

# Terms of Reference

## EVALUATION OF UNHCR/WFP's JOINT ACTION FOR MULTIPURPOSE CASH ASSISTANCE UNDER ECHO IN LEBANON (2019-2021)

<b>Key information at a glance about the evaluation</b>	
Title of the evaluation:	EVALUATION OF UNHCR/WFP's JOINT ACTION FOR MULTIPURPOSE CASH ASSISTANCE UNDER ECHO IN LEBANON (2019-2021)
Time frame of evaluation:	2019-2021
Type of evaluation:	Decentralized Evaluation
Evaluation commissioned by:	UNHCR and WFP
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### I. Introduction

The following Terms of Reference (ToR) were prepared by the UNHCR and WFP Country Offices based upon an initial concept note prepared and reviewed by the team in consultation with the donor, the European Commission Humanitarian Aid Office (ECHO). The purpose of the ToR is to outline key expectations, deliverables, and processes associated with the evaluation.

The Joint Action for Multipurpose Cash Assistance was initiated in 2018 by UNHCR and WFP with the aim of improving the living conditions for the most vulnerable and reducing the susceptibility of vulnerable families to exploitation and other protection risks such as child labour, survival sex, evictions, and premature returns. The evaluation intends to propose, as needed, actionable and contextualized recommendations to strengthen performance regarding programme design, targeting, programme delivery, cooperation, advocacy, and accountability.

### II. Subject of the evaluation and its context

The Syria crisis has led to the displacement of approx. 1.5 million refugees into Lebanon, 54 percent of whom are children. At the end of December 2020, 865,531 Syrians were registered with UNHCR in Lebanon. However, the total number of Syrians in need of international protection in Lebanon is estimated at 1.5 million by the Government of Lebanon, who suspended the registration of Syrians in 2015. With limited employment possibilities and a context of protracted economic and financial crisis aggravated by the COVID-19 situation, the socio-economic vulnerability of the refugees has sharply increased over the past year, as many have lost their sources of income while prices for basic goods and services have increased with inflation.

The 2021 Vulnerability Assessment of Syrian Refugees (VASyR) showed that the proportion of Syrian refugee households living under the extreme poverty line reached 88 percent in 2021, up from 55 percent in 2019 and similar to the 2020 level (89 percent). The transfer value of cash assistance for the food component increased from LBP 40,500 to LBP 300,000 between January 2020 and September 2021, while the transfer value for the non-food component increased from LBP 262,500 to 800,000 during the same period to compensate for inflation. In September 2021, the cost of the monthly survival

minimum expenditure basket (SMEB) for a household of five reached LBP 3,730,000 (LBP 2,077,000 for food and LBP 1,653,000 for non-food). The economic downturn, steep inflation, COVID-19, and the socioeconomic situation resulting from the Beirut Blast have pushed vulnerable communities in Lebanon - including Syrian refugees - to the brink, with thousands of families sinking further into poverty and vulnerability. Almost the entire Syrian refugee population cannot afford the survival minimum expenditure basket. Inflation impacted food prices significantly. Between October 2019 and October 2021, the cost of food SMEB increased by 728 per cent, resulting in worrisome food insecurity levels among Syrian refugee families. In June 2021, 50 per cent of Syrian refugee families were food insecure. About two-thirds of the families had to limit food portion sizes or reduce the number of meals consumed per day. Nine out of ten Syrian refugees were found to be still living in extreme poverty.

The situation analysis in the LCRP states that among Syrian refugees, households headed by women are slightly less affected by poverty compared to those headed by men (89 per cent vs 92 per cent). The income of female-headed families is eight per cent lower than the income of their male-headed counterparts, and women are more likely to have lower levels of education. Increase of debt, coupled with less access to legal residency and other civil documentation restricting mobility and access to jobs, have created barriers to sustainable improvements. Gender norms and risks of gender-based violence further restrict mobility. Female-headed households are also more often living in non-permanent shelters than male-headed households.

Refugee households depend heavily on markets to meet their food and other essential needs, including housing; given the high living costs and unstable income sources that make them vulnerable to shocks, forcing households to choose between different essential needs in times of hardship. Therefore, providing cash assistance to support basic food and non-food needs for Syrian refugees in Lebanon is important as food security and nutrition objectives can only be tackled if other basic needs - such as water, hygiene, shelter, education and health – are also met. This is because all these essential (or survival) needs are interlinked, including food security – whether by competing for limited resources or by reinforcing a household’s ability to achieve food security and nutrition. WFP provides multipurpose cash assistance for food and other essential needs, thus providing a holistic response which addresses multiple and interconnected needs. Multi-purpose cash assistance (MCAP) is an integral part of UNHCR’s comprehensive protection response to refugees in Lebanon, aimed at preserving a dignified protection space for the refugees – in an increasingly dire socioeconomic environment – while working to enable their attainment of durable solutions outside the country. As such, it mainstreams protection and supports refugees’ ability to effectively benefit from other programs, such as legal aid and documentation, individual case management, health, and shelter. MCAP is provided in conjunction with Food assistance (CFF) provided by WFP; WFP Multi-Purpose Cash (MPC) and Extended Protection Cash Assistance (PCAP) are mutually exclusive.

In addition to MCAP, UNHCR delivers other cash programs to meet the various needs of refugees. This includes emergency cash assistance (ECA), protection cash assistance (PCAP), Cash for rent (CFR), and seasonal or ad-hoc cash assistance such as winter cash assistance (WinCAP).

