



**WFP EVALUATION**



**World Food Programme**

SAVING LIVES  
CHANGING LIVES

**Evaluation of the Joint WFP/UNICEF/ILO Programme:  
“Towards a Universal and Holistic Social Protection  
Floor for Persons with Disabilities and Older Persons  
in the State of Palestine” 2020-2022**

Decentralized Evaluation Report



February 2023

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# Executive Summary

## INTRODUCTION

1. In June 2022, the Country Offices (COs) of the World Food Programme (WFP), United Nations Children’s Fund (UNICEF), and the International Labour Organization (ILO) jointly commissioned an evaluation of their Joint Programme (JP), “Towards a Universal and Holistic Social Protection Floor for Persons with Disabilities and Older Persons in the State of Palestine”. The upstream policy programme was developed to support the national efforts of the Ministry of Social Development (MoSD) to create a comprehensive social protection (SP) sector in Palestine and provide the poor and vulnerable with social safety nets. The JP focused specifically on policies pertaining to People with Disabilities (PwD) and Older Persons (OP). It spanned the period from January 2020 to August 2022.
2. The COs commissioned Arab World for Research and Development (AWRAD), a local research and consulting firm, with strong experience in the SP sector, to carry out the evaluation. The purpose of the evaluation was to evaluate the JP’s implementation, while also serving to generate good practices and lessons learned – capable of informing future joint programmes and strengthening ongoing efforts to reform SP in Palestine – and accelerate the achievement of the Sustainable Development Goals (SDGs). Reflecting these objectives, the results of the evaluation are relevant beyond the COs who implemented the JP, but also for other actors in the Palestinian context, including ministries of the Government of Palestine (GoP), local and international non-governmental organizations (INGOs) involved in SP and the rights of PwD and OP, and key United Nations (UN) agencies. The evaluation has also been conducted at a particularly timely moment, as COs of UN agencies and INGOs, as well as local and regional bodies, prepare to issue key strategies, outlining their objectives and actions for the years to come.
3. The evaluation was conducted between June 2022 and January 2023. The Evaluation Team (ET) was composed of experts in SP in the Palestinian context, including its intersections with disability, age, and gender, as well as monitoring and evaluation and data collection and analysis. The ET designed a non-experimental, theory-based approach to the evaluation, drawing on data collected from programme documents to inform both the design of the methodology and evaluation tools, as well as answer key evaluation questions.
4. The evaluation was structured around the Organization for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) Network on Development Evaluation (EvalNet) evaluation criteria, namely: relevance, coherence, effectiveness, efficiency, and sustainability. It should be noted that this evaluation does not follow an impact evaluation. The JP was system oriented and its impact on PwD and OP would take a long period before it can be measured. The ET followed a mixed-methods approach, collecting qualitative and quantitative data from both primary and secondary sources. A total of 22 key informant interviews (KIIs) were conducted with experts in the JP and SP, more broadly. In addition, four focus group discussions (FGDs) were held, including PwD, OP, female heads of households, and other relevant groups.
5. Data from both KIIs and FGDs were analyzed through thematic analysis, with the ET creating summary reports to allow for comparison between transcripts. Data from programme documents were analyzed by the design of document review templates and structured according to the research questions. During data collection and analysis, certain limitations were encountered, chief among them was the turnover in staff at MoSD and gaps in documentation, particularly baseline and outcome data. The ET worked to mitigate these challenges by expanding the inclusion of secondary sources and data. Throughout data collection and beyond, all operations and activities conformed to the highest ethical standards.
6. Fifty-three years of ongoing military occupation and, in Gaza, 13 years of blockade have created structural needs and exacerbated the adverse socio-economic conditions of the Palestinian population. Despite national commitments to reduce poverty and key enhancements to SP, the incidence of poverty and vulnerability in Gaza and the West Bank remains high. Poverty levels have increased in recent decades,

from 20.3 percent in 1998 to 29.3 percent in 2017. In Gaza, one in two (53%) live below the national poverty line, and, by 2022, approximately two-thirds (63%) were food insecure, and three-quarters (73%) received some form of aid or assistance.<sup>1</sup> Poverty is lower in the West Bank (14%) than in Gaza, but vulnerability remains widespread.

7. The SP sector in Palestine has a primary focus on supporting chronically poor and vulnerable households. MoSD is formally tasked with leading the SP sector. Palestine's primary social safety net is the National Cash Transfer Programme (CTP), implemented by MoSD with financial support from the European Union (EU). The CTP reaches 115,000 poor and vulnerable households with quarterly cash payments that are equivalent to the difference between the poverty line and the poverty gap as estimated by a Proxy Means Test (PMT) formula.

## KEY FINDINGS

### *Effectiveness*

8. The Theory of Change (ToC) focused on pursuing supply side levers through activities that focused on i) data and evidence generation to inform policy, programming, and systems; ii) capacity building of service providers; iii) policy, legal, and financial frameworks; iv) demand generation through capacity development of stakeholders and civil society organizations (CSOs).
9. In line with the ToC, JP activities acted as a catalyst for ensuring the continued relevance and prioritization of inclusive, better integrated, holistic, and rights-based programming for PwD and OP. However as the evaluation was conducted in the closing months of the programme, the near term was insufficient to capture tangible improvements in the scope and scale of current SP policies, programmes, and services.
10. In the long term, tangible improvements are expected as multiple outputs are currently being adopted and internalized through the different stages in the policy making process. For example, the upcoming Social Sector Development Strategy (2024-2029) is informed by the JP and is expected to outline scenarios around social allowance for PwD and OP.
11. The Joint Programme created synergies between the implementing agencies, with each leading on areas aligned with their respective comparative advantage. These strengths were leveraged effectively over the course of the project design and implementation and have laid the foundations for future collaboration.
12. A positive outcome of the JP was the improved perception and credibility of the UN by key national partners, including government partners. This reflects the structure of the JP, which allowed for three UN organizations to communicate overarching strategy and goals with a unified voice and vision.
13. JP activities were affected by COVID-19 throughout implementation. Several of the activities were reprogrammed, reflecting a need to adapt to the realities created by the pandemic. The JP implementing organizations quickly responded to evolving planning and policy needs, even playing a key role in formulating the national response to COVID-19.
14. Lack of consistency and harmony between outcome indicators, outputs, and activities made it difficult to monitor and evaluate the effects of the programme through outcome indicators. Conclusions on the effectiveness of interventions on poverty and service provision are further constrained due to the limited availability of updated data on poverty and coverage of SP programmes.
15. The JP addressed this obstacle by focusing its monitoring and reporting on outputs. This aided learning and decision-making processes over the life of the JP and formed a solid base of information for this evaluation. This is complimented with the JP's Theory of Change which defines assumptions and clearly specifies processes of change in the midterm (intermediate) and short term.

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<sup>1</sup> <https://www.ochaopt.org/data/2022/msna>



## *Efficiency*

16. The JP was cost efficient but suffered significant delays due to time-related inefficiencies. These delays were exacerbated by extraneous factors, such as COVID-19 and the May 2021 War on Gaza. Financial efficiency was achieved due to the participation of multiple agencies with established COs and long-standing national, regional, and international expertise in the field of SP.
17. The three agencies committed some of their own financial resources to co-fund the JP. Co-funding amounts totalled 164,776.59 United States Dollars (USD) from WFP, USD 314,119.45 from UNICEF, and USD 365,929.00 from ILO. The total co-funding amount was US\$ 844,825.04. Commitments for the timely delivery of the JP lagged and could have benefitted from an earlier kick off, systemic follow-up processes, and a designated JP coordinator.
18. The JP benefited from an adaptive and flexible approach to funding by the Joint SDG Fund (SDGF) which enabled the project to revise activities and reallocate funding, based on new challenges. The high level of flexibility allowed for timely adjustments, which was key to the quick response of participating organizations in support of the government during COVID-19.
19. Reprogramming provided the JP with an opportunity to gain more value for its budget, which incentivized project implementers to cut indirect and operational costs for the benefit of activity costs.

## *Relevance*

20. The JP was highly relevant to national and sectoral strategies. Outputs and activities were aligned with key national priorities and responsive to needs.
21. Programme flexibility and continual adjustment were key to staying relevant, especially at times of crises. Such adjustments were exemplified in the response to the onset of the COVID-19 pandemic.
22. Working in a crowded policy space with dominant actors, such as the World Bank (WB) and EU, poses both risk and opportunity. The risk of duplication and redundancy was always present and was well-managed by the experienced teams at participating organizations. Moreover, the programme was able to focus on rights-based and inclusive programming for PwD and OP – an area that had previously received less emphasis from SP actors, as a result, turning this challenge into an opportunity. In so doing, the JP also widened the horizon for like-minded actors to step into the space.

## *Coherence*

23. Overall, the JP achieved effective levels of internal coherence. The respective mandates of the three agencies provided both common ground and valuable complementarities. In addition, the comparative advantages of the respective agencies, including experience in unconditional resource transfer, drafting policy and legislation around disability, and rights-based social assistance, proved valuable in carrying out key tasks related to the JP's implementation. Further, the project proved well-aligned with the priorities of the GoP, along with the major policy frameworks. Internal coherence was greatest during planning and early implementation, with the successive period of implementation marked by limitations in effective linkages in planning and outputs.

## *Sustainability*

24. Selected elements of the JP outputs showed signs of sustainability that are likely to continue beyond the duration of the programme. These elements are linked to current processes, systems, and functions of MoSD.
25. JP activities created a sizeable base of new information on the needs and realities of PwD and OP. They also introduced many tools, concepts, and resources for policy makers. These activities contributed to an enhanced articulation of the importance of programming for PwD and OP. Costing activities also enabled a more realistic conversation about the costs associated with providing SP for these groups. This body of work will support the provision of a more inclusive and rights-based SP system that serves the needs of PwD and OP.

26. Investing in demand side ownership by working with NGOs, CSOs, and citizens at the national and sub-national level proved an effective model, capable of contributing to national ownership, sectoral harmonization, and long-term sustainability.
27. Linkages and coherence also contributed to sustainability and were emphasized during implementation. This culminated in a new EU funded cooperation, between UNICEF, ILO, and OXFAM entitled "Strengthening Nexus Coherence and Responsiveness of the Palestinian Social Protection Sector".
28. Greater sensitivity towards PwD and OP is expected in the next round of national and sectoral planning for the period 2024-2029. While an important step forward, meaningful changes to the scope of national programming require years to be incorporated and internalized in government strategies and budgets. Scalable change also requires sizeable investments and extended periods of implementation to be rolled out to beneficiaries.

### *Conclusions*

29. The JP is relevant for the context in which it was designed and has been implemented effectively. The scale and scope of the JP are appropriate for the needs of Palestinians and contribute to enhancing SP policies and systems that relate to PwD and OP. Long standing experience and flexibility resulted in cost efficiency gains in delivering fitted activities. Despite this, the timely delivery of activities was set back due to a variety of internal and external factors, including the absence of a dedicated coordinator and the COVID-19 pandemic and escalation of May 2021.
30. While the evaluation found several areas that could be improved, including those related to coordination, gender, monitoring of outcomes, communication, and governance, the overall conclusion of the ET was the JP largely achieved its intended results and made an important contribution to SP policies and systems.
31. The JP provides an important learning opportunity for different evaluation stakeholders. This includes lessons for the Resident Coordinator (RC) around strengthening the UNCT in Palestine, and lessons for PUNOs and their Regional Bureaus (RBs) around effective delivery of upstream policy programmes.

### *Recommendations*

32. **Recommendation 1:** The RB should invest in documenting lessons learned and sharing across comparable contexts in the region. The transfer of knowledge on other aspects of quality programming for the benefit of the COs should also be facilitated. The SDG-Fund should also invest in developing case studies around elements that facilitated success of JP delivery such as reprogramming and those that lagged such a coherent communication strategy.
33. **Recommendation 2** PUNOs, with support from RBs and headquarters (HQs) should continue to support GoP efforts to build a holistic SP system and to enhance the SP sector in Palestine, focusing specifically on social protection floors (SPFs), rights-based targeting, and shock responsiveness.
34. **Recommendation 3:** Re-invest where necessary in relationships with key partners. Priority relationships include: (1) the GoP to continue to advocate for leaving no one behind, (2) system-wide coordination to improve the overall coherence of SP systems, and (3) citizens and CSOs to build ownership, buy-in, and a sustainable base for advocacy and change.
35. **Recommendation 4:** Delivery of future programmes must include a larger focus on programme quality elements, including investing in a full-time coordinator and mainstream roles for specialists in gender, monitoring, and communication. A higher involvement from duty bearers, especially CSOs, in planning and governance is also essential.
36. **Recommendation 5:** The UN Country Team (UNCT), RC, and other UN agencies in Palestine should translate the lessons learned by this JP into synergies and new joint programmes on the ground between UN actors. COs should also invest in documenting lessons learned internally and share with other PUNOs and RBs for future learning and development.

# 1. Introduction

1. This evaluation was commissioned jointly by WFP, UNICEF, and ILO Palestine COs to produce evidence and analysis from the implementation of the JP, *"Towards a Universal and Holistic Social Protection Floor for Persons with Disabilities and Older Persons in the State of Palestine"*. This upstream policy programme was developed with the aim of supporting the national efforts of MoSD to create a comprehensive SP sector in Palestine and provide the poor and vulnerable with social safety nets. The programme particularly focused on policies pertaining to PwD and OP.
2. This activity evaluation is in line with the Joint SDGF requirements and covers the period from November 2019 to end of August 2022. In addition to providing evidence and analysis, this evaluation considers accountability to affected populations (AAP) and gender equality and empowerment of women (GEEW). The evaluation was conducted between June 2022 and January 2023, with spanning inception and planning, data collection – which began in August 2022 and ended in January 2023 – data analysis, debriefing and validation, report writing and finalization.

## 1.1. EVALUATION FEATURES

3. The purpose of this evaluation is to assess the character of the JP's implementation, identify good practices and lessons learned that can inform future joint programmes, aimed at accelerating the achievement of the SDGs, and inform similar programmes aimed at strengthening national SP systems. The main objectives of the evaluation were accountability and learning, defined as follows:
  - Accountability – The evaluation assesses the performance of the JP in Palestine, including its ability to achieve its objectives in a timely and cost-effective manner, and reports on the results achieved by the JP, in accordance with WFP's commitments to accountability and in line with the Joint SDGF Secretariat's requirements.
  - Learning – By determining the reasons why certain results occurred while others did not, the evaluation draws lessons, derives good practices, and provides pointers for learning. The evaluation identifies lessons that can be used for future engagements that aim to scale up existing SP initiatives. Lessons learned identify the extent to which the Joint SDGF has enabled a catalytic acceleration of support to the national SP system at policy and capacity strengthening levels, the extent to which the Joint SDGF has contributed to the acceleration of the SDGs that are within the ambit of the JP, and the extent to which the JP contributed to United Nations Development System (UNDS) reforms, including improved collaboration and coherence of the UNCT under RC leadership. Lessons drawn from this evaluation serve and feed into the national human rights and gender-based policies and practices. Finally, the evaluation also provides 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.
4. The central scope of the evaluation is learning, as specified in the Terms of Reference (ToR), provided in Annex 1. The operationalized scope can be found in the Inception Report submitted by the ET For the three PUNOs. It will aim to provide learnings for future scale-up of engagement on support to SP, chiefly for programmes and strategies to better incorporate PwD and OP. For the Joint SDGF, it will provide learnings on the extent to which the Fund has enabled a catalytic acceleration of support to the national SP system at policy and capacity strengthening levels.
5. The JP aimed at supporting national efforts by MoSD to enhance the SP system in a manner that addresses the specific needs of PwD and OP. More specifically, the JP intended to contribute to reform efforts around the national SP system, especially those policies targeting PwD and OP. The scope of the evaluation covers all the activities conducted under the JP by WFP, UNICEF and ILO with total funds amounting to 2,844,825.00 USD since its inception. The evaluation covers the entire duration of the programme from its kick-off in January 2020 until its conclusion in August 2022.

6. The evaluation was designed to report on the evaluation questions, evaluation criteria, and the Results Framework from the ToR, provided in Annex 1. The evaluation questions were operationalized in the Evaluation Matrix, provided in Annex 7 and correspond with the OECD DAC Network on Development Evaluation (EvalNet) evaluation criteria.<sup>2</sup> The criteria covered under this evaluation are relevance, coherence, effectiveness, efficiency, and sustainability. Together, these criteria provide a normative framework, which serves as a basis upon which evaluation conclusions are made. The extent to which results, as defined in the Results Framework, were achieved is addressed in the Effectiveness section of the Key Findings chapter.
7. The evaluation is timely for all three implementing partners (WFP, UNICEF, and ILO), as well as for national and international stakeholders in the SP sector. The results of the evaluation will feed into corporate strategies, such as WFP's upcoming Country Strategic Plan (CSP) for the period 2023 – 2028.
8. Current efforts supporting the national SP system are on-going by PUNOs and learnings produced by this evaluation will inform implementation of new cooperation projects that focus on the SP sector. In June 2021, ILO, UNICEF, and Oxfam launched a new project that focuses on increasing the capacity of MoSD and its partners to quickly leverage social transfers to respond to emerging needs across Palestinian society.
9. The evaluation has potential significance beyond WFP, UNICEF, and ILO. Results of the evaluation may feed into the development of national strategies and policies that are currently under development, primarily the Ministry of Social Development Sector Strategy (2024-2029) and the National Multidimensional Poverty Reduction Strategy (2024-2027). The SDGF programme being evaluated is one of 97 programmes being supported by the Fund as part of their commitment to the 2030 Agenda to Leave No One Behind. The Joint SDGF is an innovative instrument to incentivize the transformative policy shifts and stimulate strategic investments necessary to accelerate progress towards the SDGs. It is also a key part of the UNDS Reform process. Through these programmes, the SDGF both evaluates the merit of novel approaches and creates learning around them in support of the UNDS reform. This evaluation provides important lessons on the extent to which the approaches pursued in the JP enabled catalytic change.<sup>3</sup>
10. The primary users of the evaluation findings and recommendations are:
- WFP, UNICEF, and ILO COs, which are expected to use the evaluation findings alongside other sources of information to inform future programme design and wider elements of national SP sector reform.
  - The RCs are expected to use the evaluation findings to enhance coordination and improve joint work between the different members of the UNCT.
  - The RBs of the three implementing agencies (WFP, UNICEF, and ILO), who may use the evaluation findings when providing strategic guidance, programme support, and oversight to different country offices working on JPs or SP sector reform processes.
  - The SDGF will also use the evaluation findings to inform the UNDS Reform process and for wider organizational learning and accountability purposes.
  - On a national scale, the JP implementing partners intend to utilize existing coordination platforms, within the GoP, the UN, and sectoral and thematic mechanisms, such as the Social Protection Working Group and the Cash Assistance Working Group, to share learnings. Country-level efforts were designed to be coordinated with regional advisers, who would share learnings with regional counterparts, including through the Regional United Nations Sustainable Development Goals Working Group on Social Protection.

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<sup>2</sup> <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

<sup>3</sup> JP Donors Meeting Presentation 2021.

- MoSD and the PUNOs are active participants in regional learning forums facilitated by the Regional Economic Commission and the Executive Secretary of the United Nations Economic and Social Commission for Western Asia (ESCWA), such as the Arab Forum for Sustainable Development, and contribute to the production of learning products. Regionally, the objective of learning efforts is to ensure that learnings are utilized to inform ongoing and future efforts to reform the SP system and enable cross-fertilization of learnings with neighbouring countries undertaking similar reforms.

11. The evaluation was conducted between June 2022 and January 2023, with data collection conducted between August 2022 and January 2023. The inception phase took place in July and August. This was followed by a data collection and analysis phase in September and October. In November the team focused on results synthesis and producing a summary of findings report. December and January were dedicated to reporting, follow-up, and validation interviews. Annex 12 presents the overall timeline for the evaluation.

