing of draft Evaluation Report (ER) and quality assurance by Evaluation Manager using the QC	Week 14
Team Leader	Revise draft ER based on feedback received from Evaluation Manager's quality assurance	Week 15
Evaluation manager	Sharing of draft ER with outsourced quality support service (DEQAS)	Week 16
Evaluation manager	Revise draft ER based on feedback received by DEQAS	Week 17
Evaluation manager	Circulate draft ER for review and comments to ERG, RB and other stakeholders	Week 18
ET	Validation workshop	Week 18 or 19
Evaluation manager	Revise draft ER based on stakeholder comments received	Week 19
Evaluation manager	Submit the final ER to the EC for approval	Week 20
Evaluation manager	Sharing of final evaluation report with key stakeholders for information	Week 20
	Deliverable (e.g. Draft Evaluation Report)	
Dissemination and follow-up		
WFP	Prepare management response	Week 21
ET	Hold dissemination workshop (in Kachin and Shan) in WFP office	Weeks 22-24
Evaluation manager	Share final evaluation report and management response with Office of Evaluation for publication	Week 24
	Deliverable (e.g. PowerPoint presentation)	

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Annex 6: Sampling strategy

While WFP CO and the ET initially discussed reaching a sample size of approximately 300 households per state to present state-specific findings, they agreed to reduce the sample size to align it to the available resources.

Therefore, based on resources available, the ET opted for a confidence level of 95% and a margin of error of 6%. As a result, the sample size in each state was as follows:

Table 11: Planned sample size per state

	Kachin	Northern Shan
Population size (HH)	8,235	5,833
Confidence level	95%	95%
Margin of error	6%	6%
Sample size	266	253

The ET implemented a similar sampling strategy to WFP’s PDMs, i.e. 2-stage cluster sampling. Clusters, i.e. camps, were selected and then within each cluster, the ET sampled households using Simple Random Sampling.

During the inception phase, the ET, with the support of the heads of SO and the Evaluation Manager, identified the townships/camps that the ET would be able to visit and those which would not be accessible, either because they are too far or they require a specific authorisation. In Kachin State, 61 camps were selected out 116 potential camps. In Northern Shan, 17 camps were selected out 20. The Team Leader randomly selected 15 camps²⁶³ in each state as follows:

- c. He sorted camps by alphabetical order, then by cluster.
- d. He calculated a sampling interval dividing the population in the potential camps to visit by the number of camps to sample.
- e. The first camp on the list was selected thanks to a random start, randomly generated with an excel formula.

Table 12: Methodology used to sample camps

	Kachin	Northern Shan
Population of camps to visit	4,615	5,833
Sampling interval	308	110
Random start	4,383	1,438
Survey/camp	17.7 (rounded up at 18)	18.1 (rounded up at 19)

²⁶³ For each state, the head of SO clustered camps with similar characteristics (area, remoteness) to ensure that camps from each cluster would be visited. In total, there are 5 clusters in Kachin and 4 in Northern Shan. Having prepared the detailed travel plan (factoring in all field and logistics constraints, the ET calculated the maximum number of camps it would be possible to visit in each state. The team aimed to visit 15 in Kachin State and 14 in Northern Shan State.

The selected camps and sample per camps for Northern Shan State are summarised in the table below:

Table 13: Sample size in Northern Shan (option 1)

Include/exclude	Cluster	Township	IDP camps	HH	Cumulative pop size	Sample size
Yes	C_1	Namhkan	Bang Lung	109	109	19
Yes	C_1	Namhkan	Jaw (1)	62	171	19
Yes	C_1	Namhkan	Jaw (2)	38	209	
Yes	C_1	Kut Kai	Kut Kai KBC 1	55	264	19
Yes	C_1	Kut Kai	Kut Kai KBC 2	33	297	
Yes	C_1	Namhkan	Nay Win Nyi	74	371	19
Yes	C_1	Namhkan	St. Thomas	40	411	
Yes	C_2	Kut Kai	Mine Yu Lay	94	505	19
Yes	C_2	Kut Kai	Namt Pha Kar KBC	53	558	
Yes	C_2	Kut Kai	Namt Pha Kar Palawng	34	592	19
Yes	C_3	Namhkan	Mine Wee	63	655	
Yes	C_3	Kut Kai	Mone See KBC	38	693	19
Yes	C_3	Kut Kai	Mone See RC	18	711	
Yes	C_4	Mansi	Man Wein Gyi KBC 1	115	826	19
Yes	C_4	Mansi	Man Wein Gyi KBC 2	113	939	19
Yes	C_4	Mansi	Man Wein Gyi RC 1	459	1398	76
Yes	C_4	Mansi	Man Wein Gyi RC 2	136	1534	19
No		KonKyan	Konkyan	2901	4435	
No		Kut Kai	Kut Kai RC	25	4460	
No		Lauk Kaing	Lauk Kaing	1373	5833	
						266

The selected camps and sample per camps for Kachin State are summarised in the table below:

Table 14: Sample size in Kachin (option 1)