1. ECA is provided as a one-off lump sum to address or mitigate an emergency following a protection incident (detention of a family member, forced eviction, etc.) or an accumulation of factors that expose an individual to immediate harm, violence, abuse or exploitation. ECA is used alongside referrals to other services.
2. Protection Cash Assistance Programme (PCAP) UNHCR also provides time-bound cash assistance to refugees facing a temporary protection risk, as well as those experiencing abuse, exploitation or harm as a result of their protection profile, such as persons with disabilities, GBV survivors, child labourers and LGBTI persons. PCAP is used as a complementary tool alongside services already offered such as shelter, medical, legal, psychosocial, or other assistance.
3. Cash for rent: The aim of CFR is to offset the risk of eviction and secondary displacement and allow the targeted vulnerable POCs to adjust to deteriorating economic situations, to overcome shocks, and to stabilize their stay in adequate shelters.
4. Winter assistance for the 2021-2022 winter season, UNHCR is planning to provide winter cash assistance to more than 270,000 vulnerable refugee households and 40,000 vulnerable Lebanese households to help them meet additional needs during the harsh winter months.

UNHCR's winter support also included in-kind assistance to refugees and Lebanese in need, as well as community support such as fuel/gas for heating for schools and medical facilities.

In addition to the CFF/MCAP and MPC assistance, WFP supports Syrian refugees with unconditional and restricted resource transfers to support access to food through the food e-cards modality. Food e-cards can be redeemed from any of the WFP-contracted shops network located across Lebanon. Beneficiaries utilize their assistance to purchase food items only.

This Joint Action is not a stand-alone activity but is part of the overall WFP and UNHCR cash assistance for refugees in Lebanon. The joint action is funded by multiple donors including ECHO. UNHCR and WFP have been benefitting from ECHO Action ECHO/SYR/BUD/2018/91042 supporting up to 56,000 severely vulnerable Syrian refugee families with cash-based assistance. The Action started in July 2018 and ended in April 2021. A new one-year Action is now funding the same activities until April 2022 intended to serve 110,121 beneficiaries (ECHO/SYR/BUD/2021/91000).

Multi-purpose cash aims at decreasing economic and social vulnerabilities and reducing multi-dimensional poverty, in addition to income poverty. The goal of multi-purpose cash beyond meeting basic needs such as food, shelter, and water/sanitation is to reduce the susceptibility of the most vulnerable refugee families to exploitation and other protection risks. Targeting for assistance under the Action is based on an econometric model developed using data from the annual VASyR exercise. Since 2018 the Joint Targeting Working Group comprised of UNHCR and WFP have been working with a consultancy firm (Development Analytics) to re-calibrate the targeting formula and criteria on a yearly basis.

The joint action is also in line with the priorities of the Food Security Sector and the Basic Assistance Working Groups, which aim to support vulnerable households unable to meet the SMEB through cash assistance for basic food and non-food needs. The Joint Action covers WFP Cash for food (CFF) and UNHCR Multi-Purpose Cash Assistance (MCAP), in addition to WFP's multi-purpose cash modality (MPC). The joint action has supported about 347,000 beneficiaries in 2018, 362,000 beneficiaries in 2019, and 371,000 until May 2020. The caseload increased to almost 564,000 beneficiaries in the second half of 2020. The initial target for 2021 cycle was about 527,000 Syrian refugees. Yet, due to the increase in the exchange rate there were several expansions for the program, WFP and UNHCR were able to increase their coverage to reach almost 237,000 HH by October 2021 with an average household size of 5 individuals per household.

The Joint Action is aligned with the Lebanon Crisis Response Plan (2017-2021)<sup>1</sup>, the UN Strategic Framework for Lebanon (2017-2020)<sup>2</sup>, and WFP Lebanon's Country Strategic Plan 2018-2022<sup>3</sup>, as well as UNHCR's Strategic Objectives and 2021 Operations Plan<sup>4</sup>, and UNHCR's Strategy for Cash-Based Interventions 2016-2020<sup>5</sup>. Programmes in the Joint Action are implemented through the Lebanon One Unified Inter-Organizational System for E-cards (LOUISE) platform established in 2016 and bringing together UNHCR, UNICEF, WFP, as well as other NGO partners involved in cash transfer activities. LOUISE as an inter-organizational platform oversees the majority of cash-based assistance in Lebanon and provides coordinated and coherent cash-based assistance to Syrian refugees. The joint action translates operationally into the following joint activities: 1) targeting, 2) validation, 3) transfer of entitlements, 4) monitoring, and 5) joint call centre.

### 1) Targeting

Beneficiary identification and targeting of Syrian refugees is based on socio-economic vulnerability levels of the population of concern. A regression model, an econometric formula, predicting expenditure (Proxy Means Test) of refugee households is used. The PMT is a standard approach used in

<sup>1</sup> Lebanon Crisis Response Plan (2017- 2021) - 2021 update, available at:

[https://reliefweb.int/sites/reliefweb.int/files/resources/LCRP\\_2021FINAL\\_v1.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/LCRP_2021FINAL_v1.pdf)

<sup>2</sup> United Nations Strategic Framework (UNSF) LEBANON (2017-2020), available at: <https://lebanon.un.org/en/110428-united-nations-strategic-framework-unsf-lebanon-2017-2020>

<sup>3</sup> World Food Programme Lebanon Country Strategic Plan (2018-2022), available at: <https://www.wfp.org/operations/lb01-lebanon-country-strategic-plan-2018-2022>

<sup>4</sup> UNHCR's Strategic Directions 2017-2021, available at: <https://www.unhcr.org/5894558d4.pdf>

<sup>5</sup> UNHCR Strategy for the Institutionalization of Cash-Based Interventions 2016-2020, available at:

<https://www.unhcr.org/protection/operations/584131cd7/unhcr-strategy-institutionalisation-cash-based-interventions-2016-2020.html>

development settings by national governments to determine eligibility for assistance. It does so by using observable characteristics of a family to proxy for a measure of their level of expenditure. The formula yields a welfare score which indicates each refugee family's socio-economic vulnerability on a scale of most severely to least vulnerable. The formula is derived from VASyR data and is applied to UNHCR's database to generate welfare scores and rank the Syrian population of concern.