12. The ET was led by Dr. Nader Said, a national researcher and evaluator with extensive experience in the SP sector in Palestine. Dr. Said was supported by Dr. Katharina Hackstein, an international evaluator with extensive expertise in social protection floors (SPF). Dr. Hackstein contributed to the inception activities and data collection, particularly through conducting KIIs. She also synthesized results for reporting. The senior experts were supported by the AWRAD core team for coordination, research, evaluation, data analysis, and production of final deliverables.

## 1.2. CONTEXT

### *Country Context*

13. The onset of the COVID-19 pandemic in 2020 significantly curtailed the Palestinian Authority's (PA) financial and operational capacity. Nationwide lockdowns, movement restrictions, and social distancing requirements, meant that many civil servants could not work. Government priorities changed to accommodate the immediate health needs created by the pandemic and shifted attention to the rolling out of its emergency response. As launching the COVID response became the Development projects, including those related to SP, were relegated to a lower priority as launching the COVID response became the preeminent concern.

14. COVID-19 exacerbated existing inequalities in household dynamics and disproportionately affected women. The pandemic reinforced negative coping among households with precarious incomes and patriarchal structures at the micro and macro levels. The dynamics of COVID-19 created new stresses for households that were already vulnerable. Women struggled with stopping their children from going out to play, locating and maintaining quarantine locations for family members and loved ones who fell ill, getting sick without support, and experiencing increased domestic violence. The scale and character of the pandemic's consequences for women, men boys, and girls were also heavily influenced by the national COVID-19 response and the capacity of the national health system. In particular, the movement restrictions imposed on movement across governorates and into Israel prevented over 100,000 men from going to work, especially in the West Bank, leading to a situation where men either stayed at work sites or at home for prolonged periods of time. This dynamic created additional domestic and community burdens on women and children as men were either absent for a long periods or stayed at home and suffered the loss of income from their labour.<sup>4</sup>

15. The health service delivery model is a complex and fragmented amalgam of service providers, with prevailing inequities between the West Bank and Gaza. Access and quality have remained stagnant due to chronic underinvestment over the last decade. The current health system, characterized by fragmentation, focuses primarily on maternal and child health and communicable diseases services.

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<https://palestine.unwomen.org/sites/default/files/Field%20Office%20Palestine/Attachments/Publications/2020/4/COVID%2019%20-%20UN%20Women%20Rapid%20Gender%20Analysis.pdf>

16. Moreover, the pandemic represents a protracted shock to the Palestinian health system, reflected in high morbidity and low vaccination rates. As of November 1, 2022, there has been a total of 703,036 confirmed COVID-19 cases and 5,708 confirmed deaths.<sup>5</sup> Through the second half of 2021, the majority of new and active cases were concentrated in the Gaza Strip, highlighting the burden in an area whose resources and response capacity were already suffocated by the decades-long blockade. As of end-February 2022, 39 per cent of the population had received at least one dose of the vaccine and 34 per cent had been fully vaccinated, lower rates than many other countries in the Middle East and North Africa region. In 2021, 26 per cent of the mortality in West Bank and Gaza was attributed to COVID-19.<sup>6</sup>

17. In 2021 the PA announced that the first presidential and legislative elections in over a decade would be held. According to the announcement, legislative elections would be held in May and the presidential election in July of 2021. Anticipating the formation of a reconstituted Palestinian Legislative Council (PLC), the JP responded by planning activities centred around the passage of a revised disability law by the newly-inaugurated legislature. However, in April 2021, legislative and presidential elections were postponed by presidential decree.<sup>7</sup>

18. The conflict in the Gaza Strip in May 2021, sometimes referred to as the 11-Day War, killed approximately 250 Palestinians, and displaced thousands more within Gaza. The fighting exacerbated the prevalence of serious food insecurity in Gaza, with an estimated 62 per cent of the population (or 1.4 million people) assessed to be food insecure.<sup>8</sup> The crisis incited by the War required the GoP, INGOs, and UN agencies to shift their focus to responding to the immediate humanitarian needs created by the fighting.

#### *Economy Context*

19. The Palestinian economy remained stagnant, hampered by adverse circumstances and practices that predated the pandemic. This is attributed to restrictions on finance, trade, movement, and access by Israel, recurrent violence, internal political divide, and falling aid inflows. Between 2017-2019, annual GDP growth averaged 1.3 per cent – lower than the population growth rate – resulting in decreasing per capita incomes and increasing poverty.<sup>9</sup> With the easing of lockdowns and an improvement in the health situation in 2021, the Palestinian economy began its recovery from the pandemic. In 2021, growth rates reached a high of 7 per cent. The pace and character of the economic recovery, however, is not expected to be sufficient to restore pre-pandemic circumstances or prevent the expanding impoverishment of households. In fact, when compared to 2021, economic growth rates fell by half in 2022, reaching only 3.6 per cent.<sup>10</sup> This declining trend in economic growth is likely to continue, with projections expecting that economic growth will amount to only 3.2 per cent in 2023 and 3.1 per cent in 2024.<sup>11</sup>

20. Agriculture plays a key role in the Palestinian economy and the food security of households, providing work for more than 39 per cent of those working in the informal sector and supporting a significant proportion of Palestinian families who cultivate their lands for livelihood. In 2021, the agricultural sector provided job opportunities and employment for 6.4 per cent of the labour force, with relatively equal rates observed among males and females. Disparities between male and female employment in the

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<sup>5</sup> <https://ourworldindata.org/coronavirus/country/palestine>

<sup>6</sup> Ministry of Health (2022) Health Annual Report Palestine 2021, available on [www.moh.gov.ps](http://www.moh.gov.ps)

<sup>7</sup> <https://www.theguardian.com/world/2021/jan/16/abbas-announces-first-palestinian-elections-in-15-years>

<sup>8</sup> <https://reliefweb.int/report/occupied-palestinian-territory/gaza-rapid-damage-and-needs-assessment-june-2021>, p.52

<sup>9</sup> <https://thedocs.worldbank.org/en/doc/292b21f1554e93803dc499e4f4a8aede-0280012022/original/mpo-sm22-palestinian-territories-pse-kcm6.pdf>

<sup>10</sup>

<https://pcbs.gov.ps/post.aspx?lang=en&ItemID=4394#:~:text=During%20the%20year%202022%2C%20the,to%20support%20the%20budget%2C%20and>

<sup>11</sup> <https://thedocs.worldbank.org/en/doc/292b21f1554e93803dc499e4f4a8aede-0280012022/original/mpo-sm22-palestinian-territories-pse-kcm6.pdf>

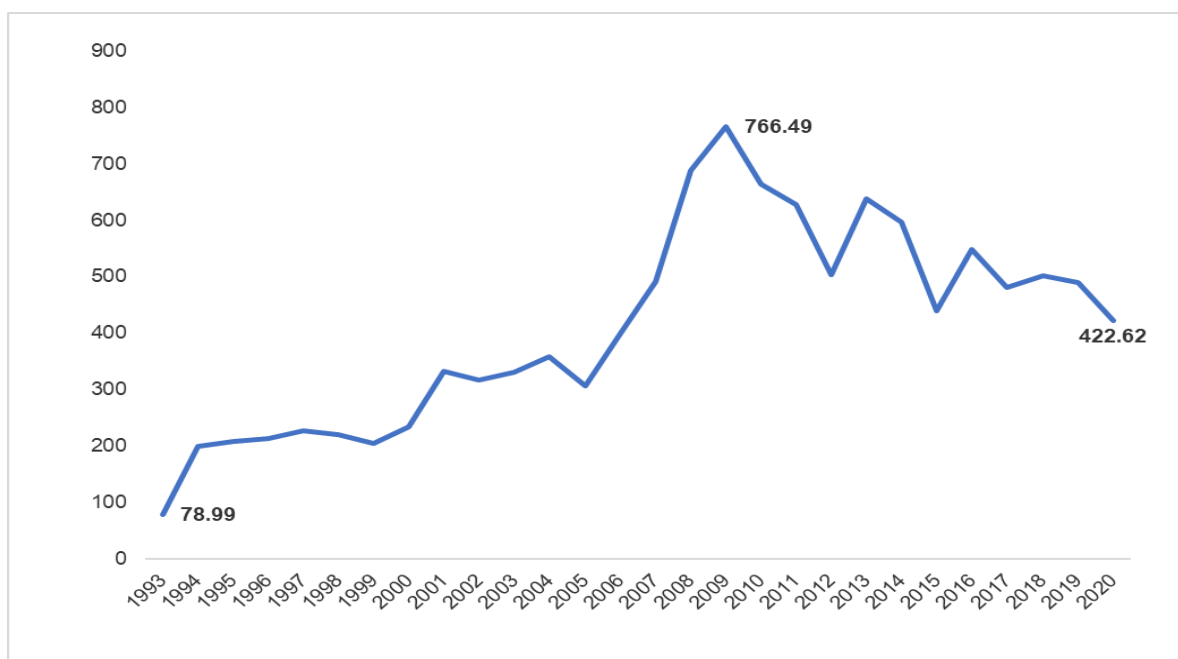
agricultural sector are more observable in Gaza where female employment in the agriculture sector reached 3.8 per cent and male employment 8.3 per cent.

21. Living conditions, particularly for those living in Gaza, have been regressing. The latest poverty figures in the Palestinian Expenditure and Consumption Survey (PECS) (2016/17) showed that 29.3 per cent of the population was living below the national poverty line.<sup>12</sup> However, the national numbers mask the diverging situation between the West Bank and Gaza, where poverty rates stood at 13.9 per cent and 53.0 per cent, respectively. The situation is worse for female-headed households and those living in refugee camps.

22. In 2022, the Consumer Price Index (CPI) recorded the highest increase in 10 years, charting a 3.7 per cent increase compared to 2021. Food and non-alcoholic beverage prices increased by 6.74 per cent, driven by substantial increases in the price of corn oil (20.81 per cent), fresh vegetables (19.55 per cent), sugar (16.39 per cent), eggs (16.13 per cent) and wheat (14.36 per cent).<sup>13</sup> The sharp rise in prices, especially among household staples, are expected to lead to slower economic growth and heightened food prices are likely to impact household income and purchasing power, a development that will both expand and deepen vulnerabilities.<sup>14</sup>

23. Economic stagnation has occurred against a backdrop of successive cuts in international aid. Between 2017 and 2020, external support shrunk by 12 per cent. The recent decline in aid is part of a larger trend that has been ongoing since aid flows peaked in 2009.<sup>15</sup>

**Figure 2: Net official development assistance (ODA) received per capita (current US\$) - West Bank and Gaza Strip**



<sup>12</sup> The national poverty line in Palestine is estimated at USD 8.90 per person per day. The official poverty line is based on a “deep poverty line,” which reflects a budget needed for a family of two adults and three children to cover food, clothing, and housing. This line represents the minimum essentials required for a dignified life and does not account for human development requirements such as health care, education, and transportation.

<sup>13</sup> [https://www.pcbs.gov.ps/portals/\\_pcbs/PressRelease/Press\\_En\\_CPI2022E.pdf](https://www.pcbs.gov.ps/portals/_pcbs/PressRelease/Press_En_CPI2022E.pdf)

<sup>14</sup> [https://docs.wfp.org/api/documents/WFP-0000146271/download/?\\_ga=2.202772375.722424365.1676465095-1887580523.1645294031](https://docs.wfp.org/api/documents/WFP-0000146271/download/?_ga=2.202772375.722424365.1676465095-1887580523.1645294031)

<sup>15</sup> Official Development Assistance (ODA): <https://data.worldbank.org/indicator/DT.ODA.ODAT.PC.ZS?locations=PS>

Source: Net Official Development Assistance Data. World Bank. Accessed 2022.

### *Social Protection and Social Policy Sector*

24. The primary focus of the SP sector in Palestine is supporting chronically poor and vulnerable households. MoSD is formally tasked with leading the SP sector. Financing for safety nets is limited and relies in part on international actors. The unilateral deductions from taxes collected by Israel on behalf of the PA compromises the ability of the GoP to meet its financial commitments and obligations. MoSD was allocated 4.7 per cent of national budget in 2022, 91.2 per cent of which is dedicated to routine, as opposed to shock responsive, safety nets. Key targets of the Social Development Sector Strategy (2021-2023) include: (i) reducing multidimensional poverty, (ii) developing SP systems that protect the vulnerable from all forms of marginalization and shocks, and (iii) enhancing governance and transparency by investing in institutional capacities.
25. Palestine's primary social safety net is the National CTP, implemented by MoSD with financial support from the EU. The CTP reaches 115,000 poor and vulnerable households with quarterly cash payments that are equivalent to the difference between the poverty line and the poverty gap, as estimated by a PMT formula. The CTP is characterized by a multi-dimensional poverty approach.<sup>16</sup> An interoperable Social Registry was developed in 2020, containing the details of nearly 200,000 households and functioning as a common mechanism to identify potential beneficiaries for a range of programmes and services. The programme currently covers about 10 per cent of children, 12 per cent of adults, 22 per cent of OP and just 12 per cent of PwD.<sup>17</sup> <sup>18</sup> NCTP payments are made digitally.<sup>19</sup> However, shortfalls in CTP transfers<sup>20</sup> are creating dissatisfaction among beneficiaries and raising concerns around the scalability, reliability, and sustainability of the CTP among stakeholders, who recognize the Programme cannot function without international funding.
26. There are several other important SP interventions beyond the CTP, some of which leverage the CTP's systems. MoSD provides government-issued health insurance to 112,000 households and school fee exemptions to 110,000 students. External actors, notably the UN Relief and Works Agency (UNRWA) and WFP, are also engaged in long term assistance programmes which complement the NCTP, including distribution of cash-based voucher assistance and in-kind food assistance to poor and vulnerable families in the West Bank and Gaza. In 2022, WFP committed USD 23 million to non-refugee poor and vulnerable households who are on the NCTP lists. UNRWA is engaged in a similar programme that targets refugee households. Beyond the pressures on the NCTP, the overall SP system is under significant strain as it tries to cope with increasing poverty and vulnerability.
27. Currently, the NCTP, as well as social services provided as part of the broader SP network, does not address the specific needs of PwD and OP. The 2019 Mainstreaming, Accelerating, and Policy Support (MAPS) analysis conducted for the State of Palestine (SoP) outlined the option to shift from a PMT process to establish a beneficiary eligibility process oriented around universal SP and multi-dimensional poverty measures. In particular, the MAPS report highlighted that "there could be efficiency and effectiveness gains made through dedicated programmes for the Elderly and Persons with Disability", where "experience has shown that universal social protection measures tend to make social protection more efficient and

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<sup>16</sup> Targeting methods include geographic, community-based, and a PMT. Gaza and the West Bank have quotas and community-based targeting is done by social workers who first filter households for enrolment for CTP. The PMT is used as a proxy in the final household welfare assessment. MoSD also maintains a Grievance Redress Mechanism system for complaints.

<sup>17</sup> [https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms\\_831347.pdf](https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_831347.pdf)

<sup>18</sup> <https://www.mosd.gov.ps/uploads/16595216031037953544.pdf>

<sup>19</sup> <https://www.mosd.gov.ps/uploads/16595216031037953544.pdf>

<sup>20</sup> For the last five years (2018-2022), the NCTP has failed to distribute all the quarterly payments as pledged. In most years, beneficiary households received three of the four pledged installments. However, in 2021, owing to funding shortfalls, the NCTP distributed only one quarterly installment.



equitable while reallocating the time of the national social welfare workforce away from routine checking towards response to the most serious cases”.

#### Poverty and Food Insecurity Context

28. According to the 2022 Multi-Sector Needs Assessment (MSNA), about two million Palestinians (36.7 per cent of the population) are moderately to severely food insecure.<sup>21</sup> The same assessment found that the average Palestinian household spends an estimated 50 per cent of their total expenditure on food, with 40 per cent reporting buying food on credit. This coping mechanism is concentrated among households in Gaza, with 75 per cent reporting purchasing food on credit, compared to 18 per cent in the West Bank. Some four per cent of households report that food is the primary reason for taking on debt; eight per cent in Gaza and one per cent in the West Bank.
29. Poverty is a key driver of food insecurity. Data from the 2014 Socioeconomic and Food Security Survey (SEFSEC) shows that poverty and food insecurity are highly correlated. Among the extremely food insecure, 80 per cent are poor, with the share of poverty decreasing for the moderately and marginally insecure. The SoP's Voluntary National Review (VNR) of 2018 identified poverty as a crosscutting and multi-dimensional problem that affects and intersects with virtually all other SDGs, recognizing that progress in reducing poverty levels is often a result of progress in other SDGs (particularly 1, 2, 8, and 10). The SoP defines persons living in Deep Poverty (D-poverty) under a national measure of the ability to attain basic life necessities related to food, shelter, and clothing, while persons living in poverty are defined as those who can attain basic services related to education, healthcare, and transportation, in addition to the basic goods identified above.
30. Overall, women in Palestine are more likely to be poor; 51 per cent of families headed by women have an income below the poverty line compared to 40 per cent of male-headed ones. Women also have fewer opportunities to move out of poverty. Overall, only 19 per cent of Palestinian women participate in the labour market, with the remaining 81 per cent engaging in unpaid domestic work. The unemployment rate is also much higher for women (54 per cent) compared to men (25.5 per cent). The same is true of the pay gap; the average daily wage for women is 83 New Israeli Shekels (NIS), compared to NIS 114 for men. Women also experience a range of other fundamental inequalities that affect their wellbeing, principally restricted access to productive assets and land ownership.<sup>22</sup>
31. The effects of climate change on agribusinesses and workers employed in the agricultural sector is expected to cause losses in productivity, labour, and income. Losses in agricultural productivity will cause disruptions to food supply chains and are likely to increase food prices, making food less affordable and further increasing vulnerability to food insecurity. Increasing temperatures, variable precipitation patterns, including an anticipated increase in the intensity of drought episodes, and shifting seasonality are also likely to adversely affect crop production, causing reduced income and livelihood insecurity for farmers in the West Bank and Gaza. Approximately 81 per cent of agriculture in the West Bank and Gaza is rain-fed<sup>23</sup>, highly vulnerable to climate shocks and changes in the frequency, intensity, and timing of rainfall. In addition, rising temperatures and humidity can have detrimental impacts on storage and processing in olive and grapevine value chains, on which many smallholder farmers in the West Bank and Gaza depend.

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<sup>21</sup> Different sources cite different figures, but the MSNA is the most recent assessment. *The State of Food Security and Nutrition in the World* (FAO, IFAD, UNICEF, WHO, and WFP, 2021) that covers the period 2018-2020 found food insecurity to be at 26.3 percent. The Socio-Economic and Food Security Survey preliminary results (SEFSec - PCBS, FSS 2020) suggests that 34.5 percent of the population is moderately or severely food insecure. According to the 2022 MSNA, 36.7 per cent of the population (about 2 million people) are moderately or severely food insecure.