Include/exclude	Cluster	Township	IDP camps	HH	immulative pc	Sample
Yes	C_5	Bhamo	AD-2000 Tharthana Compound	173	173	18
Yes	C_5	Momauk	Dawt Phone Yang	4	177	
Yes	C_5	Mohnyin	Hopin Host Families	26	203	
Yes	C_5	Bhamo	Htoi San Church	39	242	
Yes	C_5	Momauk	IDPs in Host (Momauk)	105	347	
Yes	C_5	Bhamo	Lisu Boarding-House	145	492	18
Yes	C_5	Momauk	Man Bung Catholic compound	102	594	
Yes	C_5	Mohnyin	Moeyin Host Families	11	605	
Yes	C_5	Momauk	Momauk Baptist Church	411	1016	36
Yes	C_5	Bhamo	Mu-yin Baptist Church	13	1029	
Yes	C_5	Mohnyin	Nawng Ing (Indawgyi) Baptist Church	26	1055	
Yes	C_5	Bhamo	Phan Khar Kone Baptist Church	91	1146	
Yes	C_5	Bhamo	Returne/ Resettlement (from Bhamo, Momauk, Mansi)	50	1196	
Yes	C_5	Bhamo	Robert Church	521	1717	54
Yes	C_5	Mohnyin	St. Patrick Catholic Church	11	1728	
Yes	C_6	Momauk	Loi Je Baptist Church	35	1763	
Yes	C_6	Momauk	Loi Je Catholic Church	91	1854	
Yes	C_6	Momauk	Loi Je Lisu Camp	201	2055	18
Yes	C_6	Momauk	Nyaung Na Pin	47	2102	
Yes	C_6	Momauk	Seng Ja Baptist Church	42	2144	
Yes	C_7	Hpakant	5 Ward RC Church(lon Khin)	66	2210	
Yes	C_7	Hpakant	AG Church, Hmaw Si Sa	71	2281	18
Yes	C_7	Hpakant	AG Church, Maw Wan	13	2294	
Yes	C_7	Hpakant	Baptist Church, Hmaw Si Sar(Lon Khin)	34	2328	
Yes	C_7	Hpakant	<i>Dhama Rakhita, Nyein Chan Tar Yar Ward(Lon Khin)</i>	69	2397	
Yes	C_7	Hpakant	Hpakant Baptist Church, Nam Ma Hpiti	91	2488	
Yes	C_7	Hpakant	Lawa RC Church	47	2535	
Yes	C_7	Hpakant	Lawng Hkang Shait Yang Camp (Lel Pyin)	120	2655	18
Yes	C_7	Hpakant	Lisu Baptist Church, Maw Shan Vil., Seik Mu	18	2673	
Yes	C_7	Hpakant	Lisu Baptist Church, Maw Wan Ward	10	2683	
Yes	C_7	Hpakant	Muyin church (Aung Yar pre-school compound)	25	2708	
Yes	C_7	Hpakant	Nant Ma Hpiti Catholic Church	46	2754	
Yes	C_7	Hpakant	Ward 2 Sai Taung Baptist Church, Seik Mu	31	2785	
Yes	C_7	Hpakant	Yumar Baptist Church	14	2799	
Yes	C_8	Hpakant	Hlaing Naung Baptist	30	2829	
Yes	C_8	Hpakant	Karmaing RC Church	14	2843	
Yes	C_8	Hpakant	Shar Du Zut KBC church	26	2869	18
Yes	C_9	Myitkyina	Du Kahtawng Baptist	40	2909	
Yes	C_9	Myitkyina	Jan Mai Kawng Baptist Church	188	3097	
Yes	C_9	Myitkyina	Jan Mai Kawng Catholic Church	66	3163	
Yes	C_9	Myitkyina	Jaw Masat Camp	132	3295	18
Yes	C_9	Myitkyina	Ka Bu Dam CoC	13	3308	
Yes	C_9	Myitkyina	Kyun Pin Thar Baptist Church	35	3343	
Yes	C_9	Myitkyina	Le Kone Bethlehem Church	71	3414	
Yes	C_9	Myitkyina	Le Kone Ziun Baptist Church	108	3522	
Yes	C_9	Myitkyina	Maliyang Baptist Church	57	3579	
Yes	C_9	Myitkyina	Man Hkring Baptist Church	96	3675	
Yes	C_9	Myitkyina	Maw Hpawng Hka Nan Baptist Church	19	3694	
Yes	C_9	Myitkyina	Maw Hpawng Lhaovo Baptist Church	24	3718	
Yes	C_9	Myitkyina	Nan Kway St. John Catholic Church	54	3772	18
Yes	C_9	Myitkyina	Njang Dung Baptist Church	70	3842	
Yes	C_9	Myitkyina	Pa Dauk Myaing(Pa La Na)	142	3984	
Yes	C_9	Myitkyina	Pa Dauk Myaing(Pa La Na)-II	220	4204	18
Yes	C_9	Myitkyina	Shatapru Sut Ngai Tawng	88	4292	
Yes	C_9	Myitkyina	Shatapru Thida Aye Baptist Church	24	4316	
Yes	C_9	Myitkyina	Shwe Zet Baptist Church	86	4402	18
Yes	C_9	Myitkyina	Tat Kone Baptist Church	82	4484	
Yes	C_9	Myitkyina	Tat Kone COC Baptist - Tat Kone Htoi San	49	4533	
Yes	C_9	Myitkyina	Tat Kone Emanuel Church	17	4550	
Yes	C_9	Myitkyina	Tat Kone Galile Baptist Church	30	4580	
Yes	C_9	Myitkyina	Tat Kone San Pya Baptist Church	35	4615	

In each camp, households were sampled randomly from the FMC's list of available households. The supervisor randomly drew a sample from that thanks to a sampling interval method.²⁶⁴

²⁶⁴ A random start and a sampling interval (from 0 to 10) from a basket with pre-cut numbers.

As the enumerator team was able to conduct more surveys per day than the intended target, the overall sample was higher than what was initially budgeted. As a result, the margin of error in each state was slightly lower than anticipated.

Table 15: Planned and realised margin of errors

	Planned (Kachin)	Realised (Kachin)	Planned (Northern Shan)	Realised (Northern Shan)
Population size (HH)	8,235		5,833	5,833
Confidence level	95%		95%	95%
Margin of error	6%		6%	6%
Sample size	266		253	253

Annex 7: Evaluation stakeholders

Stakeholder analysis

The stakeholder analysis below was produced at the inception stage. It includes all stakeholders with a role in the evaluation, which is captured below. The team produced a list of KIs that includes their names, organisations, positions and contact details based on this matrix.

Table 16: Stakeholder analysis and mapping

Stakeholder		Interest in the [CSP and the PRRO 200299]	Involvement in Evaluation and likely use	Who (specifically for the Evaluation)
Internal (WFP) stakeholders				
Country (CO)	Office	<p>In charge of implementation at country level, the CO is directly involved in the evaluation and will be interested in the lessons learned to feed into decision-making. Moreover, it is accountable toward beneficiaries and partners regarding Activity 1.1 and SO1.</p> <p>The CO is a direct stakeholder in the evaluation and has an interest in making evidence-based decisions to refine programme design and adjust implementation.</p>	<ul style="list-style-type: none"> - The CO is the sponsor of the evaluation and manages it. - The CO will be an important source of information. - The CO managers will participate in an internal and external debriefing at the end of the information gathering phase. - The CO, more specifically the Evaluation Committee and possibly the Evaluation Reference Group (ERG) will produce a management response. - As a key user of the evaluation, the CO will prepare the "management response" after the submission of the final version of the evaluation report and will ensure that the available results are used to contribute to the formulation of the programme strategy. 	<ul style="list-style-type: none"> - Country and Deputy Country Director - Head of Programme and collaborators (CBT, AAP, Monitoring & Evaluation (M&E), etc.). - Vulnerability Analysis and Mapping (VAM) - Logistics - Administration & Finance - Human Resources

Sub Offices (SO)	<p>There are 2 SOs in Lashio and Myitkyina, which significantly contributes to the implementation of the programme in their respective areas.</p> <p>The SOs have a direct interest in the findings and lessons-learnt of the evaluation.</p> <p>As much as possible, the SOs are interested in content of the evaluation that is as specific as possible to their respective areas of intervention.</p>	<ul style="list-style-type: none"> - The SO will be an important source of information. - The SO office representative will participate in an internal and external debriefing at the end of the information gathering phase. - The SO will be significantly involved in the organisation and the logistics of the data collection. They will support the ET. 	<ul style="list-style-type: none"> - Head of sub offices - WFP monitoring and evaluation officers
Regional Bureau (RB)	<p>Responsible for both supervising COs and providing technical advice and assistance, RB management is interested in an independent and impartial account of the evaluation observations in order to apply the lessons learned to other COs.</p>	<ul style="list-style-type: none"> - The Regional Evaluation Advisor will support the Evaluation Manager in conducting the process. - The RB will be a source of information for the ET. - The RB will comment on the products of the evaluation work. The RB will validate the "management response." 	<ul style="list-style-type: none"> - Regional Advisors (Relief, Nutrition and HIV, M&E, VAM, Regional Evaluation Advisor)
WFP Executive Board (EB)	<p>WFP is interested in the lessons that will emerge from the evaluation, particularly when they relate to WFP's strategies, policies, thematic areas, and intervention modalities.</p>	<ul style="list-style-type: none"> - Headquarters staff will not be directly involved in the evaluation process. - Headquarters staff will have access to the evaluation products and may be able to use them. 	NA
Office of Evaluation (OEV)	<p>The OEV is interested in ensuring that decentralized evaluations provide quality, and are credible and useful evaluations that respect the impartiality provisions and the roles and responsibilities of various participants.</p>	<ul style="list-style-type: none"> - The ET is not in direct contact with the evaluation office. - The final report will contribute to the production of the OEV annual report. 	NA
External stakeholders			