The Grievances Redress Mechanism (GRM) introduced in 2019 is an accountability mechanism to enhance responsiveness to refugees who were either discontinued from assistance or who were never assisted. It is founded on the principle of self-selection whereby affected refugees initiate a review process by placing claims. GRM eligibility criteria then seek to complement the targeting formula by focusing on profiles with compounded protection vulnerabilities that are statistically rare in the population and thus more difficult for the targeting formula to capture. During GRM time, refugees who had been discontinued from assistance or were never previously assisted can lodge a claim through a range of channels including the call centre.

Additionally, and in order to complement the use of the targeting formula and the GRM, in 2019 UNHCR and WFP piloted a third pillar of the targeting system, the so-called score improving household visits (SIHV). The main goal of the SIHV is to address targeting errors from the formula. Based on the final scores, the team of researchers working on the pilot, investigate the calculated targeting error for specific subpopulations based on specific vulnerabilities in the Registration data. While the targeting model performs reasonably well on average, there may be specific subsegments of the population who are underserved by econometric targeting in general because the most meaningful differentiators for those households are among the data fields that are not available for the modelling process.

Unfortunately, the profiles that exhibit above average exclusion error could not be visited this year due to extended lockdown and limited freedom of movement to collect new expenditure data to assess their inclusion for assistance.

## *2) Validation*

UNHCR Lebanon has been using a biometrics system with iris scans (mandatory for refugees starting 7 years of age) as part of the registration and identity management process since 2013 and this during the registration, renewal and verification interviews. This relates to the capture of refugees' data by UNHCR upon initial and subsequent contacts and is used as a basis for all its services, and in the context of this action, for the targeting.

UNHCR and WFP also use iris scanning for the regular validation process for multipurpose cash assistance. Through validation, the identity of a member of the household that is nominated as an official cardholder is confirmed when presenting the card. This allows UNHCR and WFP to make sure the card remains within the household to whom it belongs. Validation by iris scan is done regularly (on quarterly basis) upon request or can be done when refugees approach UNHCR's reception centers for other services. Failure to undergo validation will lead to the suspension of assistance. For refugees with specific needs who are not able to approach the centers due to immobility, a mobile validation using iris scans will be organized by UNHCR field offices on a regular basis.

## *3) Transfer of entitlement:*

Under the extended Joint action, UNHCR and WFP aimed initially to provide to 110,121 of the most severely vulnerable Syrian refugee families (below SMEB, average family size of 6 members) an average monthly assistance of around USD 168.31 per month (58.33 USD/family for non-food and 18.33 USD/person for food). Yet, the amounts transferred to beneficiaries are fixed starting September 2021 to 800,000LBP for non-food component and 300,000 LBP/Person for food. Assistance is transferred through the Lebanon One Unified Inter-Organizational System for E-cards (LOUISE). Assistance is provided in LBP at levels limited by the Government and at an exchange that fluctuates based on operational rates provided weekly by the bank.

UNHCR and WFP continue to advocate with the Government to ensure that the transfer value matches the SMEB and that the exchange rate granted for multi-purpose cash assistance reflects the real value of the dollar. UNHCR and WFP are working with a single banking institution to provide a single common

card to all targeted households through which assistance is channelled. As per WFP's monitoring data, the average cost of reaching an ATM reached LBP 47,000 in October 2021, a tripling from the January 2021 value.

In October 2020, an open loop wallet option was introduced, in collaboration with the financial service provider which enables MCAP-CFF beneficiaries to redeem the funds available on such wallet on any ATM and/or any merchant equipped with

POS terminal without restrictions on the items or services to be purchased, in addition to cash withdrawals in ATMs.

#### *4) Monitoring*

A comprehensive monitoring and evaluation (M&E) system ensures quality assistance. As part of WFP corporate monitoring requirements, WFP multi-purpose cash for essential needs assistance and cash for food assistance are monitored at output, process and outcome levels throughout the programme life cycle. WFP field monitors and NGO cooperating partners conduct monthly process monitoring households' visits (or phone calls if the sanitary and/pr security situation does not allow in person visits) to ensure programme implementation and beneficiaries' ability to redeem and utilize their assistance, and quarterly focus group discussions to provide beneficiaries additional ability to provide feedback on their assistance experience. WFP will ensure that its assistance does no harm to the safety, dignity and integrity of the women, men, girls and boys receiving it, and that it is provided in ways that respect all people's rights

#### *5) Joint Call Center*

UNHCR and WFP are committed to ensuring accountability to affected populations by enabling people benefiting from food assistance to influence decisions on the design and implementation of activities. Accountability to affected populations is operationalized in three core areas: information provision, consultations and complaints and feedback mechanisms.

UNHCR and WFP Lebanon have put in place a number of complaint and feedback channels to engage the affected populations in the programme including a joint call centre. In line with the delivering as one approach, WFP, UNHCR and UNICEF established a Common Call Centre in 2017 to better address concerns related to the assistance channelled through the Common Card. The joint call centre is intended to enhance two-way communication with targeted refugees, facilitate access to the appropriate agency within one call and provide quick solutions.