<sup>22</sup> <https://pwwsd.org/uploads/15949011091533037615.pdf>

<sup>23</sup> FAO (n.d.). Water efficiency, productivity and sustainability in the NENA regions (WEPS-NENA). URL: <https://www.fao.org/in-action/water-efficiency-nena/countries/palestine/zh/>

### *Disability and Social Protection*

32. Though officially recorded at seven per cent, the prevalence of disability in Palestine is considered to be underestimated by significant margins. This underreporting reflects both cultural, social, and political factors, as well as technical reasons related to drawbacks in measurement tools and data collection methodologies. Persons with mobility difficulties account for 48.4 per cent of PwD in Palestine, the highest of all types of disability. There is a strong correlation between age and disability prevalence. Disability rates are significantly higher among individuals aged 75 years and above, estimated at 32.0 per cent—28.9 per cent among males and 34.1 per cent among females. Among children, an estimated 1.5 per cent had at least one disability – 1.8 per cent of boys and 1.3 per cent of girls.<sup>24</sup>
33. Disability has been found to hinder employment prospects, a phenomenon that reflects lack of accessible infrastructure, transport, toilet and assistive devices and services in workplaces across Palestine. A 2017 study found that 87.3 per cent of all disabled individuals in the Palestinian Territory were not employed, 85.6 per cent in the West Bank and 90.9 per cent in Gaza. While disability among older Palestinians is widespread, the development indicators for younger cohorts are not encouraging. Around 37.6 per cent of all disabled individuals aged 15 years and older have never been enrolled in school. The presence of disability prevents individuals from completing education and finding employment, both drivers of poverty.
34. Dialogue around reforming the NCTP to increase monetary and non-monetary support for PwD has been prolonged by the limited resources. The current quarterly payments are not sufficient to address the unique needs of a household with a member with disability. In response to the demand of the beneficiaries, the MoSD considered additional compensation for vulnerable households including those with a member with a disability. Though an analysis was conducted to weight the costs and benefits of modifying the targeting formula to accommodate additional compensation for PwD, the results did not support increasing the value of instalments because the costs of adjustment were expected to outweigh the benefits and likely be done at the expense of larger number of poor beneficiaries. Furthermore, global evidence suggests that cash transfers are not necessarily the sole or right instrument to address the needs of PwD in an adequate manner. Rather, meeting the needs requires a holistic approach with greater focus on providing services complemented by temporary cash benefits. Also, compensating only by cash is not sustainable.

### *Age and Social Protection*

35. OP, especially women, represent a growing share of the Palestinian population due to ongoing demographic transformations. The West Bank and Gaza has combined population of 5.35 million people, of whom, five per cent are 60 years old or older. The number of older people is expected to remain stable over the next decade and then start to increase more rapidly, owing to declining fertility rates and improvements in life expectancy.<sup>1</sup>
36. Palestinian women tend to live longer than men and are more likely to be widowed and live alone. Overall, while upwards of 90 per cent of older men are married, less than half of older women are married. Older women are seven times more likely to be widowed than older men.<sup>2</sup> This has important implications for their wellbeing as spouses play a major role in supporting each other in old age, providing material, social, and emotional support as well as personal care, in times of illness or frailty. Older women are much less likely to have spouse support.
37. The high levels of ill health and disability experienced by OP restrict their ability to earn an income. Data from the 2017 Census shows that 39 per cent of OP experienced at least one health issue, the most common being mobility difficulties (24 per cent) followed by vision difficulties (22 per cent). They also reported facing significant health challenges, including strokes, diabetes, heart disease, and high blood

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<sup>24</sup> <https://documents1.worldbank.org/curated/en/501421472239948627/pdf/WBG-Disability-Study-Final-DRAFT-for-Transmission-Oct-31.pdf> <https://disabilityundersiege.org/wp-content/uploads/2021/03/Disability-in-oPt-Analysis-of-2017-PCBS-2017-Census-Results-FINAL.pdf> <https://www.pcbs.gov.ps/Downloads/book2532.pdf>

pressure. High levels of ill-health and disability not only limit older people's ability to earn an income, but also entail medical expenses that place additional financial burdens on older people and their families.

38. Labour force participation declines markedly in older age. According to the Palestinian Central Bureau of Statistics (PCBS) labour force data for 2019, only 14 per cent of OP participate in the labour force, with marked differences between the West Bank (18 per cent participation rate) and Gaza Strip (6 per cent). Older women are even less likely to be employed, given the low levels of labour force participation of women across all ages.
39. OP, in particular older women, are more likely to live in poverty, with PCBS data estimating that approximately one-quarter (27 per cent) of OP are living in poverty. They face heightened challenges in meeting their income needs, owing to their limited access to income sources, as well as diminished access to alternative contributory and non-contributory sources of social assistance and SP. As a result, they are vulnerable to income shocks, poverty, and food insecurity. Moreover, poverty among older persons is likely underestimated as rates among older persons are underestimated in urban and refugee settings.
40. Severely constrained from earning an income and without access to SP, most OP rely on their families to cover their basic needs. However, this support is also often inadequate as high levels of poverty and economic vulnerability faced by the population as a whole mean that families have limited resources to share.
41. The Law of Public Retirement No.7 includes provisions for a non-contributory component, though they have never been implemented. The Law codifies the payment of a social pension to OP who do not have other sources of income. More specifically, Article 121 of the Law states that "with the exception of public employees, the Treasury of the National Authority should pay a basic retirement pension in the amount of one-hundred (100) dollars on a monthly basis for each person who has reached sixty (60) years of age and does not have any other income or source of financial support; if such income is less than one-hundred dollars, only the difference is paid".
42. The PA has included provisions for a social allowance for OP (e.g., a social pension) into its Social Development Sector Strategy (SDSS) and Results Framework, led by MoSD. Result 2.1 of the SDSS calls for the "establishment of a social protection floor," including through the allocation of social allowances to marginalized groups. Indicators 30 and 31 envisage 10,000 social allowances for both OP and PwD in 2021, 2022, and 2023.

#### *JP Partners*

43. MoSD is the governmental body tasked with overseeing the social development sector in Palestine. The role of MoSD is focused on i) developing SP policies, such as: example; ii) managing non-contributory assistance programmes to the poor and vulnerable, such as the NCTP; iii) the Ministry also works towards achieving human development across different segments of society through a range of services and programmes targeted at marginalized groups such as children, PwD, women, and OP.<sup>25</sup>
44. PCBS is the key actor responsible for providing statistical instrument to diagnose, guide, and evaluate progress made by Palestinian governmental bodies.<sup>26</sup> This includes establishing and tracking national poverty rates, measuring multi-dimensional poverty, and mapping poverty.<sup>27 28 29</sup> PCBS is also tasked with collecting and exchanging official statistics in accordance with international standards that guarantee Palestinian membership in international organizations, including those statistics concerned with the

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<sup>25</sup> <https://www.mosd.gov.ps/about/1/ar>

<sup>26</sup> [https://www.pcbs.gov.ps/site/lang\\_en/538/default.aspx](https://www.pcbs.gov.ps/site/lang_en/538/default.aspx)

<sup>27</sup> [https://www.pcbs.gov.ps/Downloads/book2368.pdf?date=7\\_5\\_2018](https://www.pcbs.gov.ps/Downloads/book2368.pdf?date=7_5_2018)

<sup>28</sup> <https://www.pcbs.gov.ps/Downloads/book2524.pdf>

<sup>29</sup> <https://www.pcbs.gov.ps/Portals/Rainbow/documents/poverty-atlas-technical-report2.pdf>

SDGs.<sup>30</sup> Most relevant,, with support from WB and EU, PCBS conducts the PECS.<sup>31</sup> Beyond poverty, with support from MoSD and UNICEF, PCBS has collected essential data on PwD, including the Disabled Individual Census in 2012, as well as other national statistical reports on PwD using the 2017 census.<sup>32</sup>

45. The Ministry of Health (MoH) is a key institution supporting the delivery of services to PwD.<sup>33</sup> Under the JP, MoH was involved in several activities, including the definition of the service packages, the manuals for service providers, and discussions on the shift of the Disability Assessment from the medical to the functional model.

46. The WB provides financial assistance to MoSD's NCTP and supports MoSD's SP reforms. In 2017, WB approved the Social Protection Enhancement Project which aims to support implementation of the SDSS. With an overall budget of 15 million USD, the project has four components: cash transfer program support (9 million USD), social registry (1.4 million USD), case management (3.6 million USD), and program management and monitoring (1 million USD). The JP consulted with WB with the aim of contributing to a comprehensive and coordinated efforts to support MoSD and broader efforts to build a holistic and shock responsive SP system.<sup>34</sup>

47. The European Joint Strategy in Support of Palestine 2017-2020 states that "enhancing the social protection framework remains an important investment for the EU." It aims to achieve results that can complement the JP such as expanded coverage of case management system and the establishment of an online unified social services portal being. Along with WB, EU has been identified as key stakeholder by JP programme documents. EU supports MoSD and NCTP through direct financial assistance. The EU's contribution covers about half of the NCTP payments made every year, reaching 50 per cent in 2018 and 53 per cent in 2019.

48. GUPWD is the main syndicate for PwD. The Union is a grassroots organization, run by a group of committed volunteers, that advocates for the human rights of Palestinians with disabilities and endeavours to empower them across society. GUPWD was established in 1991 and counts over 35,000 members, with local syndicates in each of the sixteen Palestinian governorates. The main objectives of the GUPWD are to empower PwD, ensure the effective implementation of the Disability Law, and change societal attitudes towards PwD and raise awareness of their rights. GUPWD was a direct beneficiary of multiple activities conducted under Output 4 of the programme framework.

### 1.3. SUBJECT OF EVALUATION

#### *SP Systems and the JP*

49. The evaluation covers the JP, *"Towards a Universal and Holistic Social Protection Floor for Persons with Disabilities and Older Persons in the State of Palestine"*, since its beginning in November 2019. This includes JP activities across all areas of intervention by all participating organizations and involving all partners. The JP was implemented by WFP, UNICEF, and ILO, with the aim of supporting national efforts by MoSD to adapt the national SP system in a manner that addresses the specific needs of PwD and OP, as part of ongoing SP reform efforts.

50. The PUNOs (WFP, UNICEF, and ILO) were supported through their RBs, who were responsible for issuing and overseeing the rollout of normative guidance on corporate programme themes, activities, and modalities, as well as overarching corporate policies and strategies. Based on their existing engagement in SP, the agencies had significant capacities to contribute to project implementation. All three UN agencies are present in-country and have relevant ongoing programmes in the SP sector, as well as partnerships

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<sup>30</sup> [https://www.pcbs.gov.ps/site/lang\\_en/538/default.aspx](https://www.pcbs.gov.ps/site/lang_en/538/default.aspx)

<sup>31</sup> <https://www.pcbs.gov.ps/PCBS-Metadata-en-v4.3/index.php/catalog/685/study-description>

<sup>32</sup> <https://www.pcbs.gov.ps/Downloads/book1812.pdf>

<sup>33</sup> [https://site.moh.ps/Content/Books/Byh2ENRn64uTVaLncGL6AjD1Z3dzHMEuLvgQDEC55ujpNihg8YPEVv\\_OTxQv6uPffIRmT9xs7dwgvatwShEN8VoqHs83y5NWwua3THGRD73OO.pdf](https://site.moh.ps/Content/Books/Byh2ENRn64uTVaLncGL6AjD1Z3dzHMEuLvgQDEC55ujpNihg8YPEVv_OTxQv6uPffIRmT9xs7dwgvatwShEN8VoqHs83y5NWwua3THGRD73OO.pdf)

<sup>34</sup> Evidence

with MoSD. The three partner organizations also have personnel with extensive experience in SP already in place.

51. For the JP assessed, WFP was the lead convening agency. WFP has a long-standing engagement in the country and works in partnership with MoSD to augment existing capacity in national SP systems. Within the JP, WFP worked to build the comprehensive and integrated database for the PwD and OP, based on the ongoing analysis for the NCTP database and the joint work with MoSD. WFP supported the development of strong digital learning systems and the refinement of tools to enhance programme quality and implementation, vulnerability analysis, and gender analysis. In joint partnership with UNICEF and ILO, WFP also led the rollout of the cash assistance pilot for PwD in Hebron.

52. UNICEF is a long-standing partner of MoSD and has supported the Ministry in developing many plans, strategies, and responses through the years. UNICEF also supported MoSD to develop the revised Disability Law between 2018-2019 and supported the GoP to develop the submission to the Committee on the Rights of Persons with Disabilities for the SoP regarding the Convention on the Rights of Persons with Disabilities (CRPD). Within the JP, UNICEF's role included drafting the bylaw and policy framework for PwD and, with MoSD, pursuing the adoption of the Disability Law. However, due to changes in the regulatory environment, this activity was reprogrammed. UNICEF supported the Disability Directorate of MoSD in developing an annual action plan, in addition to supporting their revision of the National Development Plan and national sector strategies from a disability perspective. UNICEF supported the analysis of characteristics of individuals with disabilities based on the Population, Housing and Establishments Censuses, as well as the mapping of social services and social service providers for PwD and OP. Additionally, UNICEF supported the review of the Palestinian Disability Assessment System, allowing to serve as the base for forward movement on the functional assessment approach. UNICEF also worked with CSOs, including GUPWD.

53. ILO is increasing its engagement in its ongoing work advocating for SPFs and for the right of OP to receive rights-based assistance and social pensions. ILO efforts cover a range of life-cycle risks. As part of the JP, ILO made efforts to mainstream the SPF concept and to develop an inclusive targeting model for OP and PwD in social assistance. ILO also worked on awareness raising on social protection rights and supported the development of a programming and financing framework for OP and PwD.

### *Theory of Change*

54. The ToC and the Results Framework of the JP reflect the different elements of combatting multi-dimensional poverty and encompass both the supply and demand side. The JP rests on the assumption that acceleration of poverty reduction for PwD and OP can be sustainably achieved only through a more inclusive, better integrated, multi-dimensional, and holistic service delivery response, while simultaneously tackling the constraints brought about by both the enabling environment's supply side (duty bearers) and demand side (right-holders), thus allowing PwD and OP to access more adequate and cost-effective SP.

55. The ToC outlined six assumptions that were aligned with the United Nations Development Assistance Fund (UNDAF). The ToC worked on the following assumptions:

**Table 1: ToC Assumptions**

Supply Side Assumptions	
IF an adequate information base on the needs and current and expected service provision for PwD and OP is established to orient policy and programming decisions...	THEN key stakeholders will be able to agree on the priority short, medium, and long term actions to take to reform SP systems and roll out services.
IF hard and soft barriers to access SP are removed for PwD and OP, both at design and implementation stages...	THEN these marginalized groups will increase their uptake of services and thus reduce their vulnerability.

IF rights-based systems and capacities are established to roll out legislation and policies to deliver integrated service delivery for PwD and OP...	THEN services will be better aligned to the needs of PwD and OP who will fulfil more of their basic needs.
IF systems for PwD are piloted in one Governorate (Hebron) and lessons and best practices are learnt to ensure that effective systems can be put in place...	THEN national and international stakeholders will have the basis to adapt policies, plans, and service packages to take them to scale nationally, with the evidence base for key donors to contribute.
<b>Demand Side Assumptions</b>	
IF PwD and OP have a better understanding and awareness of their rights, availability of services, and capacity to raise their voice...	THEN they will access services through SP exemptions and subsidies and demand better coverage and quality of services.
<b>Enabling Environment Assumptions</b>	
IF the legislative reforms, policies, plans, and systems for PwD and OP rolled out under this project are proven effective...	THEN there is sufficient domestic political will and donor interest to take this programming to scale and make it sustainable including through major development partners including EU and WB.

56. The JP aimed to initiate specific efforts that would then be taken to scale by duty bearers, thus accelerating efforts towards achieving the following SDGs:

**Table 2: The targeted SDGs in the JP, and their corresponding indicators**

SDG 2030	Indicator
Goal 1: End Poverty	1.3: Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage for the poor and the vulnerable
Goal 2: Zero Hunger	2.1: By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round
Goal 5: Gender Equality	5.1: End all forms of discrimination against all women and girls everywhere
Goal 8: Decent Work	8.5: By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value
Goal 10: Reduced Inequalities	10.2: By 2030, empower and promote the social, economic, and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status
Goal 16: Peace, justice, Strong Institutions	16.6: Develop effective, accountable and transparent institutions at all levels
Goal 17: Partnerships	17.9: Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the SDG, including through North-South, South-South and triangular cooperation.

## Objective

57. The strategic objective of the JP remained the same since the Programme's inception and is described within the original Project Document (SDG JP programme document 2019) and the revised edition (the SDG JP Updated Document 2021). The overall strategic objective is aligned with UNDAF Strategic Priority 4: "Leaving No One Behind: Social Development and Social Protection." More explicitly, UNDAF's Outcome 4.2 was the focus of the JP. Both Outcome 4.2 of the UNDAF and of the JP explicitly aspire to achieve: "All Palestinians, especially the most vulnerable, have greater access to a unified, integrated, and shock-responsive protection and social protection systems."<sup>35</sup> In the case of the JP, this outcome is measured through two indicators: the proportion of the population covered by SPFs and systems, and through tracking the proportion of the population living below the national poverty line.

**Table 3: JP Outcome 1, along with the corresponding indicators:**

<b>Outcome 1</b>	<b><i>All Palestinians, especially the most vulnerable, have greater access to a unified, integrated, and shock-responsive protection and social protection systems</i></b>
Outcome Indicator 1	Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims, and the poor and the vulnerable
Outcome Indicator 2	Proportion of population living below the national poverty line, by sex and age

58. The mid-term objective of the JP was to improve data and evidence available to inform policy making and programming and build a comprehensive SP policy, legal programming, and financing framework to enhance the response to multi-dimensional needs of PwD and OP in line with the vision for SPFs in Palestine. The JP also focused on increasing access to SP through adequate information bases and rights-based systems. These objectives focused on duty bearers, policy makers, and supply side interventions. For the demand side, JP activities focused on improving the capacity and tools for organizations representing PwD and OP to increase their ability to participate in policy formulation and SP expansion and advocate for improvements in service delivery standards.

## Outputs

59. Outputs for the JP can be found in the Results Framework in the Joint Programme Document. Outputs and processes of change are detailed in the table below.

**Table 4: JP Outputs, along with the corresponding indicators and processes of change:**

Output and Indicators	Description	Baseline	Process
<b>Output 1</b>	<b><i>Data Analysis and Evidence Generation</i></b>		
Indicator 1.1	A consolidated dataset of PwD is developed	Multiple datasets exist	To improve data and evidence generation and to inform policy and programming, the project builds a consolidated national dataset on PwD.
Indicator 1.2	National comprehensive database of PwD established and integrated with the	No database in place	

<sup>35</sup> There have been some inconsistencies regarding the Results Framework. As per WFP directives, Project Document, Annex 2.2 was chosen. See Annex 12: Comparison of Results Frameworks in different documents for further information.

	NCTP and other relevant databases		
<b>Output 2</b>	<b>Policy and Legislation</b>		
Indicator 2.1	Integrated policy and programming framework for PwD and OP is developed	No integrated framework	With the aim of developing comprehensive policy and building programming and financing frameworks, the JP outlined a Perspective Plan for SPFs in Palestine. The plan included integrated policy frameworks for PwD and OP and a costed Action Strategy. Adopting a legal framework to include PwD was also included as part of the plan.
Indicator 2.2	A progressive legal framework and National Action Plan for PwD and OP are available	Legal strategic framework incomplete	
<b>Output 3</b>	<b>System and Service Provision</b>		
Indicator 3.1	Rights-based approach for identification and selection of PwD and OP into non-contributory SP developed and tested	Concerns with exclusion errors of current targeting module	The JP was also designed to work on systems and capacity development of service providers to increase access to SP. Outputs included the development of service delivery packages for PwD and OP, piloting of a disability card, and work on inclusive selection and an identification model to provide social assistance to PwD and OP. Related activities also included the capacitating of national governmental partners, to enable them to support the operationalization of the Disability Law in Palestine.
Indicator 3.2	Service package for PwD and OPs scoped and costed	No service package defined	
<b>Output 4</b>	<b>Awareness and Capacity Building</b>		
Indicator 4.1	Capacity and awareness of citizens and non-state actors to represent and advocate for SP for PwD and OP enhanced	Was not determined	The JP planned to generate demand and increase the capacity of development stakeholders, CSOs, and the general population. Outputs included increased capacity and awareness of citizens and non-state actors to represent and advocate for the SP of PwD and OP. This comprised a public awareness raising campaign around SP rights, entitlements, and procedures, with a focus on PwD and OP. Additionally, in the planning stage, components around strengthening the grievance and redress mechanism were included.