Beneficiaries	<p>As the ultimate beneficiaries of food aid, the challenge for WFP is to determine whether its aid is appropriate and effective, and the beneficiary populations' satisfaction levels. Thus, the beneficiaries' level of participation in the evaluation will be decisive and their respective opinions will be sought.</p>	<ul style="list-style-type: none"> - Beneficiaries will be a main source of information on the relevance, effectiveness and impact of the activities. - Beneficiaries will provide overall feedback on the assistance, both at the outcome and process level, and may suggest recommendations. - Their different perspectives based on their characteristics (male/female) and specific needs (people with disabilities, elderly) will be captured and reflected in the findings, conclusions and recommendations, when possible and relevant. - Returnees and relocated households will be source of information to evaluate WFP 6 month package. - The household survey will complement qualitative data. - The ET may not be able to share the evaluation results directly with the beneficiaries, as initially stated in ToR. There may be dissemination sessions taking place at the end of the field work, where national consultants would present. However, the planning has not started due to COVID-19. 	<ul style="list-style-type: none"> - Beneficiaries of food assistance met in groups disaggregated by sex and through survey. - Beneficiaries of CBT assistance met in groups disaggregated by sex and through survey. - Beneficiaries of relocation assistance met in groups disaggregated by sex and through survey.
Food Management Committee (FMC)	<p>In each IDP camp, a FMC composed of male and female beneficiaries is involved as a CP to coordinate and plan activities. They act as a point of entry in the camp and may be a rich source of information on what's happening in the camps. Furthermore, WFP monitors that women are involved in the decision-making of such groups as part of its gender policy. Therefore, FMC's participation in the evaluation will be</p>	<ul style="list-style-type: none"> - FMCs will be an important source of information on the relevance, effectiveness and impact of the activities. - They are expected to provide feedback on the situation in the camps that they oversee, in addition to their own personal situation. - FMCs will play a key role for the survey and the FGDs by giving the team access to the list of beneficiaries and helping them find participants and respondents. 	<ul style="list-style-type: none"> - Members of management and/or targeting committees met in a group either together or disaggregated by sex.

	decisive to conduct the survey and also FGDs.		
Government	The Department of Disaster Management (DDM) under the Ministry of Social Welfare has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest.	<ul style="list-style-type: none"> - Government institutions directly involved in the implementation of the CSP will be consulted by the ET at the national level and in the field. - Government institutions will be invited to participate in the external debriefing. - Government institutions will also have access to the final report, which they can use in their dialogue with WFP. 	<ul style="list-style-type: none"> - National Direction of Disaster Management Department and representatives at state level. - National Direction of Relief and Resettlement (MoSWRR) and state representatives.
NGOs/CPs	<p>NGOs are WFP's partners in the implementation of certain activities, but also have their own interventions. World Vision, Karuna Mission Social and Myanmar's Heart Development Organisation have important data and information that will inform the evaluators' opinions on the relevance of the activities and the quality of the results. The results of the evaluation may affect future implementation modalities, strategic orientations and future partnerships.</p> <p>Other NGOs that are not WFP partners but involved in livelihood, CBT or protection (ADRA, Trocaire, Oxfam, IRC, Kachin Women Peace Network, etc.) will be interviewed in order to better understand the coordination and connectivity aspect of the relief work.</p>	<ul style="list-style-type: none"> - All WFP NGO partners under the PRRO/CSP and active in the area of WFP's Intervention will be a source of information and will be met by the ET in the capital and in the field. - CPs will represent a significant source of information for this evaluation. 	<ul style="list-style-type: none"> - In the capital: FGD with all WFP partners for each field of activity (Nutrition, Relief, CBT) involving NGO partners for implementation. - At the sub-office level: meeting with implementing partners after field visits.

United Nations (UN) Agencies	The Humanitarian Country Team's (HCT) harmonised action should contribute to the achievement of the Government's development objectives. It therefore has an interest in ensuring that WFP's operation is effective in contributing to the common efforts of the UN. Various agencies are direct partners of WFP.	The HCT will be a source of information. WFP's partner agencies within the framework of the CSP and PRRO will be met by the ET in the capital and in the provinces when they are represented.	UNDP, FAO, OCHA, UNFPA, UNHCR & IOM.
Donors	WFP operations are funded on a voluntary basis by a number of donors. They are interested in knowing whether their finances have been spent efficiently and effectively to contribute to their own strategies and programmes.	<ul style="list-style-type: none"> - Major donors with representatives in Myanmar may be met by the ET depending on their availability (to discuss with WFP during the inception phase). - They will have the opportunity to comment on the draft report and will have access to the final report. 	Australia, Canada, Japan, United States of America, European Union.
Financial Services Providers (FSPs)	<p>FSPs are key to the implementation of CBT from relevance and operational point of view.</p> <p>Wave Money contributes in the effective implementation of CBT.</p>	- They are a source of information to understand the process of cash delivery.	Director of Wave Money & KBZ bank in the capital and office representatives at state level.

Stakeholder interviews

The ET conducted a total of 40 interviews, interviewing in total 50 stakeholders and thus meeting the target set in the inception report. The table below breaks down the stakeholder per category:

Table 17: Key informant interviews

	Interviews	Interviewees
Humanitarian actors (INGOs, NNGOs, UN agencies)	15	18
WFP staff (CO, SO)	17	22
CPs	5	6
FSPs	2	3
TOTAL	40	50

The ET did not include the name, position and organisation of interviews to ensure data anonymity, which is one of the quality standards set out at the inception stage.