### **III. Purpose and scope**

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#### **PURPOSE**

The purpose of the evaluation is to generate evidence to inform joint UNHCR and WFP's future programming for cash interventions, with a view to strengthen gender-sensitive programme delivery in a context of continuing socio-economic crisis. This evaluation aims to provide organizational learning, specifically the jointness and complementarity of the activities and following the evaluation criteria of relevance, efficiency, effectiveness, connectedness, appropriateness, and sustainability as outlined in the evaluation questions below. The contractor is expected to produce an evaluation report and operational recommendations for the Joint Action, using the evaluation findings as the principal evidence base.

The evaluation is expected to build on existing evidence relating to cash transfers performed as joint endeavours in Lebanon, namely the CAMEALEON reports, the WFP Country Strategic Plan Evaluation, the VASYR 2021 report, the basic needs outcome monitoring reports (2020), the development analytics cash impact study (2020), and other relevant studies.



The main evaluation criteria against which the Joint Action will be assessed are relevance, efficiency, effectiveness, connectedness, appropriateness, and sustainability. The evaluation will provide an in-depth understanding of enabling and constraining factors in the achievement of results. By looking at key challenges, lessons, as well as opportunities, the evaluation will propose practical and strategic recommendations that will feed into the 2023 Cash Transfer Programmes.

#### SCOPE

The evaluation will focus on operational years 2019-2021, which coincide with the socio-economic downturn, inflation, and devaluation of the local currency during which UNHCR and WFP have taken a number of measures to adapt to the situation and mitigate emerging risks. The evaluation will consider the joint action covering WFP Cash for food (CFF) and UNHCR Multi-Purpose Cash Assistance (MCAP), in addition to WFP's multi-purpose cash modality (MPC).

#### USERS

The evaluation's primary audience are UNHCR, WFP, and ECHO. The secondary audience includes other donors, Government of Lebanon counterparts, as well as other national and international counterparts and partners.

## IV. Evaluation Questions

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- 1. How relevant was the Joint Action to the needs of the target population?**
  - a. To what extent has the joint action (in its multiple modalities) been able to respond to the needs of the intended beneficiaries (women and men) in the context of evolving and compounding crises (refugees, covid-19, economic collapse)? (RELEVANCE)
  - b. Has it been able to integrate gender and equity issues in its modality? (APPROPRIATENESS)
  - c. How adequate was the targeting process, i.e., transparent, predictable, independent, impartial, gender-sensitive, and inclusive for reaching the most vulnerable? (APPROPRIATENESS)
  - d. Was the overall targeting approach by Proxy mean testing (PMT) (followed by GRM and SHIV) and the way it is implemented by both agencies and partners, the most appropriate and cost-efficient given the nature and the size of the programme as well as the context? (EFFICIENCY and APPROPRIATENESS)
- 2. How effective was the joint action in meeting its objectives?**
  - a. To what extent has the joint action achieved its objectives "to improve living conditions for the most vulnerable and reduce the susceptibility of vulnerable families to exploitation and other protection risks such as child labour, survival sex, evictions, and premature returns"? (EFFECTIVENESS)
  - b. Were these outcomes different between men and women? (EFFECTIVENESS)
  - c. What are the unintended positive and/or negative outcomes of the joint action on protection risks affecting beneficiaries or on tensions within families, especially amongst refugee communities and with host populations? (EFFECTIVENESS)
  - d. How effective were the systems and measures applied to reinforce the accountability to affected population (AAP) (MPCA monitoring processes, complaint, referral and feedback mechanism, joint call centre, communication on targeting, discontinuation)? (EFFECTIVENESS)
- 3. How efficient were the design and implementation of the Joint Action?**
  - a. Have the processes (cash delivery mechanisms including issuance, validation, delivery, monitoring and beneficiary feedback) been efficient, secure, and accessible? (EFFICIENCY)
  - b. How appropriate was the human and financial resourcing to meet the Joint Action objectives (EFFICIENCY/APPROPRIATENESS)?

- c. Has the joint action succeeded in adapting to the changing context in a timely and adequate manner? What were the enabling factors and the barriers? (ADAPTABILITY and SHOCK-RESPONSIVENESS)
- d. What are the implications of separate multi-donor financing on the overall coherence of the joint action? (COHERENCE)

**4. How effective was the coordination between WFP and UNHCR, and with other actors, in implementing the Joint Action?**

- a. How effective was the coordination between WFP and UNHCR in implementing the Joint Action and its adaptations, through the LOUISE mechanism, and coordination with donors and other stakeholders (such as CAMEALEON, Basic Assistance and Food Security Sectors, academia, etc.)? What should be maintained? What needs to be improved? (EFFECTIVENESS, CONNECTEDNESS).
- b. How well the joint action has been interacting with the other programmes/ activities of the two organizations (e.g., PCAP, ECA, Food e-card, WINCAP etc.) (COHERENCE)
- c. Has the joint action been coherent with the overall humanitarian response in Lebanon? Has it forged effective partnerships (including referrals) on the ground and allowed for making the bridge between addressing immediate needs and a longer-term approach? (COHERENCE/CONNECTEDNESS)
- d. What is the scope for aligning multipurpose cash assistance to refugees with the social protection landscape (e.g., services, livelihoods programmes, cash-plus approaches, etc.) and humanitarian development nexus in Lebanon? (SUSTAINABILITY; Nexus)

## v. Approach and methodology

The evaluation team will use a combination of secondary literature reviews and quantitative/qualitative data collection methods. UNHCR and WFP welcome the use of diverse and innovative methods. Data from a wide range of sources and a representative range of stakeholders will need to be triangulated and cross-validated to ensure the credibility of evaluation findings and conclusions. A preliminary stakeholders' analysis is available in Annex 1.