### Budget

60. The budget of the JP was supported primarily by SDGF contribution (70 per cent of the actual budget), with co-funding from each of the respective participating organizations. The overall budget for the JP increased by almost eight per cent, reaching a final, actual expensed budget of USD 2,844,825.04 in 2022, compared with the planned budget of USD 2,639,500.00 in 2019.

**Table 5: Planned vs Actual Budget**

Agency	Planned budget in USD	Actual budget in USD	% Contribution to actual budget	% Difference in planned vs actual budget contribution
Joint SDG fund Contribution	2,000,000.00	2,000,000.00	70.30%	0%



ILO	299,000.00	365,929.00	12.86%	22.38%
UNICEF	200,000.00	314,119.45	11.04%	57.05%
WFP	140,500.00	164,776.59	5.79%	17.27%
<b>Total</b>	<b>2,639,500</b>	<b>2,844,825.04</b>	<b>100.00%</b>	<b>7.78%</b>

61. ILO received 35 per cent of the SDGF budget (USD 2,000,000) and its co-funding contribution amounted to 13 per cent of the actual budget (USD 2,844,825.04) and expensed 37 per cent of the actual budget. UNICEF's contribution to the actual budget increased by 57 per cent since the inception of the JP and amounted to a total of 11 per cent of the actual budget. UNICEF received 38 per cent of the SDGF contribution and its expenditure reached 37 per cent of the actual budget, making it the lead agency in terms of expenditure. WFP received 28 per cent of the SDGF budget and expensed 26 per cent of the actual budget.

**Table 6: Actual Expenditure on JP Activities by each PUNO**

PUNOs	Joint SDG Fund contribution	% Of SDG Fund funding to each PUNO	Total expenditure by agency (includes PUNO contribution)	% Of total budget expensed by PUNO (includes PUNO contribution)
ILO	690,150.00	34.51%	1,056,079	37.12%
UNICEF	750,060.00	37.50%	1,064,179.45	37.41%
WFP	559,790.00	27.99%	724,566.59	25.47%
<b>Total</b>	<b>2,000,000</b>	<b>100.00%</b>	<b>2,844,825</b>	<b>100.00%</b>

62. Financial data broken down by year is limited and was not available for the entire duration of the JP. This limited the ability of the ET to disaggregate planned, as compared to actual activities, per year.

#### Reprogramming

63. Despite this limitation in financial data, progress reports highlight that most activities were conducted as planned while some activities were reprogrammed (less than 25 per cent) to reflect changes on the ground and for the JP to adapt to needs and requirements of the new context. The key changes included:

64. The draft disability law submitted to the PA Cabinet for review remains unapproved. This has meant that the plans embedded in the project design related to advancing legislative and policy frameworks for disability rights have not been feasible in the project, and some of the funding allocated to this has been reprogrammed for other activities.

65. The assessment of needs among PwD and OP was updated as a precursor to the definition and costing of services packages tailored to the two groups. This additional work was designed to capture new needs and vulnerabilities emerging out of the two crises and to adapt the diagnosis being made with respect to service offerings to new realities. This request came from MoSD to reflect the impact of COVID and May 2021 escalation on poor and vulnerable households.

66. Recognizing delays, especially on the policy front, and with the crises demonstrating the need for the SP system to become more flexible and shock responsive, the JP adapted some of its activities and developed a cash pilot to test the shock responsiveness of the SP system for PwD and to generate lessons for future policy and programming. This amended approach to the initial pilot targeted a total of 4,699 PwD beneficiaries across 2,669 households in the Hebron governorate of the West Bank. Targeted households comprised a total of 13,756 members, (who share the additional care-related costs for PwD). Targeted households were based on recent data collections establishing the latest overview of PwD and their needs, through embedding of relevant questions into the MoSD questionnaire for the social registry.

### *Duration*

67. The JP implementation period was from 1 January 2020 to 31 August 2022 (i.e., 35 months). Reflecting the no-cost extension (NCE) applied to compensate for delays in 2020, the project's end date was extended to December 2022.<sup>36</sup>

68. Implementation in the first year of the JP was challenging. Already confronting economic stagnation, recurring violent conflict and internal divide and a drop-in external support, the SoP's precarious situation was further exacerbated by the outbreak of the COVID-19 pandemic. In response to the first COVID case detected, the PA declared a state of emergency in March 2020, subsequently declaring periods of multiple lockdowns. The pandemic and related containment measures, principally the lockdowns, limited access, resources, and implementation-related initiatives of the JP.

### *Partners and Stakeholders*

69. The PUNOs collaborated with a range of key partners in implementing and delivering programme activities, first and foremost, the GoP represented by MoSD. As elaborated on in the context section and in the stakeholder analysis, MoSD is the main duty bearer responsible for the development and management of SP systems and programmes. The operational vision of the JP focused on producing sufficient knowledge and capacity within national systems aiming to create a catalytic environment that ensures SP systems leaves no one behind, with particular focus on PwD and OP.

70. Coordination occurred at different levels, within implementing PUNOs, in a technical committee, to discuss planning, implementation, reprogramming and changes in the context. A Programme Steering Committee was also established, which included the three PUNOs and MoSD, responsible for planning and coordinating implementation that was relevant and aligned with Ministry operations. The JP also coordinated with the UNCT by involving the RC in meetings and the reporting process. The SDGF was also involved during kick-off and at the time of the COVID-19 outbreak. A meeting with donors was held on January 26, 2021, which was attended by all members involved in the different coordination levels.

71. The JP's cooperating partners included a range of governmental agencies, international and national non-governmental organizations, and private sector actors. These included MoSD, PCBS, MoH, INGOs including Oxfam, national NGOs, including the Palestine Economic Policy Research Institute (MAS) and Social and Economic Policies Monitor (Al Marsad), national private sector firms, including Alpha and Al-Sahel Company for Institutional Development and Communications, and international research and policy firms, including Oxford Policy Management, Social Policy Research Institute – SPRI Global, Centre for Inclusive Policy and Disability Policy Solutions.

72. Stakeholders' interest, stake and influence over the JP and this evaluation have been also analysed based on available information from documents and KIIs. The findings of this analysis are also presented in Annex 6.

### *Gender Dimensions*

73. The JP does not provide distinct activities for women, girls, men, or boys. However, JP programme documents stipulate that the JP is gender-sensitive and promotes gender-equality through the mainstreaming of women across all dimensions of analysis, implementation, and monitoring. The JP Programme Document presents the UNCT Gender Equality Marker (GEM). Programme stakeholders reached a self-evaluation of 2.1 (out of 3).<sup>37 38</sup> This score indicates that Gender Equality and Women's

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<sup>36</sup> The extension to December 2022 was primarily to allow sufficient time for evaluation inputs.

<sup>37</sup> JP Programme Document. Page 40-41

<sup>38</sup> The UNCT Gender Equality Marker Guidance Notes defined GEM as a tool used by organizations to track planned or actual financial investments in gender equality within programmes or projects. A GEM matrix has codes (0,1,2,3) which denotes the type and/or degree to which a unit of analysis usually an output or Project addresses GEWE. A code of 0 means the key activity is not expected to contribute to GEEW, and a code of 3 means that GEEW is the principal objective of the

Empowerment (GEWE) is a significant objective of the programme. The JP's SDGF Work Plan further indicates that six percent of the planned budget was dedicated to SDG Goal 5.1 which aims to end all forms of discrimination against all women and girls.

**Table 7: Gender marker matrix**

Indicator	Formulation	Score	Findings and Explanation	Evidence or Means of Verification
1.1	Context analysis integrate gender analysis	2	Context analysis includes data disaggregation including by gender	Data analysis of target population
1.2	Gender Equality mainstreamed in proposed outputs	2	Outputs look at the specific needs of different groups amongst PwD and OP, including by gender and age	Monitoring and evaluation (M&E) data report
1.3	Programme output indicators measure changed on gender equality	1	Indicators disaggregate data by specific groups, including by gender	M&E data report
2.1	PUNOs collaborate and engage with government on gender equality and the empowerment of women	2	Detailed in government plans and the project document	JP Report
2.2	PUNOs collaborate and engage with women's gender equality CSOs	1	JP document details consultations with CSOs	JP Report
3.1	Program Proposes a gender responsive budget	2	Budget includes needs of specific groups	JP Report
<b>Total score</b>		<b>2.1</b>		

#### *Disability and Inclusion*

74. Disability inclusion and mainstreaming are the principal objective of the JP. The JP approach and several of its outputs advocated for rights-based targeting that focus on vulnerable groups, especially PwD. Incorporation of the CRPD, particularly Article 28 on Adequate Standards of Living and Social Protection were at the core of the JP. The existing civil society community, active in the field of the rights of PwD, were supported in line with their expertise, experience, and expectations related to the CRPD.

#### *Past Evaluation, Reviews, and Assessments*

75. Activities such as an evaluation of the Shock Responsiveness Pilot have been conducted by Oxfam and assessments of the situation of PwD and OP were conducted as part of the evidence generating activities of the JP. The pilot evaluation acknowledged the innovative transfer system used, the added value of multi-tiered approach, and importance of safety nets and cash transfers during shocks. Needs assessments and costing activities have found that need is widespread, but costs associated with coverage are lower than publicly discussed. The evidence from these sources were carefully reviewed and informed this evaluation.

activity. More information on the GEM can be found through the following link: <https://unsdg.un.org/sites/default/files/2019-09/UNCT%20GEM%20UN%20INFO%20final%20draft%20June%202019.pdf>

## 1.4. EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

76. The detailed methodological design for this evaluation was developed during the inception phase. A detailed overview of the methodology is presented in Annex 2. A non-experimental theory-based approach was used. The design relied on several tools: Results Framework (Annex 3), ToC (Annex 4), Evaluability Assessment (Annex 5), Evaluation Matrix (Annex 7), Stakeholder Analysis (Annex 6). The ToC helped the ET understand how the links between interventions and expected outcomes were envisaged and to identify key underlying assumptions. The Evaluability Assessment illuminated how the JP's theory has been operationally translated in practice given the availability of relevant data, capacity of management, and capacity of existing monitoring and evaluation systems. The assessment and the review defined the design, scope, and approach to the evaluation.

77. The evaluation methodology followed a sequential approach, centred around the Evaluation Matrix as the main point of reference for all stages of inquiry and analysis. The Matrix provided the structure for the evaluation and all data collection tools were designed to inform responses to the evaluation criteria, questions, and indicators contained within. The ET developed a list of external and internal stakeholders at all levels and identified their stake in the project and the evaluation in the Stakeholder Analysis (Annex 6). The stakeholder analysis also allowed the ET to identify key informants and data sources. The evaluation questions and sub-questions contained in the ToR were carefully reviewed and scrutinized for their logic, fit coverage, and clarity. An extensive list of indicators and measures of progress were compiled and added to the Evaluation Matrix. The key evaluation questions guiding the evaluation were:

**Table 8: Evaluation Criteria and Evaluation Questions**

<b>Evaluation questions per criteria</b>
<b>1. Effectiveness</b>
To what extent were the results of JP achieved/ are likely to be achieved (including any differential results across groups).
What are the major factors influencing the achievement or non-achievement of the outcomes/objectives of the joint programme?
Were there unintended (positive or negative) outcomes of assistance for participants?
How well do the JP activities contribute to nationally owned strategies and solutions?
<b>2. Efficiency</b>
To what extent has the joint programme intervention delivered results in cost-efficient way?
Are the JP activities implemented in a timely way (taking accounts of any changes in circumstances)?
To what extent the M&E system was appropriate and included gender disaggregated data?
<b>3. Relevance and appropriateness</b>
Is the intervention in line with the needs and priorities of the most vulnerable groups (PwD and OP, cutting across men and women, boys, and girls)?
Was the design of the intervention relevant to the wider context?
<b>4. Sustainability</b>
To what extent are the net benefits of the intervention likely to continue after the completion of the JP?
To what extent the beneficiary organizations assisting PwD, OP, and women, were strengthened in order to continue the support after the end of the programme?
<b>5. Coherence</b>

To what extent has the JP contributed to UN reforms? (Including greater UNCT joint working and coherence)?
To what extent has the JP contributed to SDG acceleration (including prevention of loss of development gains in the context of a more challenging contextual environment)?
To what extent has the JP contributed to improving the situation of PwD, OP, including women?
How would you describe external collaboration?
How would you describe the collaboration between the JP and external stakeholders?

78. The ET followed a mixed-methods approach by collecting and analysing qualitative and quantitative data from both primary and secondary sources.

79. **In-depth data and document review:** A systematic review of programme documentation was conducted using the Evaluation Matrix to guide the review. A list of the reviewed documents can be found in Annex 13. Documents were reviewed and catalogued according to their relevance to the Evaluation Matrix. Importantly, the JP produced was focused on strategic learning on policy issues affecting PwD and OP. This included an independent evaluation of the Cash Pilot in Hebron, costing of social pension and disability grant scenarios, needs assessments for PwD and OP and defining of service packages. These products and data collected through them were an important source of data and informed the context and the findings of this evaluation. Many of these products were completed during the evaluation period which also made them especially timely and relevant. Lastly, meeting minutes and progress reports allowed the ET to build a consecutive timeline for the implementation of the JP and gave light to the details of discussions and decision making. This timeline also allowed the ET to conduct the efficiency analysis around timely delivery.

80. **New primary data was collected from key stakeholders during field work,** with an emphasis on staff, partners, and national owners of JP outputs including MoSD staff, to establish a deeper understanding of the SP sector in the SoP and the factors explaining contemporary circumstances. The ET planned to conduct 18 interviews during the inception and proposal stages however the ET conducted 22 key informant interviews to explore questions around inter-agency cooperation, implementation, and outcomes of the JP. Original data at the field level was also collected to assess change and results from the perspective of national counterparts. A list of all interviews conducted can be found in Annex 8. Interview guidelines systematically addressed the evaluation questions, with appropriate customization of sub-questions to increase their relevance relative to the Evaluation Matrix and their role in the project. KII guidelines can be found in Annex 10.

81. **Four FGDs** were organized in the locations of the JP pilots in Hebron Two were conducted with male-headed households and two with female-headed households. Two FGDs focused on PwD of different ages and the remaining two focused on PwD over 60 years old. The FGDs targeting women were conducted by female facilitators. All four FGDs were conducted in the Yatta Social Centre, a community centre and rehabilitation facility for PwD. The centre is affiliated with the Yatta Municipality. The Centre is in located at the heart of the area targeted by the Hebron pilot activity and equipped and designed to facilitate access to PwD. Transportation costs for all participants were covered by the ET. In total, 24 people took part in the FGDs. The gender breakdown of participants is presented in Annex 9.

82. The participants were selected from beneficiary lists provided by the JP. The lists were divided by the gender of the household head and age of the household head. The names were then randomized, and a random sample was extracted from the lists to participate in the FGDs.

83. **Summary report of findings and debriefing:** Following data collection, the ET developed a Summary of Findings Report, which included key findings and conclusions. This summary report served to validate the initial findings before the writing of the final evaluation report.

84. **Data analysis followed several steps**, using both quantitative and qualitative analysis techniques to ensure a full triangulation of evidence. Templates for document reviews, structured according to the evaluation questions, were prepared and relevant information was extracted from the assorted documents according to its relevance for certain evaluation question. The ET also consolidated and analysed financial data, as well as results data from across programme reports and official secondary sources. Cost efficiency analysis relied on the analysis of the JP budget, activity details, workplan, and annual reports. Cost breakdowns (per cent spent on activities vs per cent spent on overhead and operational costs) were also compared to results of efficiency analysis from other WFP evaluation in neighbouring contexts, such as Jordan,<sup>39</sup> and validated through comparisons with recently evaluated JPs, such as Rwanda.<sup>40</sup>
85. Templates for KII and FGD transcripts were developed and structured by evaluation questions. Transcripts and field notes were shared by each interviewer after the interview and compiled into a single document. This document ensured that interview notes could be searched by topic and facilitated triangulation of different perspectives. All FGDs were conducted by two facilitators, and 17 of the 22 KIIs were conducted by two interviewers, after which each team member brought forward evidence from their own transcript to answer questions. **Thematic analysis** of KII and FGD transcripts was conducted by each of the interviewers and a consolidation of this work was done through a team brainstorming session. This facilitated an evidence-based discussion of results between team members who may hold different perspectives, reflecting their background and experience. After this round of team analysis, the summary report was developed and validated. Importantly, initial findings pushed the Team to conduct more KIIs, engaging additional partners to fill any gaps in the data or to verify findings.
86. **Gender dimensions** were explicitly incorporated into the scope of the evaluation and the approach, with associated indicators for most evaluation sub-questions. The ET's specialized knowledge in social norms, gender dynamics, and power relations especially among vulnerable households in Palestine were specifically incorporated into the evaluation design. The ET was gender balanced and team members also have appropriate skills and experience with conducting gender analysis in programme design and implementation settings.
87. Gender has been considered throughout data collection. Data disaggregated by sex was available for the JP's pilot initiative that targeted PwD living within the Yatta Directorate. This allowed the ET to ensure a gender balanced selection of focus group participants at community level. The Team also sought the participation of a representative sample of men and women in the FGDs through random selection of potential participants from lists of beneficiaries targeted under the Hebron cash assistance pilot. This ensured coverage of a wide range of disabilities and vulnerabilities and minimized selection bias.
88. Reflecting these measures, the perspectives and opinions of both men and women were collected and analysed. During fieldwork, the ET provided space for women to express themselves freely. This was achieved through organizing women-only FGDs. The evaluation design differentiated between female-headed households and female beneficiaries, with FGDs for both organized. The ET ensured that timing and location of data collection activities were suitable, sensitive, and accessible to women, PwD, and OP. The transportation costs for all participants were covered, including the costs of caregivers for those participants who required their presence. With support and cooperation from the Yatta community and Disability Rehabilitation Centre female heads of households with children whose care they were responsible for were also encouraged to bring the child and participate in the FGDs. The facility and the Centre are well-known to the local community. They also have experienced specialized staff that take care of children and PwD in the community. The Centre is also affiliated with the municipality and is among the most important providers of social services and rehabilitation activities. The Centre has established relations with community members which created assurances and eased uncertainty about the degree of readiness and capacity of the facility and its staff to welcome PwD, and children. Field notes and

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<sup>39</sup> [https://docs.wfp.org/api/documents/WFP-0000101797/download/?\\_ga=2.235101385.959181878.1678778251-679602413.1678778251](https://docs.wfp.org/api/documents/WFP-0000101797/download/?_ga=2.235101385.959181878.1678778251-679602413.1678778251)

<sup>40</sup> <https://docs.wfp.org/api/documents/WFP-0000130753/download/>

interviewers clearly note that all but one participant in the female headed household focus group brought at least one child along.

89. The availability of disaggregated data by sex and age was limited. However, wherever feasible, analysis of quantitative and narrative analysis of primary and secondary data was disaggregated by gender. Financial data was also reviewed and analysed to assess amounts spent on women-specific activities. ToRs and outputs for a sample of activities and programme documents were also analysed. Additionally, the ET's knowledge of the SP sector and of gender issues associated with poverty, vulnerability and disability allowed for an informed analysis and facilitated the production of evidence-based gender sensitive findings, conclusions, and recommendations. Those findings, conclusions, and recommendations focusing specifically on gender equality and women's empowerment are presented in this evaluation report.

90. Limitations have affected the evaluation, although mitigation methods put in place at the inception phase have reduced the impact on the evaluation.