Focus group discussions

Table 18: Focus Group Discussions in Kachin and Northern Shan

	Women	Male	FMC	Total
Kachin	8	6	8	22
Northern Shan	3	6	7	16
Total	11	12	15	38

Table 19: Participants in Kachin

KACHIN		Women	Male	FMC	
Township	Camp Name	Female	Male	Female	Male
Hpakant	AG Church, Hmaw Si Sa	8		1	9
Hpakant	Lawng Hkang Shait Yang Camp (Lel Pyin)			2	1
Hpakant	Shar Du Zut KBC church				
Myitkyina	Jaw Masat Camp	7	7	2	4
Myitkyina	Nan Kway St. John Catholic Church	8	4	1	2
Myitkyina	Pa Dauk Myaing(Pa La Na)-II	5	5	2	3
Myitkyina	Shwe Zet Baptist Church	9	2	1	2
Waingmaw	Maina Catholic Church (St. Joseph)	6			
Waingmaw	Maina KBC (Bawng Ring)				
Bhamo	AD-2000 Tharthana Compound				
Bhamo	Lisu Boarding-House	7		5	2
Bhamo	Robert Church				
Momauk	Momauk Baptist Church	22	18	3	5
Momauk	Loi Je Lisu Camp				
SUB TOTAL		72	36	17	28

Table 20: Participants in Northern Shan

Township	Camp Name	Women	Male	FMC	
				Female	Male
Mansi	Mant Wein Gyi KBC 1 Camp	6		2	3
Kutkai	KUTKAI KBC 1		7	3	2
Namkhan	Nay Win Ni	7		1	3
Mansi	Mant Wein Gyi RC 2	8			
Mansi	Mant Wein Gyi RC 1		10	1	3
Namkhan	Bang Lung		5	3	1
Kutkai	Mine Yu Lay			3	2
Namkhan	Nant Phat Kha Palaung		5		
Kutkai	Mone Si KBC		4	2	3
SUB TOTAL		21	31	15	17

Annex 8: Quality assurance processes

The Team Leader was the primary responsible person for the quality of the evaluation process and outputs at each respective stage. He ensured that all team members were adequately trained on using the different data collection tools. He made sure that best practices in data collection were applied to ensure its validity, consistency and accuracy. To ensure the credibility of the evaluation, he ensured a systematic and thorough triangulation process, wherein all data was systemically coded against specific indicators in the evaluation matrix. The data was analysed and triangulated when drawing the findings, conclusions and recommendations for this evaluation. The anonymised evaluation matrix was accessible to the Evaluation Manager for quality assurance.

All team members were independent from WFP and free from any potential conflict of interest. They ensured an independent data collection, including that no WFP staff was present during the interviews and clearly explaining the purpose (and independent nature) of the evaluation to participants.

During the inception phase, the following ethical issues were considered for the preparation/design, data collection, data analysis, reporting and dissemination phases. The safeguards and measures discussed in the table below were put in place to manage these issues. The Team Leader monitored and managed them during the implementation of the evaluation.

Table 21: Potential ethical issues and mitigation measures

Description	Mitigation measures
Respect cultural norms of the communities of interest, and avoid hypersensitive questions during the interview.	- The data collection tools were developed collectively with national team members.
Obtain appropriate consent when collecting data.	- The team systematically explained the purpose of the evaluation and interview. The team systematically obtained consent from interviewees and participants. - All team members followed and implemented the General Data Protection Regulation (GDPR) from the European Union when collecting, stocking, processing and using data.
Ensure the anonymity of the interviewees and participants.	- All interviews were conducted without WFP staff being present. - Data was stored on secured server and not shared with any third parties. - No beneficiary names were used in the report.
Do not harm to participants.	- The research team aimed to mitigate the impact on the livelihood of respondents /participants. - All beneficiaries were given an equal chance to participate in the survey via the sampling strategy. The sampling strategy was explained when arriving at each camp.

Henri Leturque was responsible for the overall quality assurance, and specifically the quality control of inception, interim and final evaluation reports before submission to the WFP Evaluation Manager. He verified the conformity of the products prepared by the ET against the DEQAS standards, whilst ensuring that all team members were cognisant of said standards. Henri was particularly familiar with these standards as he already undertook 8 WFP Operation Evaluations (OpEv's).

Annex 9: Evaluation limitations and mitigation strategies

The following table presents the limitations faced as part of the evaluation process and the associated mitigation strategies that were implemented.

Table 22: Limitations

Limitation	Mitigation measures
<p>Accessibility to site location: the conduct of an evaluation and, in turn, the quality of the deliverables is heavily contingent on access to programme sites. In this case, access was dependent on both WFP's internal procedures and those of the Myanmar authorities. Access was sometimes challenging, especially for the international team members who were for instance not allowed to travel to Northern Shan.</p>	<p>The evaluation manager and Team Leader submitted Travel Authorisations (TA) to the Myanmar authorities to access the various sites selected.</p> <p>The sampling of camps was constructed jointly with each head of sub-office, based on a list of camps that were accessible as of January 2020 to the ET. Camps for which TA was unlikely were not included in the potential list of camps to be sampled.</p> <p>Having a mixed team, i.e. 2 international and 2 national consultants, aimed to ensure the greatest level of access possible.</p> <p>The consultants all started the data collection in Kachin; where the survey was first implemented. This allowed the Team Leader to train one of the 2 national consultants in overseeing the team of enumerators.</p>
<p>Lack of access to beneficiary databases for sampling: as per WFP's data protection policy, the ET did not have access to beneficiary registration databases for sampling purposes.</p>	<p>Sampling was done in each camp using the camp's beneficiary list, which was available through the FMC. This took extra time, which was planned and budgeted for by the consultants.</p> <p>As such, the expectation was that each enumerator would be able to conduct a maximum of 4 surveys per day.</p> <p>Not having access to a sampling frame, the ET could not schedule surveys beforehand. As such, after sampling households from the camp lists available with the FMCs, thanks to a sampling step technique, on the same day as the data collection took place, the ET had to rely on the availability of the household representatives, which often were women.</p>
<p>Presenting disaggregated data based on gender and vulnerability: considering the lack of a sampling frame and the relative inexperience of enumerators, the ET was not be able to reach an equal representation between male and female respondents for the survey (93 men and 532 women). This limited the ability of the consultants to produce statistically significant disaggregated data for male respondents and people with disabilities (23 households surveyed).</p>	<p>The ET still presented gender disaggregated findings, while indicating the number of respondents for each question and adding caveats in the analysis when the sample was too small to draw general conclusions.</p>
<p>Evaluating the sustainability criterion: during the inception visit, WFP's CO expressed its desire to see the learning component focus on how to adapt to a change</p>	<p>The ET ensured that documents on camp closure policies and changes in the context were retrieved, coded and analysed.</p>