The evaluators will be responsible for proposing and implementing an appropriate methodology to address the key evaluation questions. Such evaluation methodology may include but is not limited to the following: 1) desk review and content analysis of relevant background as well as programmatic data and documents; 2) focus group discussions, in-depth interviews, and rapid surveys (as appropriate) with UNHCR and WFP staff and beneficiaries, implementing and operational partners, key interagency stakeholders, and key donors, 3) Analysis of existing quantitative datasets such as process monitoring, outcome monitoring, and hotline calls content, grievance redress mechanisms and 4) field data collection. involving a mixed-method approach, which in addition to the above may also include paired interviews, participatory appraisals, outcome mapping, and problem ranking exercises, etc., The evaluation team will be expected to refine the methodology and final evaluation questions following the initial desk review, in-country inception mission (if feasible), and key informant interviews undertaken during the inception phase. The inception report will include a comprehensive stakeholder mapping component, an evaluability assessment of evaluation questions, and an evaluation matrix detailing the sources of data for each question and their judgement criteria, as well as an overview of the data collection tools, and a data collection plan. The final inception report will specify the evaluation methodology and the refined focus and scope of the evaluation, including final key evaluation questions and data collection tools.

The evaluation methodology is expected to reflect an Age, Gender, and Diversity (AGD) perspective in all primary data collection activities carried out as part of the evaluation (particularly with persons of concern and affected populations, if applicable). An overview of the Logic of the Intervention is available in Annex 2.

The evaluation team is responsible for collecting, analysing, and triangulating data to demonstrate impartiality of the analysis, minimise bias, and ensure the credibility of evaluation findings and conclusions. The use of local consultants is encouraged in order to ensure access to key stakeholders in Lebanon.

In this proposal the evaluation team is expected to provide two scenarios of methodologies. The first scenario would present the methodology used when travel to Lebanon is possible, while the second would focus on remote data collection in case travel restrictions were in place.

It is expected that all UNHCR evaluations should follow and be consistent with:

- UNEG Ethical Guidelines for Evaluation
- Code of Conduct for Evaluations in the UN system
- UNHCR Data protection policy
- UNHCR Age, Gender and Diversity policy

### 5.1 Risks and security

There are several contextual risks and challenges to be considered by the evaluation team while planning for this evaluation which include the volatile political and economic situation, COVID-19 government related closures (if applies), civil unrest, possible security incidents and road closures.

UNHCR and WFP acknowledge the security constraints involved in carrying out evaluations in the Lebanon context and will share information and provide support to the contractor in making travel and visit arrangements. If the contracting firm foresees specific travel restrictions to Lebanon for one or more of its team members, these should be indicated in the proposal. The contractor should also explain in the proposal how remote management would be successfully carried out in case applies.

### 5.2 Available data and information sources (data and reports)

- VASyR 2018- 2021 data and reports (annual reports)
- CAMEALEON studies and reports since 2018 to present
- Targeting data and Development Analytics reports (annual reports)
- Country strategy evaluation for WFP (2016-2019)
- Process and Outcome monitoring data and reports from WFP and UNHCR (monthly process monitoring and quarterly outcome monitoring from WFP and bi-annually from UNHCR)
- SMEB monitoring (food and non-foods prices monitoring; monthly)
- KeyAid Consulting (2020) Lebanon One Unified Inter-Organizational System for E-cards (LOUISE) Learning Review
- Output level data (monthly)
- Other relevant documents and data sources

## VI. Management of the Evaluation

In line with established standards for evaluation in the UN system, and the UN Ethical Guidelines for evaluations, evaluation in UNHCR and WFP is founded on the fundamental principles of independence, impartiality, credibility, and utility. These inter-connected principles subsume a number of specific norms that will guide the commissioning, conducting, and supporting the use of the evaluation. This includes protecting sources and data, informed consent, respect for dignity and diversity, and the minimisation of risk, harm, and burden upon those who are the subject of or participating in the evaluation, while at the same time not compromising the integrity of the evaluation. The Evaluation Team will be required to sign the UNHCR and WFP Code of Conduct, complete UNHCR's introductory protection training module, and respect UNHCR's and WFP's confidentiality requirements.

The UNHCR and WFP evaluation quality assurance system sets out processes with steps for quality assurance and templates for evaluation products based on a set of Quality Assurance Checklists. The quality assurance will be systematically applied during this evaluation, and relevant documents will be



provided to the evaluation team. 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.

The UNHCR and WFP Decentralized Evaluation guidelines are based on the UNEG norms and standards and good practice of the international evaluation community and aim to ensure that the evaluation process and products conform to best practice. This quality assurance process does not interfere with the views or independence of the evaluation team but ensures that the report provides credible evidence and analysis in a clear and convincing way and draws its conclusions on that basis.

To enhance the quality and credibility of decentralized evaluations, an outsourced quality support (QS) service directly managed by WFP Evaluation services review the draft ToR, the draft inception, and evaluation report.

**The management group** consists of the UNHCR WFP evaluation co-managers. They will be the main point of contact for the evaluation and will ensure day-to-day support and consistency throughout the evaluation process. They will also be the contact person for administrative and organizational issues and will coordinate activities of the different stakeholders involved in the evaluation, including communication and learning.

The management group will be responsible for: (i) managing administrative day to day aspects of the evaluation process (ii) acting as the main interlocutor with the Evaluation Team (iii) facilitating communication with relevant stakeholders to ensure evaluators receive the required data (iv) facilitating communication with relevant stakeholders to ensure technical guidance on content, and (v) reviewing the interim deliverables and final reports to ensure quality, with inputs from the UNHCR/ WFP Lebanon and other HQ entities. The management group will be responsible to propose a communications plan as part of the inception phase.