**Table 9: Limitations Encountered during the Evaluation and Mitigation Measures Employed**

Limitation	Mitigation	Significance	Impact
There was a change in the ET because of a change in the timeline, causing two team members to be unavailable. This change was due to delays in the Inception Phase and the Data Collection Phase.	The team mitigated this by reallocating the tasks to an existing evaluator and analyst on the team and increasing research support.	Medium	Low
Turnover in key senior staff, decision makers, and programme focal points at MoSD affected the Team's ability to obtain the views of those who were in key positions during the JP's planning and implementation stage. Some positions remain vacant. This limited the teams understanding of key decisions pertaining to planning, early implementation, COVID-19 response, reprogramming, prioritization, alignment, and relevance.	The input of key former Ministry officials was limited to meeting minutes and some documented correspondence. Additionally, the evaluation used secondary sources, including Ministry and sectoral level assessments to triangulate evidence.	High	Medium
The overall number of people interviewed was small. However, it is in line with the size of the programme as the programme focused on key policy making circles. The main beneficiary of the programme was MoSD and departments associated with PwD and OP working on policy making and programme delivery under its umbrella.	To mitigate this limitation the ET conducted policy level interviews at MoSD as well as interviews with representatives of five different departments and units from MoSD, including the Disability Department, Older People Department, Disability Card Unit, Planning Department, and Data Unit.	Medium	Medium
Gaps in documentation and data particularly outcome data: the ET found large gaps in baseline and monitoring data. The baseline data for Outcome 1 Indicator 1 was not confirmed in any of the programme	With support from participating organizations the Team filled data gaps with national partners where possible. In addition, the team used data collected and reported by other sources, including authoritative	High	Low

documents or progress reports. The means of verification for this outcome indicator requires data from the Palestinian Census to be provided by PCBS. However, the last census conducted was in 2016/2017 and the next census results are not due until 2027. For Outcome 1 Indicator 2 the baseline set was the proportion of the poor, but targets were never set and means of verification never specified.	resources such as World Bank studies, EU-PEGASE evaluations, and Ministry of Finance budget disclosures.		
The Results Framework is output driven and often relies on binary targets related to completion and delivery of an activity.	To mitigate this the Team reviewed activity documents, such as ToRs and actual activity outputs. The Team had to also rely more heavily on qualitative information and anecdotal evidence collected through KIIs. The Team followed an iterative process in the evaluation drawing on a two-phased data collection and data synthesis approach that allowed the Team to progressively explore evaluation questions at increasing depth with increasing validity, reliability, and precision. This approach allowed the ET to ask the right questions and obtain relevant, contextualized and nuanced answers.	Medium	Medium
Timely access to some data was limited due to delays in the completion of the Oxfam evaluation of the "Pilot on shock responsiveness of cash based social assistance to enhance social protection for Persons with Disabilities". Moreover, conducting consecutive data collection activities with the same vulnerable population raised concerns about burdening of the beneficiaries. This was expressed by PUNOs, MoSD, and the ET.	The results of the learning activity were made available to the ET upon its completion. The learning evaluation provided large amounts of data on the cash pilot. The Team used this data in its own analysis. The Team also reduced the number of data collection activities originally envisioned with pilot beneficiaries. The Team, however, increased the number of KIIs until marginal utility of interviews was diminished and data sufficiency reached.	Low	Low
The parallel, independent management and implementation of JP activities created inconsistencies in the way information was being reported.	The team discussed and filled data gaps with country staff and where possible sourced data from each PUNO. The team made it clear that there is limited data to feed into the evaluation findings and looked at other sources to triangulate information.	Medium	Medium
As an upstream policy programme, the longer-term effects of the JP were not always apparent or measurable. This is especially true of outcome-level	The evaluation attempted to understand and trace the degree to which project outputs were contributing to longer term outcomes	Low	High



indicators. This was also the case for direct effects on PwD and OP.	to make plausible estimates of likelihood of longer-term effects.		
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### *Ethical Considerations*

91. This evaluation adhered to WFP’s and the United Nation’s Evaluation Group (UNEG) ethical standards and norms. The ET undertaking the evaluations were responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. This includes, 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. FGD and interviews with children were not carried out in this evaluation. The ET recognizes the strict policy of the UN for zero tolerance concerning unethical, unprofessional, or fraudulent acts.

92. As detailed in the context section above this evaluation occurred at sensitive time for the SP sector and the country context. Recurrent crises, including the financial standoff with the Government of Israel in 2019, COVID-19 restrictions in 2020, resumption of hostilities in Gaza in 2021, a stagnant economy, regressing living standards, a chronic humanitarian crisis, and falling levels of international aid, limited the ability of the MoSD to make social assistance payments to beneficiaries.<sup>41</sup> Such acts are not aligned with its obligations to right holders and means that the basic needs of social assistance beneficiaries are not being met. Against the backdrop of increasing need, a high degree of awareness and caution among ET members was taken to ensure realistic management of expectations and to avoid giving false hope or false promises to beneficiaries. The evaluation took cautionary measures during the organization of KIIs and FGDs, as well as during actual data collection.

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<sup>41</sup> The context of the SP sector and the country context are detailed in the context section of this evaluation report.

## 2. Evaluation findings

The evaluation findings and the evidence to substantiate them are presented below:

### 2.1 EFFECTIVENESS

EQ 1.1: To what extent were the results of JP achieved (including any differential results across groups).

EQ 1.2: What are the major factors influencing the achievement or non-achievement of the outcomes/objectives of the joint programme?

EQ1.3: Were there unintended (positive or negative) outcomes of assistance for participants?

EQ1.4: How well do the JP activities contribute to nationally owned strategies and solutions?

Finding 1: The support to policy, programming, and civil society has not translated into quantifiable, measurable, and systemic changes that can be captured by Outcome 1, Indicator 1 and Outcome 1, Indicator 2 during the short period under review. Such a finding should not be interpreted as a conclusion that the JP failed to set the SP system on a path towards achieving the articulated, long-term objectives, but, rather, that the period of time under study was insufficient to determine that Programme activities and outputs had succeeded in bringing about the long-term outcomes as set in the Results Framework during JP planning and proposal writing in 2019. Further, given the external policy changes undertaken by governmental actors to respond to the crises caused by COVID-19, chiefly an expansion of the existing social safety net, it is not possible to attribute causality across indicators, such as the reduction in the proportion of the population living below the national poverty line, to the activities of the JP.

#### *Extent of achievement of outcomes<sup>42</sup>*

93. The ET identified several limitations in the output and outcome indicators developed for the JP (see Evaluability Assessment Annex 5). For example, Outcome 1 and associated Indicators 1 and 2 are designated as long-term objectives by the ToC, yet the Results Framework sets baseline values and targets for them to be achieved by Year 1 and Year 2 of JP implementation. The effectiveness section will first report on the degree of achievement of outcomes and then move to report on the degree of achievement for output-level indicators. The extent to which outcomes were achieved should be treated with caution since the JP was output-driven, with the outcomes being part of the ToC's long-term vision and not part of its mid-term or short-term achievements.

***Outcome 1, Indicator 1: "Proportion of Population covered by social protection floors/systems by sex, distinguishing children, unemployed persons, older persons, people with disabilities, pregnant women, newborns, work injury victims and the poor and the vulnerable."***

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<sup>42</sup> The JP was output-oriented, with reporting focused on outputs as defined by the Results Framework. The JP monitored and reported on seven output indicators to track its achievements. Additionally, the JP monitored and reported on one of its two outcome indicators; it was not able to report on the second indicator due to data limitations. The inconsistency between outcome indicators and programme logic, means that outcome achievements must be considered with caution since the JP was output-driven with the long-term line of sight being the outcome as stipulated in the ToC.

Outcome level Indicators 1 and 2 do not capture policy-level changes or nuances of the social protection system, limiting the overall relevance of the JP's results. There is also misalignment between outcome indicators and outputs; though outputs appear to be aligned with the ToC they lack defined pathways to the generation of outcomes.

94. Data from the 2022 Joint Programme Final Narrative Report show positive progress toward the achievement of Outcome 1 Indicator 1.<sup>43</sup> (For more details on Outcome 1, associated indicators, and results see Annex 3).

95. There are indeed documented increases in the number of households covered by social protection floors/systems. However, this coincides with the expansion of such systems, owing to the government response to the COVID-19 pandemic. As illustrated in Box 1 the increase in assistance coverage was largely attributed to the government's response to the COVID-19 pandemic, and not JP activities. In 2019, the overall number of households covered by the NCTP was 105,517, of which 18,109 were households headed by PwD and 37,432 were headed by the elderly.<sup>44</sup>

96. Those levels did not change under the JP and are unlikely to change in the short-term given that the JP's focus on system level changes would require extended time before their direct effects for vulnerable populations materialize.

### Box 1: COVID-19 and Outcome 1 Indicator 1

The JP coincided with the COVID-19 crisis, which imposed new realities on the SP sector and required sectoral stakeholders to engage in urgent shock response to cover deepening poverty and widening vulnerabilities. This included a vertical expansion to offer additional assistance and services and a horizontal expansion to cover more households, as well as a one-off payment to households who fell into poverty. Importantly, the core caseload of NCTP, the main social safety net and the flagship national cash assistance programme, was expanded to cover an additional 9,204 households, increasing the total coverage from 105,517 to 114,721 households.<sup>45</sup> This increase in the core caseload of SP system beneficiaries had a direct impact on Outcome 1 Indicator 1 and its use as a reliable measure of JP achievement. Although the increase may signify that the JP has progressed towards its target for Outcome 1 Indicator 1, this development was attributable to the national COVID-19 response as opposed to the Programme. Henceforth, reported increases in proportion of households covered by SP systems as per Outcome 1 Indicator 1 are not attributed to JP activities.

### **Outcome 1, Indicator 2: "Proportion of population living below the national poverty line by sex and age."**

97. WB poverty projections show that the proportion of the population living below the national poverty line has also decreased to levels that are below the baseline. This is mainly attributed to the social and economic recovery from COVID-19 and the lifting of pandemic restrictions.<sup>46</sup> However, prior to COVID-19, both poverty and deep poverty were increasing, especially in Gaza. Increased poverty incidence is anticipated to revert to its previously observed trends because of the precarious humanitarian, fiscal, and political realities. This is compounded by more recent impacts of inflation and rising food and energy prices.<sup>47 48</sup>

### Box 2: COVID-19, data limitations and Outcome 1 Indicator 2

<sup>43</sup> JP Programme Final Narrative Report. 2022.

<sup>44</sup> <https://www.eeas.europa.eu/sites/default/files/documents/Final%20Report%20Biennial%20Eval%20PEGASE%20DFS-1.pdf>

<sup>45</sup> MoSd Covid-19 Performance Results Report. 2020.

<sup>46</sup>

<https://documents1.worldbank.org/curated/en/099346409152238344/pdf/IDU0d06191180b10b040a709bde04af014ab10fd.pdf>

<sup>47</sup> [https://docs.wfp.org/api/documents/WFP-0000146271/download/?\\_ga=2.27825338.707424478.1676669182-1887580523.1645294031](https://docs.wfp.org/api/documents/WFP-0000146271/download/?_ga=2.27825338.707424478.1676669182-1887580523.1645294031)

<sup>48</sup>

<https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099335106232257614/p1773990ae8cff0ff0996207da9fa55bae9>

Before the COVID-19 pandemic, poverty had increased between 2017 and 2019, with simulated poverty rates for the West Bank and Gaza found to rise from 29.3 percent to 33.4 percent. Gaza experienced a sharper increase in poverty (53.0 percent to 59.4 percent) than the West Bank (13.9 percent to 16.4 percent). World Bank studies and economic monitoring reports, integrated in MoSD thinking and operations, have found that COVID-19 gave rise to what is now referred to in the literature as the “new poor”.<sup>49</sup> Both actors reported, that, because of the pandemic, poverty rates in the West Bank and Gaza increased from 29.3 percent to 33.4 percent in 2020. Poverty was reported to be on the rise in both the West Bank (16.4 percent to 19.1 percent) and Gaza (59.4 percent to 61.1 percent), albeit at a more rapid pace in the West Bank compared to Gaza.<sup>50</sup> These findings constitute both a break from established trends and expected ones. Established trends would predict more rapid increases in poverty in Gaza when compared to the West Bank, as opposed to the opposite. They also contradict the trend identified by the PCBS in 2017 of decreasing poverty rates in the West Bank and increasing rates in Gaza.

In 2022, the WB issued an optimistic forecast, projecting that poverty rates would decrease from 29.3 percent to 26.7 percent.<sup>51</sup> *Albeit* from a credible source, these estimates are the only data available on the proportion of the population living below the national poverty line. This data is not disaggregated by gender or age and is not considered to be the official source of data for poverty measurement. Rather, the official source on poverty rates, including disaggregation, is the Palestinian Expenditure and Consumption Survey conducted by PCBS and expected to be released in 2024.

As explored above, the COVID-19 pandemic had an outsized and disruptive effect on established trends, poverty rates, and vulnerability dynamics. The starkly contrasting effects on poverty rates of the COVID-19 associated restrictions and the subsequent recovery because of lifting those restrictions made it difficult for the ET to confidently adopt a precise figure of the proportion of the population living below the national poverty line. In particular, the fact that only one source of data exists places further limitations on the Team’s ability to triangulate from such a dataset. Lastly, as discussed earlier the JP is system programme and changes would take a long time before they translate to measurable and tangible effects on the poor and vulnerable.

Finding 2: The JP achieved several significant and observable changes at the policy-making level, as confirmed by participants. Chief among these was generating additional engagement and support among policy and decision-makers in key government bodies (e.g., MoSD) on key concepts, such as rights-based targeting, as well as developing products to raise awareness and guide actions in the near future. Capacity building and training was also provided for governmental and non-governmental actors, though participants offer mixed reviews of the efficacy of some of these activities (e.g., TRANSFORM training). Importantly, the successes identified were assessed to be isolated to the realm of policymakers, with no changes in on-the-ground programs or measures observed, which may reflect the short duration of the JP. Perhaps most crucial is the finding that the ability of improvements in attitudes and intentions to be transformed into substantive changes in the lives of PwD and OP is dependent to a large extent on the availability of financial resources to match the newly stimulated political will.

#### *Extent of achievement of outputs & JP contribution to nationally owned policies and strategies*

98. There is strong evidence to conclude that the JP’s operations made a substantive contribution to the cause of PwD and OP nationally. The general sentiment among key informants is that increased political will has been generated, along with the national capacity to prioritize the cause of PwD and OP. According

<sup>49</sup> <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099335106232257614/p1773990ae8cff0ff0996207da9fa55bae9>

<sup>50</sup> These estimates are analogues to the findings of the World Bank study (2022) on entitled: “West Bank and Gaza: Emergence of the New Poor.” <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099335106232257614/p1773990ae8cff0ff0996207da9fa55bae9>

<sup>51</sup> <https://www.worldbank.org/en/country/westbankandgaza/publication/economic-update-april-2022#:~:text=The%20poverty%20rate%20is%20projected,decrease%20to%2026.1%25%20by%202024.>

to key informants, programme outputs also produced adequate information on the needs, service packages, and costs of service provision for PwD and OP. Policymakers, donors, and decisionmakers within MoSD confirmed that the JP produced a multitude of products with concrete actions that will inform and guide policy and programming decision for PwD and OP.

“The JP put us on the right path to make PwD a policy, programme, and planning issue.” *Government key informant – MoSD. JP Evaluation Interview, 2022.*

“JP outputs will contribute to a shift in targeting and will move us closer towards social protection floors.” *International Organization key informant. JP Evaluation Interview, 2022.*

99. Despite the support to important SP systems and activities, the on-the-ground effects of system level changes are largely absent. Despite the existence of budget lines in MoSD’s budget for PwD and OP the programme did not push the government to meet its current commitments towards both groups nor did it manifest new budget allocations by either government or donors. Like findings above, this finding, in some ways, reflects the short duration of the programme under assessment and the reality that the updating of strategies, plans, and priorities capable of mobilizing funds and developing projects will occur over a longer horizon. This is also partly explained by the on-going fiscal crises that the PA is facing.

“Programme outputs pave the way for the Minister to take up recommendations to the Cabinet, especially that there are budget lines in the Ministry’s budget for PwD and for OP.” *Government key informant – MoSD. JP Evaluation Interview, 2022.*

“The JP helped, but the effort remains partial and there is more to be done” *Government key informant – MoSD. JP Evaluation Interview, 2022.*

“We need donors to support the protection of PwD and OP not only through technical assistance but also through direct programme funds.” *Government key informant – MoSD. JP Evaluation Interview, 2022.*

100. Programme outputs also contributed to advancing the debate on rights-based targeting and expanded protection programmes with a vision of advancing policymaking around SPFs. The debate around rights-based identification is important and drew increased attention to the issue of exclusion in MoSD’s current targeting approaches. When interviewed, MoSD staff and decision-makers expressed their commitment to advance categorical and rights-based targeting, acknowledging the limitations of their existing approaches, programmes, and services. MoSD is committed in principle to increase the scope and the scale of its coverage of PwD and OP through various programmes. However, it is presently unable to initiate these substantive changes as it receives less than 5 percent of the national budget and dedicates 91 percent of that budget to social assistance transfers that focus on reducing monetary poverty through the NCTP.<sup>52</sup>

“The Ministry is aware that the current reliance of social protection programmes especially the NCTP on PMTF to determine eligibility may lead to exclusion errors among PwD and OP. So, we are always thinking of alternative solutions to ensure inclusion of these groups. We are also constantly exploring new programming frameworks to protect them; one such idea is social protection floors.” *Government key informant – MoSD. JP Evaluation Interview, 2022.*

101. Questions about the financial feasibility of such targeting were raised by key informants and government counterparts. Indeed, MoSD has a limited budget and its ability to offer programmes to PwD and OP is limited in scope and scale. In 2022, the total budget of MoSD amounted to USD 245 million and comprised 4.7 percent of the total government budget. The absolute majority (91.2 percent) of that budget

<sup>52</sup> [http://www.miftah.org/Publications/Books/Citizens\\_Budget\\_2022\\_Ministry\\_of\\_Social\\_Development\\_En.pdf](http://www.miftah.org/Publications/Books/Citizens_Budget_2022_Ministry_of_Social_Development_En.pdf)

is spent on social assistance benefits to poor and marginalized groups targeted by the NCTP.<sup>53</sup> Beyond cash assistance, the Ministry procured services, mainly sheltering services, for 132 elderly persons at a total cost of USD 423,000 and procured services for 1,159 beneficiaries with disability for a total of USD 1.9 million.<sup>54</sup>

“Rights-based programming needs significant commitments to social protection, which the PA doesn’t have.” *International Organization key informant. JP Evaluation Interview, 2022.*

102. Over the long run, and depending on the availability of financial resources, expanded recognition of need and commitment to increase access of vulnerable groups may translate into increased uptake of services. In the short term, however, although stakeholders acknowledged that the JP is a step in the right direction, they offered contrasting opinions about the utility of advancing this debate given the current limitations that MoSD and the sector are presently facing.

“The PMTF study facilitated a conversation around targeting based on rights and if segments of society that are not poor really deserve assistance.” *Government key informant – MoSD. JP Evaluation Interview, 2022.*

“Formulating the debate around targeting and programming as a contrast between rights-based approaches and the Proxy Means Test Formula weakens the current national strategy for social protection” *International Organization key informant. JP Evaluation Interview, 2022.*

103. The validity of processes of change described in the ToC, regarding programme outputs on rights-based identification and targeting and expanded protection programmes based on SPFs were largely confirmed by internal and external key informants. According to informants, the critical element to a more comprehensive system is expanded programmes that target vulnerable groups based on their right and not based on monetary poverty. Given that the main feature of the social safety net is combating poverty through cash assistance, the social safety, rights-based targeting, and SPFs will reduce barriers for PwD and OP to access the SP system and translate it to higher uptake of services.

104. The JP worked to improve the capacity and tools for organizations representing PwD and OP, aiming to increase their ability to participate in policy debates on SP and advocate for improvements in service delivery standards. This was done through a variety of capacity building activities targeted at MoSD’s Disability Department, and the GUPWD. According to key informants and participants in the activities, this component of the JP led to the strengthening of systems and capacities of right-based organizations, specifically their ability to lobby for legislation, formulate policies, and improve alignment of services.