<p>in the context (such as camp closures) and to evaluate the extent to which the relief activity was sustainable.</p>	<p>During KIIs with WFP’s CO and SO, CPs, humanitarian actors and Government representatives, the ET ensured that the topic was sufficiently covered.</p> <p>The team also aimed to develop recommendations specific to this criterion.</p>
<p>Generating evidence and findings on a period of 4 years: the bulk of the primary data collected related to the most recent design and implementation phase of the relief programme. Interviewees, FGD participants, and survey respondents remembered more and were more comfortable talking about recent activities.</p>	<p>As a mitigation measure, the ET requested to have access to PDM databases.</p> <p>Access being denied, the team relied to the greatest extent possible on existing reports, be them internal and external to WFP. Complemented with KIIs with various stakeholders, the ET could present findings for the entire evaluation period.</p>
<p>The Omission of the egg during the data collection to assess the Food Consumption Score: Eggs were not clearly mentioned as a source of animal protein in the household survey. As such, it created a bias in the analysis.</p>	<p>In order to mitigate this bias, the ET calculated the average egg weekly consumption based on national per capita yearly egg consumption from FAOSTAT (5,4 kg per year, i.e. 42 egg). This means an average egg consumption frequency of one egg every 8.6 days which has been used as egg consumption once a week.</p> <p>The ET added the score of 1 to the weekly animal protein consumption collected during the household survey in order to better reflect the real consumption.</p> <p>Source: http://www.fao.org/faostat/en/#data/FBS and https://www.rvo.nl/sites/default/files/2016/03/Agriculture%20Factsheet.pdf</p>
<p>The irregularity of cereals weekly consumption for 73 respondents: Cereals consumption (rice) is usually consumed daily in Kachin and Northern Shan. 73 respondents did not report a daily consumption of rice during the household survey. This is particularly the case in Kuktai township where 71 out of 81 respondents did not.</p>	<p>In coordination with WFP VAM unit, the ET decided to delete all FCS data with a score on cereals lower than 7. As a result, the ET initially deleted 73 observations from the database, 71 of which were from Kuktai.</p> <p>The overrepresentation of Kuktai suggests that enumerators in Kuktai misunderstood the FCS. Therefore, the ET deleted all observations in Kuktai, i.e. 81 observations.</p> <p>In total, the ET removed 83 observations from the FCS, thus reducing the sample to 298 in Kachin 244 in Northern Shan for that question specifically, and not reporting the FCS for Kuktai.</p>

Annex 10: Data Collection Tools

Disclaimer – Not all questions were asked to all KIs and FGD participants.

KII guide

This evaluation has been commissioned by WFP Myanmar Country Office (CO) and will cover the period **from January 2016 to December 2019**. It covers WFP's relief food and cash assistance to conflict-affected people in Kachin and Northern Shan States. The objectives are accountability and learning.

The evaluation aims to assess and report on the performance and results of the **food security relief activities** provided to Internally Displaced People (IDPs) and determine the reasons why certain results occurred or not in order to examine, reflect on and synthesize lessons learned.

Information collected during the interview will be used to understand achievements and ways to improve. Whenever necessary, information that you provide will be anonymised. The evaluation report will not mention any person specifically and will only refer to organisations, if data shared are public, or if legal representatives gave their authorisation beforehand.

Do you agree to participate to the interview? [Record consent in transcript]

Name:

Position:

Organisation:

Email:

Introduction

WFP/Cooperating partners

1. What is your role and responsibilities?
2. How are you involved in the implementation of the Relief Activity (Strategic Outcome 1, Activity 1.1)?

Humanitarian organisation/Government representatives

3. What is the type of activities did you implement in Kachin and Northern Shan? Among these activities, which ones focus on displaced people and/or conflict-affected populations?
4. In which area(s) of Kachin and/or Northern Shan are you implementing interventions?

Evaluation question 1: Relevance (in case of interview at national level, do not hesitate to ask specification by zone of interest, i.e. Kachin and Northern Shan)

Q1.1: To what extent has the choice of Activity 1's modalities been relevant to the needs of the assisted people and to the context in the Northern Shan and Kachin States?

Humanitarian organisation/ WFP/ Cooperating partners

5. Which modality/combination of modalities are you using to deliver the relief activities to the conflict-affected population? And more specifically to the IDPs?

- a. Have different types of transfers been considered? Was the option to combine different transfer types considered?
6. What were the main criteria used to make the decision? How so?
[probe: market, predicted effectiveness, impact, efficiency and cost, risk, protection, capacity, delivery mechanism, preference, local and national authority's preference]
- a. What sources of information / decision-making guidance were used to inform the decision?
[probe: market assessments, needs assessments, previous evaluations, previous experience]
 - b. Do you have documents that were used to inform the decision available (CVA feasibility assessment, market assessment, need assessment)?
7. Which stakeholders were consulted *[probe: partners, donors, government, traders, affected populations]*?
- a. How was the affected population consulted when selecting the modality?
 - b. What were the risks identified for the most at risk populations (women, elderly, boys & girls, people with specific needs, etc.)? How have these risks been mitigated at design and implementation-phase?

Government

- 8. Can you explain why WFP chose the current the transfer modality?
 - a. Was the choice of transfer modality reasonable?
 - b. Could another form of transfer potentially have been chosen or considered more strongly? Why?
- 9. How was the Government involved in the decision-making process?

Q1.2.2 To what extent has the design of Activity 1 been based on a comprehensive need assessment of the target population, particularly vulnerable groups of people such as elderly, children, women, etc., and is targeting focused on the groups that are the most affected by the conflicts?

Humanitarian organisations/ WFP/ Cooperating partner/Government

- 10. What are the main needs of the conflict-affected population?
 - a. Are there some differences according to gender, specific vulnerabilities, or status (IDPs vs. host communities)?
- 11. To what extent do you consider that these differences have been included in the WFP relief programme design? Are there some way of improving this inclusion?
- 12. What are the criteria of selection for the relief activities?
 - a. What are the basic criteria to select beneficiaries?
 - b. And what is the role of the food management and camp management committees in setting up these criteria?
 - c. What was the methodology used to define these criteria?
 - d. How do you minimise the inclusion and exclusion effect? What are the risks and the mitigation measures? What improvements can be implemented to limit this phenomenon?

WFP/ Cooperating partners

- 13. In your opinion to what extent are the affected populations aware of the process and outcome of the targeting?
 - a. How do you ensure the beneficiaries are aware of the targeting's process and outcome?

14. What are the risks that you see/foresee/experiences in terms of protection and gender the relief activity?
 - a. How have these risks been integrated in the design and implementation of the relief program?
 - b. Are there any weaknesses in the integration of protection and gender issues in the implementation of relief activities?
 - c. What do you think can be done better in the integration of the protection and gender in design and implementation phase? What else could be done?
15. How does the accountability and grievance mechanism?
 - a. What are the beneficiaries' top grievances?
 - b. Can you explain to me how it works and how you use it in your day-to-day work?
 - c. What is the accountability and grievance mechanism for the beneficiaries?
 - d. How are the beneficiaries aware of the existence and use of the accountability and grievance mechanism? How do you ensure the beneficiaries are aware of this mechanism?
16. Do you consider this mechanism to be an effective way to collect the grievance and provide feedback? How do you measure its effectiveness of collecting grievance?
 - a. Are there any areas of improvement in the accountability and grievance mechanism in order increase the relevancy of the relief support?
 - b. What do you think should be done to improve the mechanism to maximise the usefulness of the mechanism?

Q.1.3 To what extent has the assistance WFP provided been and remained appropriate over time?

Humanitarian organisations/Government

17. To what extent do you think that WFP's assistance considers the needs of the targeted population?
 - a. What about people with specific needs, e.g. returnees? Can you explain why?
18. Have these needs changed over time due to change in the context? How so?
19. Do you consider that WFP answers sufficiently take into account these changes? Can you explain?

[probe: change integrated, not integrated, transfer value, transfer mechanism, non-government control area, return to in-kind]?