The management group will share and provide an orientation for the evaluation team to the EQA at the start of the evaluation, including the QS template and review criteria. Adherence to the EQA will be overseen by the evaluation co-managers with support from the UNHCR and WFP Evaluation Service as needed.

The evaluation team will be required to ensure the quality of data (reliability, consistency, and accuracy) throughout the data collection, synthesis, analysis, 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.

**An internal Steering Committee** for UNHCR and WFP will help ensure the independence and impartiality of the evaluation. It will support the evaluation managers in making decisions, reviewing draft deliverables (ToR, inception report, and evaluation report), and submitting them for approval by the Representatives/ Deputy representatives who will be the co-chairs of the Steering Committee. The Steering Committee will be composed of the following staff from both agencies:

- Country Representatives/ Deputy Representatives (co-chairs of the Steering Committee)
- Heads of External Relations (Steering Committee Secretariat)
- Head of Operations from both organizations directly in charge of the Joint Action
- Heads of Evaluation in the country
- Evaluation co-managers (Observers)

**An Evaluation Reference Group (ERG)** will act as an advisory body with representation from internal and external stakeholders. These can include EU (DG ECHO, DG NEAR), WFP, UNHCR, UNICEF, CAMEALEON, MoSA, LCRP, BAWG Coordinator, Food Security Coordinator, 1 or 2 NGOs implementing cash assistance.

The evaluation reference group members will review and comment on the draft evaluation products and act as key informants in order to contribute to the relevance, impartiality, and credibility of the evaluation by offering a range of viewpoints and ensuring a transparent process.

The Reference Group will play an important role in the evaluation design, validating findings, as well as shaping recommendations to ensure that they are useful and implementable. Reference Groups are typically composed of key interlocutors from within UNHCR and WFP (regional bureau, headquarters divisions (if relevant)), as well as government and other key UNHCR/WFP partners in Lebanon.

Upon completion, the final evaluation report will be published on the UNHCR and WFP websites and will be shared with the Head of the CBI Unit at UNHCR and WFP HQ, and UNHCR Representative and Senior Management Team in the UNHCR and WFP Lebanon Country Office, with the request to formulate the formal management response. The completed Management Response Matrix will also be made available in the public domain.

## **VI. Timeline**

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The request for Expressions of Interest will be issued in December 2021, and the selection process and signing of contracts is expected to be completed by February 7<sup>th</sup>, 2022. We anticipate the inception phase for this evaluation would commence in February 2022. An indicative timeline for the evaluation is outlined below. The evaluation is expected to be completed in a maximum of 6-7 months.

Activity	Deliverables and payment schedule	Indicative timeline
Evaluation TOR finalized and call for proposals issued.	TOR and call for proposals	December 22 <sup>nd</sup> , 2021 - January 17 <sup>th</sup> 2022
Selection process (bids evaluated, tender awarded).	Contract signed	January 18 <sup>th</sup> – February 7 <sup>th</sup> , 2022
<b>Inception phase</b> including: <ul style="list-style-type: none"> <li>- initial desk review, evaluability assessment, and key informant interviews;</li> <li>- circulation for comments and finalization.</li> </ul>	Draft inception report for comments Final inception report integrating comments Both drafts will include methodology, refined evaluation questions (as needed), evaluability assessment, stakeholder mapping, data collection tools, and evaluation matrix. <i>Payment 20%</i>	February 8 <sup>th</sup> – April 7 <sup>th</sup> 2022
<b>Data collection</b> – Document review and in-person/virtual interviews. Field visits.	Presentation of preliminary findings with UNHCR and WFP and their HQ/RB	April 8 <sup>th</sup> - April 25 <sup>th</sup> 2022
<b>Data analysis</b>	Presentation of preliminary findings and conclusions at stakeholder workshops. <i>Payment 20%</i>	April 26 <sup>th</sup> – May 7 <sup>th</sup> 2022
<b>Reporting phase</b> including: <ul style="list-style-type: none"> <li>- Stakeholder feedback and validation of evaluation findings, conclusions, and proposed recommendations.</li> </ul>	Draft report and recommendations (for circulation and comments). Presentation of evaluation findings and recommendations to RG and UNHCR and WFP RB/HQ <i>Payment 30%</i>	May 9 <sup>th</sup> - June 16 <sup>th</sup> 2022
<b>Finalization</b> of the evaluation report and executive summary.	Final evaluation report (including recommendations and executive summary). <i>Payment 30%</i>	June 28 <sup>th</sup> – July 29 <sup>th</sup> 2022

## VII. Evaluation team qualifications

The evaluation will be undertaken by a team of qualified independent evaluation consultants, comprising of at least four people including a designated Team Leader. Evaluation Teams are expected to demonstrate evaluation expertise as well as expertise in cash-based interventions and experience in refugee response and humanitarian operations. They should also have good knowledge of UNHCR and WFP's mandates and operational platforms. To the extent possible, the evaluation will be conducted by a gender-balanced, geographically and culturally diverse team with appropriate skills to assess gender dimensions of the subject as specified in the scope, approach and methodology sections of the ToR. All members of the Evaluation Team must be willing and able to travel to Lebanon and be able to work fluently in English. Arabic language skills would be highly desirable. Further required skills and qualifications are outlined below:

### Evaluation Team Leader

- A post-graduate or Master's degree in social science, development studies, international relations, economics, or relevant fields plus a minimum of 12 years of relevant professional experience in humanitarian and/or refugee response settings.
- Minimum of 10 years of evaluation experience with demonstrated ability in mixed research methodologies in humanitarian and/or refugee operations.
- Proven experience in evaluation of cash-based assistance is essential, and of protection-related evaluation(s) in humanitarian and/or refugee settings, highly desirable.
- Proven track record in successfully leading an evaluation team and managing fieldwork in humanitarian and/or refugee response environments.
- Demonstrable technical expertise in cash-bash interventions, refugee assistance, basic needs, and protection work, including relevant analytical frameworks and programming approaches and standards.
- In-depth knowledge of and proven experience with various qualitative and quantitative data collection, analytical methods, and techniques – including statistical analysis - used in evaluation and operational research. Proven experience with relevant software packages (e.g., Nvivo, Stata, SPSS) essential.
- Experience in generating useful and action-oriented recommendations to senior management and programming staff.
- Previous experience in UN Evaluation is an asset.