105. “TRANSFORM” training was conducted for 21 participants representing an array of government stakeholders who are involved in SP across the MoSD, Ministry of Education, Ministry of Labour, MoH, and Ministry of Finance, along with two participants from CSOs and eight officials from ILO, UNICEF, and WFP.

106. Key informants provided mixed opinions on the efficacy of the training. This sentiment was also documented in the training report provided by the trainers.<sup>55</sup> At the outset, trainees were sceptical of the trainers, as well as the depth of the training sessions. However, they credited the training for its ability to bring the various ministries involved in the SP system under one roof, which enabled duty bearers to look

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<sup>53</sup> MoSD’s budget for 2022 is NIS 823,553,022. The average exchange rate for USD 1 in 2022 was NIS 3.359. The same exchange rate was applied for procured services costs for Older People (NIS 1,420,000 = 422,745) and People with Disabilities (NIS 6,415,000 = 1,909,795). <https://www.exchangerates.org.uk/USD-ILS-spot-exchange-rates-history-2022.html>

<sup>54</sup> <http://www.miftah.org/Publications/Books/Citizens Budget 2022 Ministry of Social Development En.pdf>  
[http://www.miftah.org/Publications/Books/Annual\\_Report\\_for\\_The\\_Comparative\\_Actual\\_Spending\\_of\\_the\\_MoSD\\_2020\\_2021.pdf](http://www.miftah.org/Publications/Books/Annual_Report_for_The_Comparative_Actual_Spending_of_the_MoSD_2020_2021.pdf)  
[http://www.miftah.org/Publications/Books/CitizenBudget2021\\_Ministry\\_of\\_Social\\_Development\\_En.pdf](http://www.miftah.org/Publications/Books/CitizenBudget2021_Ministry_of_Social_Development_En.pdf)

<sup>55</sup> TRANSFORM Training Report 2022.

at the system in a more holistic and integrated way. The training also facilitated a discussion around linkages and opportunities for coordination between ministries.

107. The training was intended to capacitate officials on rights-based and universal SP rather than offering in-depth technical training. Consistency between data reported and qualitative feedback from beneficiaries focuses on the outputs of this training rather than its outcomes. While it is known, for example, that 27 people participated in the training, there is no measurement of individual uptake or of how effective the training was in key dimensions such as its ability to mainstream the concept of SPFs within government structures. There is also no reference to the national system and if it is indeed more holistic and better integrated because of this capacity building.

108. Capacity development and awareness activities were also provided by HelpAge. These activities aimed to contribute to a broader policy dialogue on SP and lead to the establishment of Social Pensions for OP. The activity also aimed to enhance the capacities of CSOs on SP topics around OP, combining both levers of the ToC with elements covering the supply side and demand side of the ToC, as explored below.

109. Aligned with the supply side processes of the ToC, the improved capacity of HelpAge affiliates and other CSOs around SP of OP, combined with the provision of improved tools, is expected to increase the ability of stakeholders to participate in policy debates on SP and service delivery. HelpAge conducted a Training of Trainers for 32 participants representing different CSOs, as well as OP, in addition to representatives from MoH and MoSD.<sup>56</sup>

110. Aligned with the demand side processes of the ToC, advocacy and awareness raising materials were developed, namely videos, training modules, and a policy brief. This material aimed to create a better understanding and awareness of the rights of OPs. According to the vision of the ToC, such activities will increase the capacity of right holders and their representatives to raise their voice and advocate for their rights. However, the awareness raising campaign was not launched during the Programme period. Reporting by HelpAge indicates that the campaign is currently under preparation and JP implementers stated that they intend to launch the campaign later this year (i.e., 2023). HelpAge reporting highlighted that the dissemination campaign does not require financial resources as it will be done through its own network, social media outlets, and local affiliates, working in coordination with the ILO CO.<sup>57</sup> This was confirmed during key informant interviews and through written communication with PUNOs.

111. As discussed in the limitations section, lists of beneficiaries who participated in HelpAge training were not provided to the ET and the only sources of information on these activities were reporting by PUNOs and HelpAge.

112. Overall, there is no data on progress towards gender equality. The programme tried to account for gender sensitivities wherever appropriate. For example, implementers of activities ensured both male and female headed households were covered during data collection, both female and male beneficiaries participate in trainings and capacity development activities, and that male and female perspective is included in studies and publications. Despite this degree of gender awareness there is no data on the degree of transformation or how gender transformative the JP results are.

Finding 3: The JP was forced to react to a series of crises that adversely impacted the ability to implement programming as initially envisioned. Chief among these crises were the outbreak of the Covid-19 pandemic, the cancellation of legislative elections in 2021, and the change in MoSD leadership. Overall, the JP was able to respond effectively to these crises, pursuing alternate means of implementation or activities to be undertaken. However, in key instances the scale of crises proved insurmountable, in terms of averting any adversity. The pandemic precluded in-person activities, requiring a shift to remote means, which were considered to be less effective, or outright cancellation. Fragmentation of the SP space across the government and international actors, mainly those in the humanitarian response, also posed a threat

<sup>56</sup> HelpAge Progress Report. 2022.

<sup>57</sup> Help Age Progress Report. 2022.

to the efficiency of the JP and its ability to integrate itself within the broader world of SP, though, through effective communication by the PUNOs, duplication of efforts was avoided.

#### *Internal and External Constraints Influencing Achievement.*

113. The COVID-19 pandemic, cancellation of elections, fiscal instability of the PA, and turnover in MoSD staff adversely affected implementation.<sup>58</sup> The JP responded by reorienting some of the overall budget to support changes in activities. Strong internal coordination between PUNOs, and strategic communication with MoSD, and the flexibility of the Joint SDGF Secretariat enabled effective and efficient adaptation and contributed to the achievements of the JP.

114. In the original Programme Document (2019) the JP planned to support the PA to develop the disability bylaws. The cancellation of elections and the absence of an enabling legislative environment, as well as fiscal instability, limited the space for change, especially as it relates to the disability law and planned bylaw work, and forced the JP to reorient this activity. Pivoting, the JP focused instead on raising the capacity of GUPWD, review the National Development Plan 2021-2023 and national sector strategies from a disability perspective as the base to integrate more disability sensitive policies and interventions in the coming round of national planning, and developed the Action Plan for Implementation of the Strategic Plan for PwD. Finally, in 2021 the JP amended its approach from the initially envisioned pilot and developed a cash pilot to test the shock responsiveness of the SP system and generate lessons around system efficiency, policy, and protection of PwD.

115. Furthermore, the fragmentation of the SP space between government programming and international humanitarian efforts limited the impact of system level changes. The absence of sufficient coordination within and between government ministries and humanitarian actors posed significant risks for duplication of efforts and lack of synergies.<sup>59</sup> This led to an overburdening of ministries and diminished their ability to focus.<sup>60</sup> However, through effective communication and constant coordination, the JP managed to successfully implement its activities without duplication.

“Part of the challenge was that we found out that some activities that were planned and approved to do as part of this programme were also being implemented by another programme. None of the three partners knew, nor did our direct counterparts in the Ministry.” *PUNO key informant. JP Evaluation Interview, 2022.*

Finding 4: The ability of the JP to contribute to the operations of the GUPWD was assessed to be a clear success. In particular, the JP contributed to the planning capacity of the Union, exhibited in the design of a five-year strategy and plan for the period 2022-2027, as well as their ability to conduct advocacy and messaging, exhibited in the campaign to boost spending on health services for PwD by the MoH. The JP also played an influential role in improving coordination and the overall working relationship between the GUPWD and the government, with the latter pledging to continue developing the Disability Law.

#### *Unintended outcomes: GUPWD*

116. GUPWD reported a high degree of satisfaction with activities, and significant gains in the fields of relevance, coherence, efficiency, effectiveness, governance, and planning. Among the most significant of the direct outputs of the activities was the drafting of a five-year strategy and plan for 2022-2027. JP activities also supported the development of an accounting and governance structure for GUPWD. GUPWD

<sup>58</sup> Key informant interviews, JP updates, and minuting minutes all highlight that the departure of the Deputy Ministry and the Director of Planning and Development (the JP focal point at the Ministry) have affected programme performance.

<sup>59</sup> Information provided in KII.

<sup>60</sup> <https://www.eeas.europa.eu/sites/default/files/documents/Final%20Report%20Biennial%20Eval%20PEGASE%20DFS-1.pdf> [https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms\\_831347.pdf](https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_831347.pdf)



also reported that their capacity to use advocacy, messaging and awareness campaign tools have increased and, in line with the ToC, GUPWD reported that their improved capacity and tools allowed them to advocate more effectively for improvements in service delivery standards. Some of the accomplishments highlighted in interviews with GUPWD representatives were improvements in the provision of health services.

“The fruits of our increased capacity will be harvested over the next five years. What we received helped us accomplish our goals for 2022, in accordance with developed plans. We also built on what we received, and we continue to look for additional support as there is a high need for greater capacity within the Union” *GUPWD representative. JP Evaluation Interview, 2022.*

“Our latest achievement was in increasing access to health services for PwD. Previously the significance of disability had to reach 60 percent to qualify for government supported health insurance and services, we have agreed with the Ministry of Health to reduce that to 40 percent”. *GUPWD representative. JP Evaluation Interview, 2022.*<sup>61</sup>

117. GUPWD’s strategy and plan were aligned with the national planning frameworks, government priorities, and the action plan developed by the JP with MoSD’s Disability Directorate for the disability sector in Palestine. The participatory and consultative approach followed by the JP built a high degree of synergy between duty bearers (the government represented by MoSD’s Disability Directorate, PwD specialists at MoSD’s Regional Directorates, and Heads of MoSD’s PwD service facilities) and right holders (represented by the General Secretariat of GUPWD and branch representatives from each of their 16 branches). Key informants reported that JP diminished fears, bridged viewpoints, and built a sustainable and meaningful partnership between the two organizations. Key informants praised UNICEF’s role in leading this process.

“As duty bearers we needed strong civil society partners who can represent the interests of right holders and be champions for PwDs. The focus of the JP on GUPWD was a priority for us. With GUPWD we are now better able to focus and push the government to adopt the revised Disability Law.” *Government key informant – MoSD. JP Evaluation Interview, 2022.*

“As right holders we were hesitant to be involved in a partnership with the government and we clashed to the point where relations were severed. However, UNICEF provided assurances and managed to lead a reconciliation that bridged point of views. Aligning GUPWD’s strategies with national plans and priorities improved the responsiveness of different government ministries to our demands and allowed us to increase awareness of the cause of PwD.” *GUPWD representative. JP Evaluation Interview, 2022.*

### Box 3: Synergy at work in Palestine

According to GUPWD, the synergy developed with the GoP has culminated in the formal commitment of the Prime Minister that the Cabinet will consider the developed legislation. On December 3, the International Day for People with Disabilities, the Prime Minister acknowledged the GUPWD’s request and committed the government to continue to work on the revised Disability Law.

“On the occasion of the International Day for Disabled People, the Cabinet reiterates its commitment to the rights of the disabled people and to the provision of an enabling environment for them. We also confirm our commitment to completing the amended Disability Law. The MoSD will continue to coordinate with the Palestinian General Union for People with Disabilities and all other partners in the civil society sector and private sector to reach a diverse and inclusive society.” *Prime Minister, Cabinet Meeting, December 3, 2022.*<sup>62</sup>

<sup>61</sup> This change has been publicized by local resources including the Ministry of Health (MoH). It has also been publicized on MoH media outlets and on GUPWD outlets. The new stipulation was adopted by the Minister of Health on 11.12.2022. GUPWD: [https://www.facebook.com/permalink.php?story\\_fbid=530941539080105&id=100064927890562](https://www.facebook.com/permalink.php?story_fbid=530941539080105&id=100064927890562) MoH: <https://site.moh.ps/index/ArticleView/ArticleId/6006/Language/ar>

<sup>62</sup> <https://www.facebook.com/watch/?v=548141086735996>

In addition to that, in its weekly meeting held on February 13, 2023, the Cabinets discussed the Persons with Disabilities Law. This is an important step forward in the policy making process in Palestine.

Finding 5: The JP also played a valuable role in contributing to the national COVID-19 response, supporting the GoP in collecting data and performing analysis in the early period of the pandemic. JP funds were also vital in updating key strategies and policies that served to structure the response to the pandemic. The choice by the JP to conduct a cash pilot was also instrumental in generating important lessons related to providing assistance through digital payment transfers.

#### *Unintended Outcomes: COVID-19 Response*

118. The JP effectively contributed to the national COVID-19 response. Evidence suggests that the PUNOs helped shape the GoP response through much needed and early data collection and analyses. For example, JP funds were used to support the conducting of the “Updated Social Development Sector Strategy 2021-2023;” which updated the GoP vision for the SP sector in the face of the pandemic. Other examples include: “Survey of the Socio-Economic Impacts of the Covid-19 Pandemic;” “Social Impacts of the Covid-19 Pandemic in Palestine and Its implications on Policies and Future Governmental and Non-Governmental Interventions;” and “Impacts of the Covid-19 - Restrictions on the Formal Private Sector in the Occupied Palestinian Territory”. The JP also shifted some of its activities to support the conduct of a “Pilot on Shock Responsiveness of Cash Based Social Assistance to Enhance Social Protection for Persons with Disabilities”. The Pilot provided important lessons on how to quickly rollout and streamline assistance provision using digital payment transfers without the need to collect bank information or produce e-cards for targeted beneficiaries.

“The pilot provided perspective for us and pushed us to move towards digital and mobile payments, especially when we want to respond to shocks or when we want to make payments for a limited period. The pilot also showed us how we can better streamline the service process and simplify service delivery.” *Government key informant – MoSD. JP Evaluation Interview, 2022.*

## **2.2. EFFICIENCY**

EQ 2.1: To what extent has the joint programme intervention delivered results in a cost efficient way?

EQ 2.2: Are the JP activities implemented in a timely way (taking accounts of any changes in circumstances)?

EQ2.3: To what extent the Monitoring and Evaluation system was appropriate and included gender disaggregated data?

Finding 6: The JP proved to be implemented in a cost-efficient way, with the three PUNOs covering costs through their own budgets. This reflects conscious efforts to optimize value-for-money principles throughout the duration of the project and the ability to reduce costs across given activities served to increase the number of fitted activities that could be conducted in support of outputs. Though it was not possible to isolate overheads and delivery costs by activity, it was estimated that the JP spent between 85 and 90 percent of its total budget on activities, a figure consistent with typical cash-based transfer programmes. Deviations between actual and anticipated costs were created because of reprogramming, a process that promoted opportunities to exchange ideas around new activities and identify additional cost savings. Ultimately, changes to spending because of reprogramming stayed within the 25 percent range permitted by the SDGF.

### *Cost to deliver activities.*

119. The JP was cost efficient. Reporting indicates that the three agencies covered staff costs through their own funding and contributed to the programme budget from their own funds. They also worked with partners in the government and in the national and international civil society sector wherever possible. PUNO's also maintained a conscious balance between needed national and international resources without compromising the quality of outputs. Budget and activity data support this finding are presented in figure 2.

120. Overall value for money was optimized through the whole life of activities through a focus on fitting activities to meet the needs of rights holders and duty bearers. The quality of JP outputs was well noted by key informants. Activity cost reductions were noted in multiple progress reports and allowed the JP to conduct a larger number of fitted activities in support of its outputs. This process of increasing activities in support of a given output or minimizing cost for a given activity while maintaining its fit and quality is another evidence of the efficiency of the JP and is in part attributable to the long-standing experience of PUNO's in the field of SP in Palestine.

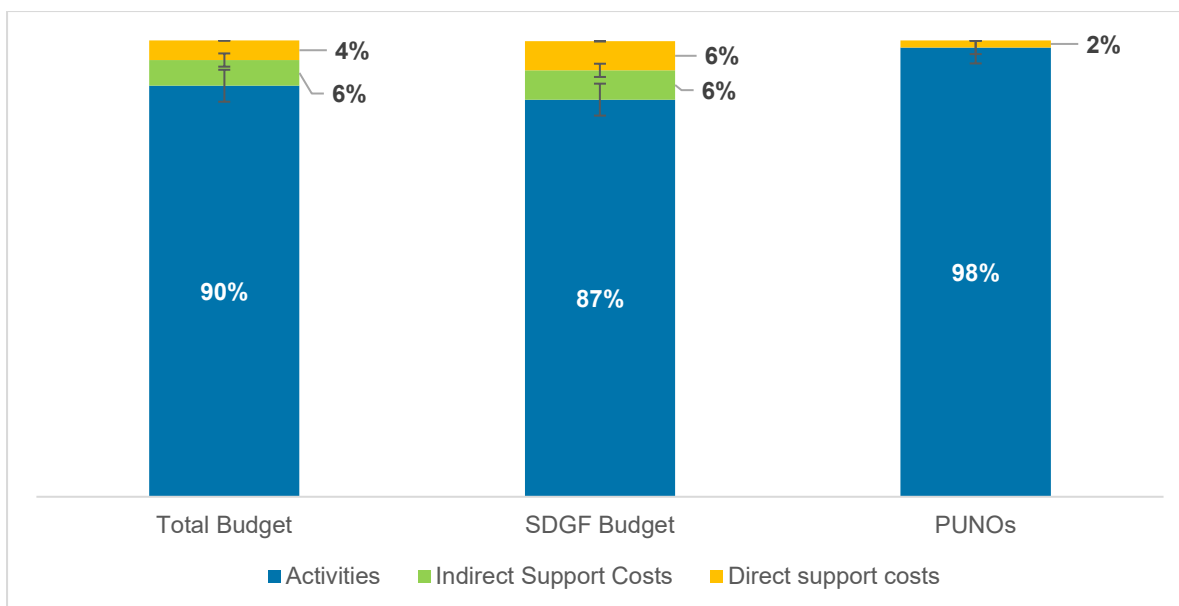
121. Due to the way in which costs are allocated within documents and due to data limitations, especially related to the additional contribution (USD 200,000) made by PUNOs to the JP budget in the final year of implementation, it was not possible to isolate overheads and delivery costs by activity. However, estimates for the overall ratio of overhead and delivery to the total direct costs of activities could be deduced with a small margin of error. An overall examination up until June 30 of 2022 indicates that between 85 and 90 percent of the total budget was spent directly on activities. These percentages are considered high especially given the short duration of the programme where initial investments and fixed costs do not have the opportunity to gradually go down or to benefit from economies of scale.

122. The ET also compared this overall breakdown (see figure 2) to other programmes and found that cash-based transfer programmes typically spend approximately 87 percent of their budgets as transfers to beneficiaries while in kind assistance programmes spend approximately 73 percent of their budgets as transfers to beneficiaries. This is true of programmes in the country and in the region such as the General Food Assistance programme in Jordan.<sup>63</sup>

### **Figure 2: Breakdown of Budgetary Allocations over Project Lifecycle**

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<sup>63</sup> [https://docs.wfp.org/api/documents/WFP-0000101797/download/?\\_ga=2.34538663.722424365.1676465095-1887580523.1645294031](https://docs.wfp.org/api/documents/WFP-0000101797/download/?_ga=2.34538663.722424365.1676465095-1887580523.1645294031)



Source: JP Budget and Activity Details.

123. The cost required to implement the JP activities was largely in-line with anticipated costs. Most changes were associated with the reprogramming of activities, not due to differences between anticipated costs and actual costs. The JP reprogramming was within the 25 percent margin permitted by the SDGF for reprogramming. Reprogramming added value by providing PUNOs with a chance to exchange ideas to come up with robust and relevant activities. Reprogramming also provided PUNOs with an incentive to find ways to cut direct costs for the benefit of financing new activities. However, given the tight timeline and the low delivery and commitment rate of the JP (see timely delivery and implementation above), project stakeholders prioritized activities that would facilitate higher delivery and commitment rates.