WFP/ Cooperating partners

20. To what extent do you think that WFP's assistance considers the needs of the targeted population?
 - a. What about people with specific needs, e.g. returnees? Can you explain why?
 - b. What about the elderly, women-headed households, etc.?
21. Why are the entitlements/targeting criteria (within IDPs) different between Northern Shan and Kachin States? Which option is the most appropriate and why?
22. Have these needs changed over time due to change in the context?
 - a. What methodology is in place to monitor the evolution of the needs and the context? What is the mechanism to include the result of the monitoring in the program's implementation?
 - b. Is the WFP transfer value and duration appropriate to meet programme objectives? Can you explain?
23. Were there any delays related to the choice of transfer? If so, what caused the delays? What were the consequences?

24. What are the main changes/adjustments in programme implementation that occurred over the period the evaluation covers? What was the rationale behind these changes?

Evaluation question 2: Effectiveness (in case of interview at national level, do not hesitate to ask specification by zone of interest, i.e. Kachin and Northern Shan)

Q2.1 Has Outcome 1 – to meet the food needs of crisis- affected people in food-insecure areas all year round – been achieved from 2016-2019?

Humanitarian organisations/Government/WFP/ Cooperating partners

25. To what extent do you think that the unconditional Food / CBT provision to conflict-affected population helped lead to the achievement of the CSP outcome: Crisis-affected people in food-insecure areas meet their food and nutrition needs all year round?

a. Can you explain to which extent and why?

26. What are the main benefits of the relief program? What do you think are the main downsides?

a. What did the WFP transfer enable people to do that they might not otherwise have been able to do? What changes occurred as a result of the transfer?

27. Were people able to access vendors? Was the market able to provide the right goods, of the right quality and at the right price?

WFP/ Cooperating partners

28. Was the specific delivery mechanism successful in delivering the transfer to recipients? Were any major challenges encountered?

29. Can explain which factors contributed to the achievement of the outcome (or lack thereof)?

Q2.2 To what extent has Outcome 1 had unintended positive or negative outcomes for crisis-affected people in food-insecure areas all year round?

Humanitarian organisations/Government/ WFP/ Cooperating partners

30. Besides improving access to food, are there some unintended outcomes (positive or negative) of the relief assistance on the household, environment (including market), and/or relation at community level (host and IDPs)? Can you explain which effects have occurred and why?

31. What are the unintended outcomes (positive or negative) of the relief activity?

a. How did WFP/CP monitor unintended outcomes?

b. How have the negative outcomes been considered and mitigated by WFP during implementation?

c. How did WFP mitigate them from WFP to Cooperating partner?

32. Has WFP assistance resulted in any positive or negative impacts on households beyond the stated objective?

33. Has WFP assistance resulted in any positive or negative impacts on non-beneficiaries and host communities?

Evaluation question 3: Impact (in case of interview at national level, do not hesitate to ask specification by zone of interest, i.e. Kachin and Northern Shan)

Q.3.1 What impact has WFP's cash assistance had on women's capacity to participate in the leadership role of the community, and on women's role within the family?

Humanitarian organisations/Government/ WFP/ Cooperating partners

34. Has the choice of transfer caused, increased or reduced any tensions in the household? Within the community?
35. How are decisions on the use of the transfer made in the household?
36. Would women prefer a different type of transfer in the future?
37. Has the type of transfer created any problems or opportunities for people who face constraints related to gender, age, health status (e.g. chronic illness, disability), family status (e.g. divorced, widowed), displacement (e.g. IDPs, refugees), nationality and/or ethnicity
38. Since mid-2016, do you think that women's role within the household and/or the community has evolved? In what sense? Do you think these changes are positive or negative? Can you explain why?
39. What do you think has been the contribution of WFP's intervention in these changes?

Evaluation question 4: Coherence (in case of interview at national level, do not hesitate to ask specification by zone of interest, i.e. Kachin and Northern Shan)

Q.4.1 To what extent is WFP's intervention aligned with its internal policies on gender and protection, and more broadly with humanitarian guidelines and principles?

WFP/ Cooperating partners

40. How has WFP's Accountability to Affected Population (AAP) policy been integrated into the relief activity? Can you provide examples?
 - a. How can the integration of WFP's AAP policy be improved in the current program?
41. How has Gender and Protection policies been integrated into WFP's policies? Can you provide examples?
 - a. How can the integration of WFP's Gender and Protection policy be improved in the current program?
42. What humanitarian guidelines and principles does WFP follow when implementing the program?

WFP/ Cooperating partners/Government

43. How have WFP's activities integrated the Food Security National Framework into the design and implementation of the activities? Which policies are specifically concerned?
44. How can WFP better integrate these frameworks into the relief programme design and implementation?

Q.4.2 To what extent is WFP's intervention coherent and complementary with those of UN agencies and other humanitarian actors in the Kachin and Shan states?

Humanitarian organisations/Government/ WFP/ Cooperating partners

45. Can you explain the food security coordination mechanisms at the national level? And at the regional level?
 - a. What do you think is the impact of the coordination in the consolidation of the assistance to affected communities? What are the roles of coordination in responding to the new incoming IDPs?
 - b. How effective is WFP's coordination process regarding coverage/duplication of the relief assistance?
 - c. Can you explain and precise the factors that allow for effective or non-effective coordination?
 - d. Have there been overlapping activities and how has the coordination mechanism helped to reduce it?

46. How frequently have the coordination meetings taken place? How effective is the coordination between WFP and the other actors in the area? What are the positive points and the potential improvements when it comes to intersectoral coordination?
47. How can the coordination between WFP and other stakeholders be improved? Are there some major differences between WFP's design (amount of aid provided, frequency, criteria...) and other actors providing food or relief assistance?

Evaluation question 5: Sustainability (in case of interview at national level, do not hesitate to ask specification by zone of interest, i.e. Kachin and Northern Shan)

Q.5.1 To what extent is WFP's relief programme connected with its other activities and with the livelihood activities of other external actors?

[Humanitarian organisations/Government/ WFP/ Cooperating partners](#)

48. How are WFP's relief activities connected/ coordinated with the early recovery and longer-term activities of other actors in Kachin and Northern Shan? Can you provide any examples?
49. How could WFP's relief activities be better connected? How could they be better coordinated?

[WFP/Cooperating partners](#)

50. How is outcome 1 linked to outcome 2 and 3 in programme implementation (targeting, coverage, etc.) to ensure a certain level of impact on the population's livelihood? Can you explain?
51. In your opinion, what else could be done to further strengthen the linkages between the different strategic outcomes?

Q.5.2 Reported capacity building of CPs and the Government resulting from the implementation of SO1, as well as capacity-building initiatives from WFP.

[Humanitarian organisations/Government/ WFP/ Cooperating partners](#)

52. What effect may the camp closure policy have on WFP's relief activities?
53. In your opinion, how should the relief activity evolve?
54. What is/could be the best exit strategy regarding relief activities? And camp closures decided by the Myanmar Government?
55. Has the type of transfer created any opportunities for exit strategies, sustainability or linking with government programmes/strategies?
56. Do you think that a government body or a WFP partner organisation has the capacity to manage food security relief activities on its own? Can you explain?