#### **Evaluation Team Member: Cash-based programming expert and gender/protection expert**

- A post-graduate or Master's degree in social sciences, development studies, international relations, or economics plus a minimum of 5 years of relevant professional experience, ideally in humanitarian and/or refugee response settings.
- Minimum of 4 years of experience supporting quantitative and qualitative data collection and analysis for evaluation purposes (preferable) or operational research in humanitarian and/or refugee response settings.
- Demonstrable knowledge and experience in programming, design, and evaluation of cash-based interventions (cash expert).
- Experience in econometric models, Proxy mean testing and targeting approaches (Cash programming expert or team leader).
- Demonstrable knowledge and experience of gender and protection analysis, programming/mainstreaming, and evaluation (gender and protection expert).
- Good knowledge of humanitarian and/or refugee response programming, relevant analytical frameworks, and programming approaches and standards.
- In-depth knowledge of various data collection and analytical methods and techniques used in evaluation and operational research.
- Proven expertise in facilitating participatory workshops involving different groups and participants.
- Excellent communication and presentation skills.
- At least one of the team members speaks Arabic.

#### **Evaluation Team Member: Data analyst**

- A post-graduate or Master's degree in social sciences, development studies, international relations, or economics plus a minimum of 4 years of relevant professional experience, ideally in humanitarian and/or refugee response settings.
- Minimum of 3 years of experience supporting quantitative and qualitative data collection and analysis for evaluation purposes (preferable) or operational research in humanitarian and/or refugee response settings.
- Experience in econometric models and Proxy mean testing models
- Good knowledge of humanitarian and/or refugee response programming, relevant analytical frameworks, and programming approaches and standards.
- In-depth knowledge of various data collection and analytical methods and techniques used in evaluation and operational research.
- Excellent communication and presentation skills.

## VIII. APPLICATION PROCESS

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UNHCR will be reaching out to evaluation companies that have LTAs with UNHCR/WFP at the global level. A request for proposal (RFP) will be sent to the list of pre-identified companies. Applications can be submitted only by pre-identified firms. Indicative budgets should be prepared in line with the expected deliverables outlined in the timeline and should include any anticipated overhead costs (e.g., translations services) and in-country data collection costs, which are expected to be sub-contracted by the Team Leader directly and remain subject to requisite nondisclosure arrangement.

Interested firms should submit three separate supporting documents:

1. Cover letter (1-page) with the reference “Application for Joint Action Evaluation Lebanon”, briefly outlining how the applicants match the required skills and experience.
2. Technical offer (15 pages excluding annexes). The technical offer should include the following components:
  - a. Capability and suitability of the firm,
  - b. Team composition and qualifications,
  - c. Understanding of the ToR,
  - d. Evaluation design/approach,
  - e. Annexes:
    - i. CVs of team members (P11 form)
    - ii. work plan.
3. Financial Offer:
  - a. Overview of consultant fees per activity
  - b. Overview of expenses and administrative costs including accommodation, travel, and overhead costs.

Any clarification questions on the TOR or application process should also be submitted electronically to the UNHCR procurement Service at [LEBBETENDERS@unhcr.org](mailto:LEBBETENDERS@unhcr.org) no later than midday January 10<sup>th</sup>, 2022.

Full applications should be submitted electronically to the UNHCR procurement at [LEBBETENDERS@unhcr.org](mailto:LEBBETENDERS@unhcr.org) with the subject line " Evaluation of the Joint UNHCR WFP Action Lebanon". The deadline for applications is **midnight Monday, January 17<sup>th</sup>, 2022**



## ANNEX 1 – Stakeholder Analysis

Stakeholders	Interest and involvement in the evaluation
<b>Internal (UNHCR and WFP) stakeholders</b>	
<b>UNHCR and WFP country offices (CO) in Lebanon</b>	<b>Key informant and primary stakeholder</b> - Responsible for the planning and implementation of MPCA interventions at country level. The country offices have an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries and partners for performance and results of its programmes. The country offices will be involved in using evaluation findings for programme implementation and/or in deciding on the next programme and partnerships.
<b>UNHCR and WFP field offices in Lebanon</b>	<b>Key informant and primary stakeholder</b> - Responsible for day-to-day programme implementation. The field offices liaise with stakeholders at decentralized levels and has direct beneficiary contact. It will be affected by the outcome of the evaluation.
<b>Regional and HQ bureau (RB) and HQ</b>	<b>Key informant and primary stakeholder</b> - Responsible for both oversight of country offices and technical guidance and support, the regional bureau management has an interest in an independent/impartial account of operational performance as well as in learning from the evaluation findings to apply this learning to other country offices. The regional bureau will be involved in the planning of the next programme; thus it is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight.  UNHCR and WFP headquarters divisions are responsible for issuing and overseeing the rollout of normative guidance on corporate programme themes, activities and modalities, as well as of overarching corporate policies and strategies. They also have an interest in the lessons that emerge from evaluations, as many may have relevance beyond the geographical area of focus. Relevant headquarters units should be consulted from the planning phase to ensure that key policy, strategic and programmatic considerations are understood from the onset of the evaluation. They may use the evaluation for wider organizational learning and accountability.
<b>UNHCR and WFP Offices of Evaluation (OEV)</b>	<b>Primary stakeholder</b> – The Offices of Evaluation have 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. It may use the evaluation findings, as appropriate, to feed into centralized evaluations, evaluation syntheses or other learning products.
<b>WFP Executive Board (EB)</b>	<b>Primary stakeholder</b> – the Executive Board provides final oversight of WFP programmes and guidance to programmes. The WFP governing body has an interest in being informed about the effectiveness of WFP programmes. This evaluation will not be presented to the Executive Board, but its findings may feed into thematic and/or regional syntheses and corporate learning processes.
<b>External stakeholders</b>	
<b>Beneficiaries</b>	<b>Key informants and primary/secondary stakeholders</b> - As the ultimate recipients of multipurpose cash assistance, beneficiaries have a stake in UNHCR and WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys, and girls from different groups will be determined and their respective perspectives will be sought.
<b>Government</b>	<b>Key informants and primary stakeholder</b> - The Government has a direct interest in knowing whether UNHCR and WFP activities in the country are aligned with its priorities, harmonized with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest.