**Finding 7:** Funding of activities began slowly, relative to expectations, a development driven largely by the delays created by the uncertainty and disruption of the COVID pandemic, including inhibiting the absorption capacity of MoSD. The pandemic also created bottlenecks in the recruitment of international experts, with the absence of a dedicated coordinator, capable of representing the JP and linking the PUNOs with partners, across the life of the project a consistent impediment. The absence of identified contingencies in the risk assessment also hindered timely reaction to the abrupt shifts in the operating environment, leading to low delivery rates. Nonetheless, financial data and reports made available to the ET as of June 2022 indicated that the JP was on track to meet the total budget committed.

#### *Timely delivery and implementation*

124. According to financial data and progress reports made available to the ET, as of 30 June 2022, the overall budget delivered was 77 per cent and the overall budget committed was 94 percent. These figures reflect that the JP was 94 percent through its timeline (January 2020 – August 2022) at the time of reporting. According to key informants and project documents, expenditures were anticipated in the final months of the project. These included the final evaluation of the cash pilot and the final evaluation of the JP. Project documents stipulate that the JP is allowed to complete the delivery of expenditures committed until May 2023.

**Table 10: Delivery and Commitment Rate**

Year	Delivered	Committed	% Of SDGF Fund Budget Delivered	% Of SDGF Fund Budget Committed	% Of total budget delivered	% Of total budget committed	% Delivered of planned budget	% Committed of planned budget
End of year 1	340,000.00	640,000.00	17.00%	32.00%	12.00%	22.50%	12.90%	24.20%
End of year 2	458,708.71	599,884.70	22.90%	30.00%	16.10%	21.10%	17.40%	22.70%
30 June of Year 3	1,394,885.00	478,748.00	69.70%	23.90%	49.00%	16.80%	52.80%	18.10%
<b>Total</b>	<b>2,193,593.71</b>	<b>2,672,342.00</b>	<b>109.70 %</b>	<b>133.60%</b>	<b>77.10%</b>	<b>93.90%</b>	<b>83.10%</b>	<b>101.20%</b>

125. Year 1 (2020) delivery rates suggest that implementation was rather slow. By end of Year 1 (2020) there was a 13 percent delivery rate and 24 percent commitment rate of the planned budget.<sup>64</sup> At this point, the JP was half-way through its planned two-year timeline. JP documentation and KIs indicated that the outbreak of COVID-19 and associated restrictions shifted focus and limited absorption capacity at MoSD. The pandemic caused major delays and a shift in national priorities in favour of the emergency response. Documentation and key informants also highlighted a reduction in absorption and articulation capacity at MoSD given the fact that MoSD was a main player in the COVID-19 response, all the while it was operating with the minimum number of staff. Delays in implementation were further prolonged following departures of significant personnel from MoSD. Appointing new personnel and transferring the responsibilities of old personnel at MoSD extended the delays that the JP faced in Year 1 into Year 2.

" It took longer to identify action areas, and this led to some delays when it came to reprogramming to ensure ownership and alignment with national priorities" *PUNO key informant, JP Evaluation Interview, 2022.*

126. The COVID-19 pandemic caused major disruptions to implementation and a shift in national priorities and capacities to support the public health response. Bottlenecks in the recruitment of international experts and in conducting in-person activities posed a challenge to maintaining expected timelines. These restrictions included international travel restrictions imposed by other countries on departures and in Palestine on arrivals. These COVID-19 travel restrictions were particularly acute for this project with the focus on specialized up-stream policy work which required international expertise. This was overcome through the no cost extension of the programme; all consultants were later recruited.

"COVID-19 had a huge impact on the potential to implement the JP. These included having the Ministry [MoSD] staff absent, having difficulties bringing on people as consultants, and the fact that some planned activities were difficult to do remotely, like policy dialogue and technical conversations". *PUNO key informant JP Evaluation Interview, 2022.*

127. Although there is small (five percent) improvement in delivery rates in Year 2 (2021) compared to Year 1 (2020), overall commitments confirm that implementation continued to be slow. In Year 2 (2021), there was a 17 percent delivery rate and 23 percent commitment rate of the planned budget. The total delivery rate for Year 1 (2020) and Year 2 (2021) reached 30.3 percent and total commitment rates reached 47 percent. At this point, (i.e., by the end of 2021) the JP was 75 percent of the way through its extended 32-month timeline.

<sup>64</sup> The total original planned budget was USD 2,639,500. The SDG Fund contribution was USD 2,000,000. The original contribution of the PUNOs amounted for the remaining USD 639,500. PUNOs contribution increased by a sum of USD 205,325 to reach a total of USD 844,825. For a more detailed discussion of planned versus actual expenditures, please see the Subject of the Evaluation in the Introduction Section.

128. In the first six months of 2022, the JP managed to deliver 53 percent of its original planned budget and commit an additional 18 percent. This delivery rate was reached in a period that accounted for 19 percent of the JP timeline (6 months of the 32 months). This is partly explained by larger procurements but also by higher delivery rates. In terms of activity numbers, the JP managed to deliver and commit 17 of its 29 planned activities across all outputs (Output 1, Output 2, Output 3, Output 4) between January and June of 2022. It also reprogrammed one activity to support the evaluation of the cash pilot, increasing total delivery and commitment to 18 activities. According to key informants and programme documents, substantial expenditures were anticipated in the final months of the project as deliverables were finalized, and payments issued to service providers.

129. Despite being delayed by COVID-19, personnel departures, and bottlenecks in recruitment, the contrast in delivery in the first two years when compared to the first six month of 2022 demonstrates that the JP's initial implementation was sluggish and faced time-related inefficiencies. Delivery efficiency was an issue under discussion by PUNO members as expressed in meeting minutes and progress reports. This is further confirmed by Milestones dates (Ministry Launch event, Donor meeting, Consultative Committee ToR), ToR dates, activity completion date. These documents confirm the previous findings around time-related inefficiencies.

130. The absence of a dedicated coordinator to represent the JP and to link PUNO's with government actors and implementing partners, was a critical missing factor in the implementation process. The lack of investment created fragmentation in delivery and communication and resulted in ruptures between the important managers and decision makers at the Ministry. JP planning documents, budgets, and meeting minutes all called for the creation and filling of this role. MoSD called for it, as well.

131. The limited responsiveness of the JP to changes in the enabling environment, realization of risks, and emerging developments also led to low delivery rates for extended periods of time. For example, the development of the Social Registry was a large-scale transition which occupied Ministry resources and caused concurrent delays to linked elements, such as the PwD database. This was acknowledged in JP updates and was a matter of discussion in meetings. Yet the JP held on regardless of all the uncertainty about the delivery of linked outputs. The risk assessment of the JP didn't identify clear contingencies or alternatives, which had direct implications on the timeliness of reprogramming and overall delivery.

Finding 8: Through use of a Results Framework, developed during the planning stage, the JP was successful in monitoring programme processes and outputs. Regular production of key resources, such as annual workplans, and frequent meetings of steering bodies, such as the technical committee, also played an important part in structuring the implementation of the JP. Reporting requirements for the SGF also played a key role in assessing and reviewing progress. However, though the Results Framework successfully articulated output and outcome level indicators, it struggled to effectively monitor those at the outcome level, a reflection of the paucity of necessary data, as well as the focus of the outcomes on measuring long-term changes that exceeded the duration of the JP.

### *Monitoring*

132. Monitoring of programme processes and outputs was detailed, well-articulated and informed by a Results Framework that was developed during the planning stage of the JP. The Results Framework highlighted output and outcome level indicators, data sources, collection methods, frequency of collection, responsible actors, and baseline and targets for most results.

133. Monitoring of outcome level results was weak. This is mainly due to limitations in data availability, outcome level data depended on the provision of data that is not readily available from government sources. Not all outcome level indicators had set targets and were to be determined later as part of the programme. Moreover, misalignment between outcome indicators and short-term effects. The outcomes were also capturing long term impact level changes rather than short- or medium-term outcome level changes. These have been significant limitations in measuring achievement against outcomes.

134. Annual work plans and technical committee meetings have guided the delivery of the JP. The existence of a system of reporting to the SDGF has been important for monitoring and evaluation. For technical staff and partners, progress reports to the SDGF have provided an opportunity for reviewing progress. These opportunities have been valuable for learning, course correction, initiating discussions. For example, planning and regular technical committee meetings were seen as essential for conceptualizing new activities, responding to COVID-19, avoiding duplication of activities internally between PUNO agencies and externally with other agencies that work in the SP sector.

### 2.3. RELEVANCE

EQ 3.1: Is the intervention in line with needs and priorities of the most vulnerable groups?

EQ 3.2: Was the design of the intervention relevant to the wider context?

Finding 9: Overall, the JP and its objectives were aligned with sectoral and policy needs. To begin, the JP played an instrumental role in advancing national goals around developing inclusive SP systems, including filling information gaps, operationalizing, and mainstreaming SPF concepts, and driving awareness of services and programmes. The engagement of the JP with key governmental and ministry figures was noted for its participatory and responsive nature. However, the same character did not extend to non-governmental figures, with no civil society, PwD, or OP representatives involved in planning and governance. The level of engagement with civil society increased during the implementation phase. The JP also failed to substantively address gender considerations in its operations, such as developing means to promote gender equality or capitalize on women's existing advocacy roles in the SP sector, an absence that could be explained by the absent engagement with non-governmental figures.

135. According to key informant interviews the JP objective of improving access to holistic, integrated, and responsive SP systems are in line with sectoral needs. The JP responds to the need to develop nationally appropriate SP systems that range in scope to meet the needs of all. This is further evidenced by context and sectoral assessments that highlight the degree of exclusion and fragmentation of the SP system in Palestine.<sup>65</sup> Through its activities the JP provided notable solutions that addressed the bottlenecks and advanced the SP system in Palestine. For example, JP activities filled important gaps in data, operationalized and mainstreamed SPF concepts in a nationally appropriate way, facilitated the integration of PwD and OP in policy and planning frameworks, and enhanced awareness around services, programmes, and access. The JP is also largely responsive to the needs of duty bearers who are responsible for developing SP systems.

"The JP is largely responsive to our needs and has provided us with the opportunity to develop actions plans, mainstream PwD considerations across sectoral strategies and plans, revealed the degree of need, and provided important indication to the limitations of current services and the small number of services providers." *Government key informant - MoSD, JP Evaluation Interview, 2022.*

136. At the policy level, the JP aligns with context and needs. According to key informants from MoSD, interventions were designed in a consultative manner that was especially responsive to MoSD's Department of Persons with Disabilities and its staff at national and directorate levels. Furthermore, the JP was grounded in a participatory planning process at the government level, especially involving MoSD. The JP followed different processes to develop an understanding of national needs in the crowded and fragmented SP sector, including a meeting with the Deputy Minister of MoSD and learning lessons from current and previous development programmes and various assessments on SPFs.

<sup>65</sup> The issue of fragmentation and bottlenecks faced by the SP system are discussed under the context section of the report.

137. There is no evidence that civil society, PwD, or OP were involved in the governance process or consulted during the planning process. This limited involvement from CSOs in governance and planning processes undermines the efforts of the JP and is in direct contrast to its objective for higher inclusion. Civil society engagement in implementation was more observable, this includes in activities such as the definition and costing of service packages, costing of the disability law, and trainings.

138. Evaluation findings confirm that there was a ToR for the establishment of a Consultative Committee composed of MoSD officials, relevant line ministries, other UN organizations, representative of development partners, and civil society organizations was developed. Key informants confirmed that this committee was only proposed but never realized.

139. JP documents provides anecdotal analysis about some differences between men and women PwD and OP. However, the JP does not provide any details on how the JP intends to address them differently. Internal and external informants also stated that gender was not a focus or a priority in the programme. Gender has not been fully integrated as a cross cutting issue in the JP, although some activities promoted the use of gender-disaggregated data. Activities that respond to gender equality, or that capitalize on women's roles in leading and advocating for SP are also not evidenced in reports or by KIs.

#### Box 4: PwD and OP needs.

PwD and OP are the most vulnerable to being left behind as they are frequently overlooked by policymakers and have little voice to claim their entitlements. PwD also face entrenched social stigma surrounding their identity. The risk of exclusion errors is particularly concerning in the case of PwD and OP, as they are already among the most socially excluded groups and at heightened vulnerability to the deteriorating social and economic landscape.

PwD face many challenges, including the lack of enforcement of laws and legislation codifying the rights of those with disabilities, particularly those related to the accessibility of public spaces with the needs of persons with disabilities. The prevailing societal culture towards PwD, their inability to access and benefit from public services, and the limited programs for training and rehabilitation represent additional barriers to poverty reduction. Among OP in Palestine, these individuals rely primarily on traditional systems in which their families are their main source of care and support. The physical and mental health of the elderly is negatively affected by the limited or absent support systems, lack of access to SP and health services, and exposure to discrimination, violence, and abuse. They face barriers in accessing SP due to socioeconomic and cultural exclusion, limited awareness, and voice to engage with stakeholders, and lack of sensitivity in the design and administration of SP schemes.

Extant data and information confirm that the circumstances delineated above are even more pronounced for women, for whom age, and disability intersect with gender. The SoP's 2019 Voluntary National Review and a draft MAPS report recognize the importance of and potential efficiency and effectiveness gains that can be made through dedicated programmes for female PwD and OP.

Against this background MoSD has prioritized the adoption of SPFs for vulnerable groups, including for female PwD and OP. It is of paramount importance to overcome the current fragmented and financially unsustainable social support system, to develop more cost efficient and rights-based approaches, based on a solid evidence base for decision-making and programming. While ongoing SP reform efforts focus on building the infrastructure for a modern system, no explicit effort has been dedicated so far to enhancing the relevance, adequacy, and impact of SP on the lives of PwD and OP, especially females.

Finding 10: The JP was found to be well-aligned with key policies at both the country and sector level, including a range of high-level, national plans. At the governmental level, the Programme was particularly relevant for the needs and operations of MoSD, the Ministry's Department of Persons with Disabilities. Though the Ministry and other actors recognize the distinct circumstances of PwD and OP, there exists significant gaps in responding to their needs through existing tools and practices, making the JP especially vital in this context. The outbreak of the COVID-19 also amplified the relevance of the JP, in particular its



ability to generate critical information to inform the pandemic response and understand the SP's underlying resilience to shocks.

*Relevance appropriateness and alignment to national priorities and needs.*

140. The JP is also aligned with key national policies and plans at country and sectoral levels. The JP is aligned with the "State of Palestine's National Policy Agenda: Putting Citizens First 2017-2022," "National Development Plan 2021-2023," "National Social Development Sector Strategy 2021-2023," and "State of Emergency Palestine's Covid 19 Response Plan".

141. The programme is of relevance to National Policy 18 which calls for the strengthening of SP systems and frameworks while prioritizing PwD. The Plan also calls for the development of an effective social security law and regulations in a manner that privileges OP. The issue of social security has been highly relevant in recent times as the GoP passed a draft law in 2016 before retracting it in 2019.<sup>66</sup>

142. The JP is an upstream policy programme that is also closely aligned with the needs of the MoSD. The JP was developed at the request of MoSD, which has provided clear indication for focus on PwD and OP and provided comments on the Project Document. Widespread need and gaps at the national and sectoral levels made the JP particularly relevant, ensured buy in, and laid the foundation for future planning.

143. More particularly, the JP is relevant to the needs of the MoSD's Department of Persons with Disabilities and its staff at national and directorate levels. This alignment and focus on PwD and OP are seen as a key component for ensuring the success and ownership of the JP and its outputs. These two groups are perceived as some of the most left behind; they are disproportionately vulnerable to monetary poverty and needs for SP are widespread amongst them.<sup>67</sup> They are also often excluded from the NCTP,<sup>68</sup> under-covered by other SP programmes, and underprioritized by the government, donors, and CSOs.

"There is no way for us [MoSD] to provide services for PwD without mainstreaming PwD across ministries, sectoral plans, and budgets". *Government key informant – MoSD. JP Evaluation Interview, 2022.*

"There is a shortage of service providers and of CSOs who provide services for OP and PwD. It's also key that donors and humanitarian agencies go beyond protection of women and children and focus on PwD and OP." JP Evaluation Interview. *Government key informant – MoSD. JP Evaluation Interview, 2022.*

"The activities targeted at the General Administration for People with Disabilities were important especially considering there are no projects or donor support for MoSD programmes related to PwD". *Government key informant – MoSD. JP Evaluation Interview, 2022.*

144. The programme is not only aligned with national priorities and MoSD needs but is also timely as its conclusion comes on the threshold of the launch of national planning processes. JP outputs are expected to contribute to national planning efforts, targeting of beneficiaries, and sectoral learning. The timeliness is perceived as a key to relevance and a catalyst of sustainability.

145. During the COVID-19 pandemic, focus shifted to address the immediate impact of the virus as opposed to system-oriented SP. The JP was notably relevant during the COVID response and through their own contribution of aligned outputs, including the development of information and analyses which were a key component in shaping the national and international response to the pandemic in the SoP. The focus on shock responsiveness of the SP system became a key issue in the aftermath of the COVID-19 response.

<sup>66</sup> <https://al-shabaka.org/commentaries/palestinian-opposition-to-social-security-revolution-or-devolution/>

<sup>67</sup> [https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms\\_831347.pdf](https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_831347.pdf)

<sup>68</sup> [https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms\\_848798.pdf](https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_848798.pdf)

## 2.4. SUSTAINABILITY

EQ 4.1: To what extent are the net benefits of the intervention likely to continue after the completion of the JP?

EQ 4.2: To what extent the beneficiary organizations assisting PwDs, OPs, and women, were strengthened to continue the support after the end of the programme?

Finding 11: The JP's sustainability was perceived to be boosted by its roots in the existing programming in the SP sector by the various implementing agencies, including the rights of PwD, SPFs, and cash-based transfers. Other elements that were identified as key drivers in the sustainability of the JP's accomplishments include its ability to develop an evidence base for ongoing and future work by MoSD around social development and SP. Further, many of the materials developed, namely the action plans for MoSD's Disability Unit and OP Unit are not only valued for their ability to provide a strategic vision for future activities, but also benefit from the government's decision to allocate budget lines for both. Finally, the efficacy of certain activities has served to convince key stakeholders of the utility of applying similar approaches. The most pertinent examples apply to the capacity building activities, including the training of trainers at organizations addressing PwD and OP issues, as well as supporting Ministry personnel in reviewing and developing planning documents and related materials that can better address and integrate the needs of PwD.

146. The JP had grown out of several elements of pre-existing work in the field of SP. UNICEF's leadership and achievements related to the Disability Law were established before the JP, allowing for the Programme to build on existing accomplishments through developing related frameworks necessary for the Law's roll-out. Moreover, UNICEF is positioned to continue as a leader in the field of disability in Palestine and to build on JP outputs in the future. Similarly, ILO's advocacy for SPFs, rights-based targeting, and social pension for OP are likely to continue through its programming. WFP's innovation around Cash Based Transfer (CBT), data management, data analysis is also likely to continue and contribute to the advancement of systems and modalities at MoSD.

147. More broadly, key informants identified the following factors as critical elements in the sustainability of selected elements of the Programme:

148. The quality and breadth of outputs form a solid and action-oriented foundation for MoSD to develop concrete plans and proposals for programming. Key studies, such as the development and costing of service packages for PwD and OP, costing of the disability bylaws, and the disability assessment are being used to inform and develop MoSD's own plans and agenda for PwD and OP. Recognition of the value of these resources was expressed by the highest levels of decision-making within the Ministry, who emphasized the importance of the evidence base created in determining future pathways for advancing the social development and SP of PwD and OP.