FGD guide

You were identified because you are a beneficiary of the WFP relief activities.

WFP commissioned an independent evaluation to review the relief support it has provided from January 2016 to December 2019, focusing on the implementation strategy used, key achievements, challenges and lessons learned.

The purpose of this focus group discussion is to gather your feedback on your experience as a beneficiary. Your answers are completely anonymous and are vital to help inform future programming.

N.B. When you organise the FGD be conscious of gender, minority groups and of the time you are asking people to contribute. Be well prepared, know your questionnaire and try to keep your group to a manageable size. Whenever possible, FGDs disaggregated by sex will be held.

Tell people what the data will be used for, and how they will be informed about the findings. Ask people for their consent. As no names will be collected on the transcript, verbal consent is sufficient.

Data collection date						
Camp/village						
Interviewees information	Number of participants	Gender	Role (head of HH)	Age <18 18<x<60 >60	Disability status	Other

Introduction Questions

Beneficiaries

1. What do you know about WFP distributions in your camp/community?
2. What assistance have you received through this program?

Food/Camp management committees

3. What do you know about WFP distributions in your camp/community?
4. What is the role of the committee in WFP's relief activities, specifically beneficiary selection, complaint mechanism, and/or monitoring? Are you involved in any other steps?
5. What is the role of camp management committee with cooperating partners? With WFP? With the others stakeholders in the community?

Relevance

Beneficiaries/Food/Camp management committees

6. Do you remember having been consulted – you or a community representative – by WFP/its partners regarding the modality of providing support? And change in the modality from in-kind assistance to cash? If yes, can you explain how?

Reminder: until 2016, WFP implemented in-kind assistance, then in 2016 for short period of time, cash + rice (in-kind), and then cash in 2016.

7. What are the main actual needs in your community? For men? For women? For the elderly?
8. Are you aware of why you were selected to receive assistance (or why you were not selected to receive assistance)? If yes, what was the reason? What were the selection criteria?
9. Do you think the selection process was fair? Why?

10. Do you think the people the most in need were the ones who received assistance in your camp/community (i.e. women, elderly, and specific minority groups)? Why or why not?
11. Do you think the way that you receive the support from WFP is safe and adequate (collecting money/going to the market)? Can you explain? What about for women or the elderly? Are there some group for whom it is not adequate [people with handicap, children head of household, etc.]?
12. Overall, are you satisfied with the modality distributed? Can you explain further?
13. Overall, when receiving assistance do you prefer to get cash, vouchers, in-kind, or a combination of modalities? Why?
14. How do you receive the cash transfer? Cash in envelope or cash over the counter/mobile money (wave money)? How satisfied are you with it?
15. What are the main positive and negative aspects of how the cash is delivered? Are there some people who face difficulties, especially with e-money? Who are they? What are the difficulties?
16. Did you feel safe when travelling back-and-forth to the distribution centre or to the market? And during the distribution? Please explain.
17. If you had a question/queries about the assistance you receive, do you know where and how to complain (or to whom)? Can you explain how it works? How often do you receive an answer to your queries?
18. What are the main queries/question that you have related to the relief support?
19. How satisfied are you with how your voice has been heard in the design and in the implementation of the response? (If there are multiple respondents have them vote – satisfied, not satisfied, or neutral). Are you confident in the response?

Effectiveness

Beneficiaries/Food/Camp management committees

20. What do you think would be the current state of your camp/community if it had not received assistance from WFP?
21. Do you think that the assistance WFP provided allowed you to meet household food needs throughout the year? (try to identify the % of different answers.) Can you specify?
22. (If returnees): do you think that WFP's 6 months package is appropriate to cover basic needs?
23. Did the assistance arrive quickly enough to help alleviate your need? Can you explain (e.g. other appropriate arrangements and/or mechanisms)?
24. Were you able to access vendors safely? Was the market able to provide the right goods, of the right quality and at the right price?
25. What are the main benefits of the relief program? What do you think are the main downsides? Are the benefits and downsides of the programme different according to sex, age and people with specific needs?

Impact

Beneficiaries/Food/Camp management committees

26. Who is usually the recipients of WFP support between men and women in the household? Do you think that this way of doing is fair? Can you explain?
27. Has WFP's assistance resulted in any positive or negative impacts within your/the households? Are there any differences between female and male headed households? What about children (boys and girls)? People with specific needs?

28. Has WFP's assistance resulted in any positive or negative impacts on non-beneficiaries and communities?
29. Has WFP's assistance caused any obvious positive or negative impacts on the economy? Product quality, quantity and/or price in the market?
30. Who is usually in charge of the decision-making regarding the use of the income in the household? Regarding the use of the assistance? How is the responsibility of the household welfare shared among men and women (education, health, food, productive investment, etc.)?
31. Do you think that the assistance has influenced gender roles (e.g. gender transformation and gender equality)? Can you explain?
32. Has women's participation and decision-making increased within household because of CBT?
33. Do you think WFP's assistance has had a negative effect within the household, particularly between husband and wife? Can you explain?
34. Do you think that the modality increases the risks for certain categories of the population? Can you explain?

Food/Camp management committees

35. How are women involved in the committee's decision-making?
36. Has there been changes since 2016? If so, what type of changes? Can you provide examples?
37. To what extent do you think these changes are the result of WFP's relief activity? How so?

Sustainability

Beneficiaries/Food/Camp management committees

38. Did households of the camps/some of you benefit from WFP's other activities (school feeding/nutrition)?
39. Did households of the camps, particularly WFP beneficiaries benefit from livelihood support from others organisation?
40. Do you think the effects the assistance has created in your community can remain without continued support from WFP? Why or why not?
41. Do you think that WFP's assistance has contributed to developing other sources of income or food? Can you explain? Are there any differences according to sex, age and population with specific needs?
42. How does camp population manage to complement relief aid and access to food and incomes? What do you think could be done to support the generation of income and food?

Wrap up questions

43. To what extent have you been involved in the design and delivery of this program? (to be facilitated by asking people to rank the participation from 1 to 10)
44. Overall, how satisfied are you with the relief program? (to be facilitated by asking people to rank their satisfaction from 1 to 10)
45. If the WFP were to start the programme all over again, what would you like them to do differently?

Is there anything that we did not discuss that you feel is important to highlight

Household survey

Due to its length, the household survey was not added to this report. However, it's available upon request with the evaluation manager.

Annex 11: Validation workshop summary



WFP Myanmar CO conducted a visual thinking evaluation validation workshop on WFP's relief work in Kachin and Northern Shan on 9th April 2020.

In a home arrangement, the workshop took place in a virtual environment. The workshop was facilitated by a graphic facilitator in Manila.

The workshop was a virtual session where participants discussed and validated the key findings of the workshop. A total of 10 participants were involved.

The workshop was facilitated by a graphic facilitator, and evaluation consultants from Key Aid consulting.