<b>Financial Service provider</b>	<b>Primary stakeholder</b> – The financial service providers (FSP) enable beneficiaries to redeem the funds available in their wallets through the FSP's ATM and through /or any merchant equipped with POS terminal without restrictions on the items or services to be purchased
<b>United Nations country team (UNCT)</b>	<b>Secondary stakeholder</b> - The harmonized action of the UNCT should contribute to the realization of the government developmental objectives. It has therefore an interest in ensuring that UNHCR and WFP programmes are effective in contributing to the United Nations concerted efforts.
<b>Non-governmental Partner organizations (NGOs)</b> [WVI, SHIELD, Caritas, Makhzoumi]	<b>Key informants and primary stakeholder</b> - NGOs are UNHCR and WFP partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations, and partnerships. They will be involved in using evaluation findings for programme implementation.
<b>Donors</b>	<b>Primary/secondary stakeholders</b> – UNHCR and WFP interventions are voluntarily funded by a number of donors including ECHO for this intervention. Donors have an interest in knowing whether their funds have been spent efficiently and if UNHCR and WFP work has been effective and contributed to their own strategies and programmes. Donors are working on a new strategy for cash programs linking cash assistance to resilience and social protection framework. Donors are interested to see the evaluation results to inform their new strategy
<b>Basic assistance and food security working groups</b>	<b>Secondary stakeholder:</b> The basic assistance and food security working groups involves a wide variety of NGOs, UN agencies and government agencies using cash interventions to achieve food security and basic needs objectives. This evaluation would inform the working groups members about the largest cash assistance intervention in Lebanon, which would influence their programming and action plan

## **ANNEX 2 – Logic of the Joint Action**

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**Objective:** Protect livelihoods and reduce protection risks in emergencies by improving the living conditions of the most severely vulnerable refugees in Lebanon through predictable and dignified support addressing food and other basic needs.

**Specific objective:** This Action will contribute to the provision of cash-based assistance for 110,121 severely vulnerable Syrian refugee families with monthly cash assistance averaging to cover their survival needs. The overall goal of UNHCR and WFP is to improve living conditions for the most vulnerable and reduce the susceptibility of vulnerable families to exploitation and other protection risks such as child labour, survival sex, evictions, and premature returns.

### **Indicators:**

1. Average Livelihoods Coping Strategies Index (CSI) score for the target population.
2. % of the target population with acceptable Food Consumption Score (FCS).
3. % of households not incurring new debt to meet basic needs.
4. % of beneficiaries (disaggregated by sex) reporting that humanitarian assistance is delivered in a safe, accessible, accountable manner.
5. Number of consultations held with refugee representatives which informed the programmatic decisions and tools of multipurpose cash programme.

### **Results**

Severely vulnerable Syrian refugee families in Lebanon receive multi-purpose cash assistance for their basic needs

### **Indicators:**

1. # of severely vulnerable Syrian refugee families receiving multipurpose cash assistance
2. % of households with per-capita expenditures equal to or below the survival minimum expenditure basket
3. Households' expenditure share of key basic needs (food, rent health transport etc.)
4. % of surveyed beneficiaries who are informed about key aspects of the programme including awareness of their entitlements and how to reach WFP and UNHCR with complaints
5. % of complaints received through the call centre and addressed in adequate timeframes
6. % of cases received through the call center and referred to other sectors (including breakdown of sectors)
7. Average cost (in LBP) incurred by beneficiaries to access cash assistance.
8. % of beneficiaries self-reporting being able to redeem assistance through household surveys
9. % of amount redeemed by beneficiaries

### **Activities**

1. Identification and targeting
2. Validation of beneficiaries
3. Transfer
4. Monitoring
5. Joint call center

### **Risks and Assumptions**

- Security conditions
- Sanitary conditions
- Strains on households' purchasing power: rapid depreciation of the national currency (LBP), rising costs of food and basic items, job losses, underemployment and reduced incomes, removal of import
- Food availability: reduced food imports

- Strains on ATMs and WFP's retail network: curfews, limited movement, bank transaction restrictions, reduced liquidity in ATMs, increased informal exchange rate fluctuation against the USD, and limited ATMs' access
- Tensions between refugees and Lebanese: long queues at ATMs, job competition, reduced livelihoods opportunities
- Positive working relationship with the Government of Lebanon
- Host community supportive of displaced persons
- Low number of spontaneous refugee returnees to Syria
- Funding cuts in key sectors