Recommendations from previous visual thinking workshops include: participation, and graphic facilitation.

Key learning points
 On the other hand, in a virtual workshop, further improve participation and active learning, sessions and interactive activities. It is also the presentation prior to the workshop to focus on dialogue.

The workshop was a virtual session where participants discussed and validated the key findings of the workshop. A total of 10 participants were involved.

Government is challenging, it was suggested to participants viewed and commented to the graphic.



Online visual thinking tools
 Participants used digital tools for graphic recording during the workshop.

Graphic recording was done digitally with participants viewed and commented to the graphic.

Contact: [Contact information]





RECOMMENDATIONS

- 1 REVIEW VULNERABILITY CRITERIA
- 2 STRENGTHEN COMPLAINT & FEEDBACK MECHANISM (CFM)
- 3 REVIEW RULES of INCLUSION/EXCLUSION
- 4 DESIGN a SOP of MONTHLY BENEFICIARY LIST UPDATE
- 5 REVISE POST DISTRIBUTION MONITORING (PDM) PRACTICES
- 6 PLAY a MORE SIGNIFICANT ROLE in the IDPs RETURN PROCESS



Evaluation Workshops of food and cash assistance to conflict affected people in Kachin and Northern Shan States
 9 April 2020, Virtual (Myanmar, Thailand, France, Philippines)



Annex 12: Illustrations from the findings section

Table 23: Key findings of the cash feasibility assessments conducted by WFP and other actors in Kachin and Northern Shan²⁶⁵

Criteria of cash feasibility assessments	Kachin	Northern Shan
Community acceptance / preference	Preference varied across camps (50 camps in favour of cash vs. 18 against). Overall, recipients appeared to prefer in-kind or mixed modalities (in-kind + cash), but also complained about the quality of WFP's rice. No fundamental acceptance problem reported, even in camps that preferred in-kind assistance.	Out of the 8 camps consulted, beneficiaries accept cash as a modality. However, they preferred having mixed modalities. They also complained about rice quality.
Political acceptance	Government is in favour of cash and the use cash for emergency response. Cash had been tested by other actors.	
Market functionality	Well established markets in all townships (in spite of conflict) with the capacity to absorb the extra demand – exception for Loi Je Township.	Well established markets in all townships covered by WFP SO.
Availability of reliable payment agents / FSPs	No payment agent is able to provide e-money with sufficient coverage/capacity.	
Organisational capacity (WFP, CPs) and conditions	One partner with CBT experience and one with no experience in country but with CBT capacity globally.	One partner with CBT experience. No information on the other partner.
Protection concerns	No problems anticipated for collecting and using cash in nearby markets. However, WFP acknowledges the need to monitor market access in specific townships, e.g. Hpakant township.	No problems anticipated for recipients to collect and use cash. Cash in envelope, the only transfer mechanism at the time of the assessment, may lead to protection risks for staff.
Cost efficiency / value for money		Additional cost of the mixed model is 2,575 USD for 630 IDPs, per month.

Legend: cells in green are conducive to changing the modality, while cells in yellow are mixed.

²⁶⁵ The following sources were used to produce the table: WFP Myanmar, 'Cost Benefit Analysis - Cash vs. Food in Northern Shan'; HARP, 'Review of Cash Transfer Programmes in Kachin and Northern Shan States'; WFP Myanmar, 'IDP Full Cash Transfer Modality Rapid Assessment Report'; WFP Myanmar, 'Livelihood Profiling and Rapid Market Assessment in Kachin, Myanmar'. WFP Myanmar, 'Kachin Cash Assessment Report Myitkyina and Waingmaw January 2014'. Cells in green are conducive to changing the modality, while cells in yellow are mixed.

List of Acronyms

AAP	Accountability to Affected Population
ACR	Activity Country Report
AHCT	Area Humanitarian Coordination Team
AAP	Accountability to Affected Population
KBC	Kachin Baptist Convention
BRIDGE	Bridging Rural Integrated Development and Grassroot Empowerment
CBT	Cash-Based Transfers
CFM	Complaint and Feedback Mechanism
CSP	Country Strategic Plan
CMC	Camp Management Committee
CO	County Office
COMET	Country Office tools for Managing (programme operations) Effectively
CP	Cooperating partner
CSO	Civil Society Organisation
DDM	Department Disaster Management
DE	Decentralized Evaluation
DEQAS	Decentralized Evaluation Quality Assurance System
DSW	Department of Social Welfare
EAO	Ethnic Armed Organisation
EC	Evaluation Committee
ERG	Evaluation Reference Group
ET	Evaluation Team
FMC	Food Management Committee
FCS	Food Consumption Score
FGD	Focus Group Discussions
FSIN	Food Security Information Network
FSL	Food Security and Livelihood

GAD	General Administration Department
GBV	Gender-based Violence
GCA	Government Control Area
GDP	Gross Domestic Product
GEWE	Gender Equality and Women's Empowerment
HDDS	Household Diet Diversity Score
HQ	Headquarter
ICRC	International Committee of the Red Cross
IDPs	Internally Displaced People
IGA	Income Generating Activities
JST	Joint Strategic Team
KBC	Kachin Baptist Convention
KDG	Kachin Development Group
KI	Key Informant
KIA	Kachin Independent Army
KIO	Kachin Independence Organisation
KII	Key Informant Interview
KMSS	Karuna Mission Social Solidarity
KRDC	Kachin Relief & Development Committee
KWA	Kachin Woman Association
LIFT	Livelihood and Food Security Fund
M&E	Monitoring and Evaluation
MoALI	Ministry of Agriculture, Livestock and Irrigation
MHDO	Myanmar's Heart Development Organisation
MoHS	Ministry of Health and Sport
MoSWRR	Ministry of Social Welfare, Relief and Resettlement
MoU	Memorandum of Understanding
MMK	Myanmar Kyat

MNDAA	Myanmar National Democratic Alliance
NGCA	Non-Government Control Area
NGO	Non-government organisation
NPAFN	National Plan of Action in Food and Nutrition
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD	Organisation of Economic Cooperation and Development
PDM	Post Distribution monitoring
PLW	Pregnant and Lactating Women
PRRO	Protracted Relief and Recovery Operation
PWG	Protection Working Group
QC	Quality Checklist
QS	Quality Support
RB	Regional Bureau
ROA	Response Options Analysis
SDG	Sustainable Development Goal
SO	Sub-Office
SOP	Standard Operating Procedures
SPR	Standard Project Report
SSPP	Shan State Progress Party
TA	Travel Authorisations
TNLA	Ta'ang National Liberation Army
ToR	Terms of Reference
UNDSS	UN Department of Safety and Security
UNFC	United Nationalities Federal Council
UNHCR	United Nations High Commissioner for Refugees
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
VAM	Vulnerability Analysis and Mapping

WFP	World Food Program
WHO	World Health Organisation
WPN	Wunpawng Ninghtoi

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<https://docs.wfp.org/api/documents/cdebe4be57914c65b0dbcbdd201196ab6/download/and Year, Report number>]

[WFP Myanmar]

[Link to the website]