149. The action plans developed for use by MoSD's Disability Unit and OP Unit are an important guide for future actions, especially considering the government's existing actions to designate budget lines for both units related to policy development and programming. Owners have highlighted that these action plans have allowed them to shift from ad-hoc activities and instead carry out operations in a more strategic, complimentary, and well-planned way. Members of the Disability Unit highlighted that this shift has allowed them to mobilize support and funding for targeted activities as well. They also emphasized that their ability to prioritize and pursue single actions has a cumulative effect, with these individual undertakings allowing

for more effective and efficient execution. Key informants reported that MoSD had already taken some actions and has a strategic and informed action guide to resort to when funding is available.<sup>69</sup>

150. Recruiting and training of trainers at organizations assisting PwD and OP is seen as an effective model to streamline concepts and build national ownership and support for the rights of these groups. Key informants also identified trainings, capacity development and assessment tools provided to Ministry staff, with a particular emphasis on mainstreaming rights-based concepts and planning skills, as being critical elements to sustainability. One manifestation of this was the approach that UNICEF pursued in partnership with the Social and Economic Policies Monitor (Al Marsad) to work, equip, and coach Ministry staff in reviewing sectoral plans, assessing the degree of their sensitivity to PwD, and then providing guidance and recommendations on how to better include PwD in national and sectoral planning frameworks. Such activities provide a path of change that MoSD staff can pursue to mainstream and sensitize planning frameworks to the rights and needs of PwD. Several informants indicated that the circumstances and needs of PwD are now more likely to be integrated in multiple national plans and strategic sectoral plans. This also has implications for budgets, which are allocated based on those planning frameworks.

151. The cash pilot in Hebron demonstrated the value and utility of WFP's innovative transfer platform, serving to create consensus among MoSD leadership to go beyond traditional banking systems and adopt digital and mobile transfer modalities as part of their transfer and response system. MoSD have signed a Memorandum of Understanding with PalPay and cooperation with Jawwal Pay is being discussed internally.

Finding 12: The JP is believed to be an important resource in future SP programming and related issues. The Programme has played an important role in mainstreaming the concepts of rights-based targeting in general and in generating awareness among humanitarian and civil society actors around the needs of vulnerable groups, particularly PwD and OP. At present, the JP is serving as a key input in a new development cooperation aiming to use social transfers to respond to emerging needs across Palestinian society. Though these examples testify to the relevance of the JP for future programming, obstacles have been identified, as well. Chief among these is the issue of sufficient funding, particularly for the more costly elements of SP, such as expanded safety nets and social pensions. The perpetually precarious state of PA finances imperils the staying power of many of the JP's achievements. The choice by the JP to focus on the capacity building of CSOs, such as the GUPWD, is considered among the most promising elements for the persistence of JP accomplishments, as the capacitating of these actors has improved their ability to advocate and develop partnerships with governmental actors. There remains significant potential, as well, to expand engagement to include other actors with experience and involvement in issues related to old age and disability, chief among them UN Women and UNFPA.

#### *Future programming*

152. A new development cooperation between ILO, UNICEF, and OXFAM began in 2021 and will address the fragmentation in programming across the SP sector, including incorporation of the nexus of humanitarian and development programmes. The new programme will use and build on JP outputs to support MoSD and its partners in quickly leveraging social transfers to respond to emerging need across Palestinian society. In line with the JP, the overall objective of the project is to assist in the achievement of SDG 1.3, which calls on countries to implement nationally appropriate SP systems, including SPFs. More specifically, the new project further advances rights-based targeting, programmatic coherence, and aims to augment the responsiveness of the SP system's response to crises.

153. The focus on PwD and OP also broke traditional moulds around gender and children-focused SP programming and brought the attention of humanitarian and civil society actors to the heightened needs of vulnerable groups. Key informants, however, emphasized that much more is needed and that future

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<https://www.unicef.org/sop/media/1836/file/Strengthening%20nexus%20coherence%20and%20responsiveness%20of%20the%20Palestinian%20social%20protection%20sector.pdf>

linkages should be built with the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and the United Nations Population Fund (UNFPA). MoSD stakeholders identified joint projects at the nexus of disability and women and at the nexus of old age and disability as access points to bring UN Women and UNFPA into the conversation around SP of PwD and OP.

154. In addition to the JP's focus on PwD and OP, the Programme also built momentum around rights-based targeting and protection for all vulnerable groups. The mainstreaming of this concept goes beyond the rights of PwD and OP and will have implications on other vulnerable groups that are often left behind.
155. While the evaluation findings and evidence do highlight that key elements of the Programme are sustainable, there are also areas of sustainability that remain challenging. This concerns activities that are dependent on significant financial investments, including service provision, expanding the scope and scale of safety nets that target based on rights as opposed to monetary poverty, and provision of social pensions.
156. Challenges to sustainability are also related to the availability of budgets and funding to support new programmes and execute plans. The JP was effective in using costing activities and action plans to allay fears and inform debates about the cost of creating more favourable legal, policy, and protection frameworks for PwD and OP. However, this is not enough to solve the real fiscal challenges faced by the PA, the dwindling levels of international assistance, and the limited budgetary commitments made by the GoP to the development and scaling of SP.
157. Investing in CSOs that represent the interests of PwD and OP, such as GUPWD, has been an effective model to build sustained and locally owned demand generation mechanisms (see EQ 1.3 under the effectiveness section). The success of the JP in bridging gaps, developing a common vision between national duty bearers and rights holders has established a strong partnership for action, advocacy, and pursuit of the rights of vulnerable groups. The alignment and harmonization facilitated between GUPWD and its 16 chapters with the Disability Unit at MoSD and its representatives in regional directorates is regarded an effective model to increase access of PwD to national systems. It also provides a platform for common work and cooperation on issues of interest to PwD on national and regional levels and facilitates a more unified voice for national owners and representatives of the sector. Finally, the alignment of strategic and action plans with government commitments creates pressure on the government to be responsive to the demands of interest groups and to facilitate further partnerships between these groups and government stakeholders.

## 2.5. COHERENCE

EQ 5.1: To what extent has the JP contributed to UN reforms? (Including greater UNCT joint working and coherence)?

EQ5.2: To what extent has the JP contributed to SDG acceleration (including prevention of loss of development gains in the context of a more challenging contextual environment)?

EQ5.3: To what extent has the JP contributed to improving the situation of PwD, OP, including women?

EQ 5.4: How would you describe external collaboration?

EQ 5.5: How would you describe the collaboration between the JP and external stakeholders?

Finding 13: The JP was designed to align overarching UN frameworks, as well as the respective mandates and comparative advantages of the participating institutions. The former includes alignment with key objectives and visions of the ongoing UN reform process, as well as the recognition and engagement with the RC as a primary stakeholder. It also entails the commitment of the JP to SDG targets, as established by the national SDG framework. Though the JP identified those SDG indicators it intended to contribute to and explicitly incorporated such aspirations in key programme documents, progress towards these goals was uneven. The latter reflects the individual missions, experience, and working relationships of the

PUNOs in key areas of SP. The JP was structured to maximize these advantages, with relationships with key actors and implementation of various activities allocated according to comparative strengths.

#### *Internal Coherence*

158. The JP, in line with the UN reform process, has focused on Delivering as One, Breaking the Silos, and Common Learning. It has been aligned with the United Nations joint frameworks (UNDAF and its centrepiece of “Leave No One Behind”). The JP is fully aligned with the Fourth Strategic Priority around social development and protection. Alignment to the overall framework is clear and, consistent with the JP’s identification of the UNRC as one of the main programme stakeholders, the RC also confirmed that they were involved in the monitoring and certain elements of coordination and implementation to better promote coherence and coordination.
159. There is unanimity amongst informants on the ability of the JP to leverage the comparative advantages of the different participating institutions to achieve the results. The JP benefits from the standing contributions of UNICEF to SP, technical knowledge of PwD, and insights in policy assistance. Through the inclusion of WFP, the JP benefited from resources related to food assistance delivery through WFP’s CBT platform, national partnerships that target the destitute, and global partnerships to strengthen SP in Palestine. ILO’s approach to supplementing national SPFs with guarantees of social security benefits to the elderly and to establishing a comprehensive and sustainable social security system for Palestinian workers was also vital. ILO’s innovations in SPFs and its strong partnerships with global and regional mechanisms were of value as well, especially in the planning stage.
160. Internal coherence between each of the agency’s mandates and the JP was observed. WFP’s dual mandate and strategic alignment with the 2030 Agenda, along with its ability to provide food assistance through unconditional resource transfers using its innovative electronic platforms, focuses on minimizing vulnerability and the pervasive effects of poverty on food security and nutrition for the poorest of the poor. UNICEF’s mission is to ensure protection for children including the poor and those with disabilities in ways that enable them to reach their potential. These were all combined with ILO’s dedication to making the right to SP a reality, especially in terms of creating comprehensive, adequate, and inclusive SP systems.
161. The three agencies have different levels of experience and expertise around the issues of SPFs for PwD and for OP. WFP has expertise in cash assistance and unconditional resource transfers for the poorest of the poor, conducted in support of the Palestinian SP system. These activities have been carried out in partnership with MoSD for the last 20 years. WFP’s understanding of vulnerability and poverty in Palestine was also of value. UNICEF has comprehensive expertise in matters of disability, policy, and SP, exhibited in its drafting of a modern disability law for the SoP. ILO has been a long-standing advisor for MoSD and one of the stakeholders contributing to shaping the thinking around universal and rights-based SP. Importantly, ILO’s tangible contributions to establishing a comprehensive and sustainable social security system for Palestinian workers is of particular importance as it expands traditional views around non-contributory social assistance and bridges them with contributory mechanisms. ILO’s advocacy for a minimum assistance package for OP and growing role in the field of SP for OP was also cited.
162. The three agencies worked on different aspects of SP to ensure alignment with areas of comparative strength. For example, WFP worked on the database for PwD, UNICEF worked with the Directorates of PwD, and ILO worked with the Directorate for OP. There were some interlinked areas that were pursued in an integrated manner. The Cash Pilot and the Transform Training are good examples. The cash pilot was conceived and designed by participating PUNO’s. Moreover, UNICEF reallocated some of its budget to support the cash pilot for PwD to test shock responsiveness of the SP system, while WFP led the rolling out of the pilot and ILO conducted the linked evaluation of the pilot. The TRANSFORM training, a global inter-agency, initiative was organized, attended, and funded by all three agencies.
163. All agencies have high levels of presence in the country with strong and historical work. The three agencies had similar knowledge of the issues and a diversified set of capacities to draw on agency resources as necessary. RB involvement was limited to WFP’s RB in the planning and implementation stages. The leadership of the respective agencies participated in steering committee meetings and were available to communicate with the Minister of MoSD when needed.
164. The JP focused on supporting the development of holistic SP systems for PwD and OP while explicitly aligning itself with SDG 1.3. Programme documents further demonstrate a clear commitment to accelerate

the progress in achieving the 2030 Agenda for Sustainable Development. JP activities contributed to the development of the SP system, and to integrating SPFs, in national frameworks, with a special focus on PwD and OP to ensure that no one is left behind. SP systems and protection for PwD and OP are understood to be essential for reducing poverty, achieving food and nutrition security, reducing inequality, facilitating decent work, promoting social justice, and sustainable development.

165. From its onset the JP considered the SDG targets, aligned itself with relevant objective from the national SDG framework, and developed an SDG acceleration strategy. The JP also specified the SDG indicators that it intend to contribute (see Table 1). The JP Programme Document 2019, Annual Progress Reports (2020 and 2021) and the Final Narrative Report (2022) all recognize the contribution of the programme to: Goals 1,2, 5, 8, 10, 16, and 17.

166. The commitment and contributions of the JP to each of these goals vary, with emphasis on difference between activities. For example, the JP directed 34 per cent of its budget to accelerate progress towards Goal 1.3 and advance nationally appropriate SP systems. The JP also conducted multiple activities (20 per cent of budget) to support the development of national plans that are sensitive to the needs of PwD. This is aligned with SDG target 17.9 which leverages effective and targeted capacity building to support national planning. In fact, activities conducted in support of this goal were some of the most highly cited by key informants. Notable commitments and contributions to SDGs 10.4 (progressive achievement of greater equality through policies) and 16.6 (effective, accountable, and transparent institutions at all levels) can also be found. These two goals received 16 percent and 12 percent of the budget respectively, and several activities were conducted in their direct support. Multiple activities were dedicated to achieving greater equality for PwD and OP at a policy, wage, and protection levels. A relevant example are the activities surrounding the activation of article 121 of the law on public retirement which commits the government to go beyond assistance and to provide protection for OP through social pensions.

"The review of national and sectoral plans through a PwD-sensitive lens allowed us to produce nuanced guidance to different ministries on how to mainstream and sensitize PwD in national and sectoral plans and strategies. If we succeed in our mission, we will see budget lines for PwD across the different sectors." *Government key informant – MoSD. JP Evaluation Interview, 2022.*

"We reviewed 12 national strategies, including the national SDG 2030 action plan, this activity helped us identify strengthen and weaknesses across sectors and to develop lessons around how to better integrate PwDs in national plans." *Government key informant – MoSD. JP Evaluation Interview, 2022.*

"National strategies and sectoral plans that are aligned with PwDs will facilitate achievement through a higher degree of involvement and commitment from national actors." *Government key informant – MoSD. JP Evaluation Interview, 2022.*

167. The JP's commitment to SDG 5.1 (to end all forms of discrimination against all women and girls everywhere) and to SDG 8.5 (to achieve productive employment for all including persons with disabilities) is less demonstrable. Around six percent of the budget was committed to each one of these two goals. There is some reference of enhancing synergies between SP, employment, and livelihood for OP and PwD across activities, however there are no dedicated activities or outputs directly addressing the target. Similarly, the contribution of the JP to end all forms of discrimination against women was a subset of small number of the JPs activities, but without evidence of substantial dedication or focus. While gender was mentioned under a few activities it was not a cross cutting theme.

Finding 14: Though the implementing agencies succeeded in developing a shared vision from the beginning, the persistence and effects of this approach were limited as the JP progressed beyond planning and design. Joint action was most effective when engaging with MoSD, which was conducted according to the "one voice" approach. During planning, the three partners also capitalized on their respective experience and joint resources in the development of JP activities. However, the same dynamic did not persist into implementation and beyond. Agencies often reverted to working alone on ostensibly shared outputs, which manifested in the PUNOs contracting their own implementing partners for activities, as well as branding outputs with the name of the agency directly responsible for its production, as opposed

to the JP overall. The implementing agencies also did not succeed in developing a shared vision for the involvement of CSOs, PwD, and OP, adversely impacting the effectiveness of activities and undermining the ToC.

#### *Development of a shared vision*

168. A shared vision for delivery and cohesion between agencies was realized from the start. This was facilitated by the dedication to rights based social protection, the “one voice” approach that the programme followed with MoSD, timely and autonomous fund allocation to the three agencies, the established roles of the three agencies, and the on-going work of each in the SP sector.
169. A review of the various JP outputs and data obtained from key informants reveals that the JP’s collaborative approach between the three agencies was accorded only limited visibility. Almost all programme outputs mention the name of the agency directly supporting the activity as opposed to the partnership behind the programme.
170. A shared vision for involvement of CSOs, PwD, and OP in the JP was not realized throughout the JP implementation. This had implications for JP governance and impacted the effectiveness of activities and undermined the ToC. Moreover, a shared vision around communication was not always smoothly implemented, a reality that impacted external communication with CSOs, PwD, OP, and other relevant organizations, such as WB and EU.
171. Synergy between agencies did not always translate into synergy between or across outputs. There was a tendency for agencies to work alone on commonly agreed upon activities, rather than collaboratively. Typically, each one of the three agencies would contract its own implementing partner and, when possible, agencies would employ their own staff or resources to work on delivery. According to key informants, field observations, a review of JP documents, and JP outputs there was a tendency to work in silos, under the leadership of each contracting or implementing agency.
172. In the planning phase there was value added from leveraging the joint resources and expertise of the three organizations to achieve results. This was done through the sharing of ideas and expertise from PUNOs and government partners to develop relevant activities.

Finding 15: The JP is considered to have played a significant role in improving the position of PwD and OP in significant government materials and resources, as well as in the perspective of influential policymakers. However, at the time of the evaluation, these positive changes are yet to manifest outside of the halls of decision-making. Rather, the coverage of PwD and OP within the broader SP network does not appear to have materially changed, while representatives of both groups reported that the circumstances of their daily life remain adverse, a combination of a lack of sufficient support through the existing social safety net and inappropriate targeting, as well.

#### *Situation of PwD and OP*

173. Despite challenge in programme reality the strategic objective of integrated multi sectoral policies to improve the situation of PwD and OP through greater scope and scale have been achieved. The evaluation also found that there is a disconnect between the stated programme outcomes of directly enhancing the lives of PwD and OP and its actual implementation as part of a long term up-stream policy effort to improve the situation of PwD and OP.
174. The JP contributed to improving the situation of PwD and OP through system level, policy level, knowledge level, and capacity level improvements, agenda setting, advocacy and awareness raising also contributed positively to the situation of PwD and OP. There are no documented increases in coverage of PwD or OP by SP systems however both key informants representing duty bearers and right holders report that a shift in attitudes among policy makers towards issues such as rights-based targeting of PwD and SPFs for OP exist. Results from annual reports corroborate data gathered during KIIs.
175. Despite this progress, PwD and OP interviewed did not emphasize policy, advocacy, or learning improvements. In fact, PwD and OP drew a bleak picture of their reality and reported shortfalls in CTP as a main source for stress and negative coping. Both PwD and OP reported widespread need, the burden of

medical expenses, and the inappropriateness of the social assistance value to their needs. Both groups also reported that the shortfalls in the provision of medication through the national health insurance scheme provided to them as part of the social safety net is contributing to a worsening situation.

Finding 16: The effectiveness of inter-partner collaboration across the JP was mixed and varied according to different phases and activities. Ultimately, the implementing agencies succeeded in averting duplication over the course of the project, as well as maximizing respective experience and knowledge during the planning phase. However, as the JP advanced into implementation, the collaborative approach regressed into more siloed, individualized actions, including engagement with beneficiaries and coordination and communication with MoSD. Experts noted such tendencies or outcomes can be averted in the future by developing joint plans around outputs and appointing a Programme Coordinator for the JP at-large. Finally, the JP fared better at ensuring external coherence, with much of the JP well-aligned with the priorities of the national government, as well as natural partners among UN agencies and international NGOs.

### *Collaboration*

176. There has been strong external coherence with the priorities of the national government (see the Relevance and Alignment section), in terms of alignment with major policy frameworks in the country. The synergy developed through the JP partnership also prompted new partnerships outside the JP. This includes an EU funded collaboration between ILO, UNICEF, and OXFAM. (Details on this new project are discussed in the Sustainability section).

177. The JP was able to build meaningful coherence between them owing to deep levels of prior experience working in the social protection sector in Palestine. Regular coordination meetings succeeded in delivering the JP and completely avoided duplication. The high level of sharing of experience, expertise, and lessons that was observed during the planning and early implementation stages extended to implementation. The agencies could have benefitted from creating clarity on defining how they would support one another, from a review and approval process for all programme outputs, and from a clear communication strategy that highlights the joint nature of the programme and emphasizes delivery as one.

178. When it came to delivery there was variation in delivering as one. Not all beneficiaries and stakeholders were aware that an activity was being delivered as part of a joint programme, instead believing they were interacting with an independent programme managed by one respective PUNOs, examples include GUPWD and the Disability Department at MoSD. Moreover, many outputs had the logo of the main implementing agency and did not clearly acknowledge that this was part of the JP. The opposite was also found in that some activities were more clearly delivered as one, examples of this include: i) the TRANSFORM training, an interagency training that all three organizations participated in; ii) Disability database – UNICEF worked with WFP to support the discussions with MOSD on the development of the Social Registry and how to manage the development process collaboratively; iii) Disability cash pilot in Hebron – this was an inter-agency joint effort which was designed and delivered by all three agencies.



## 3. Conclusions and Recommendations

Based on the findings presented in the previous sections, an overall assessment in response to the evaluation questions is provided below.

### 3.1. CONCLUSIONS

#### Effectiveness

179. The JP's approach was innovative, focusing on both demand side and supply side levers to bring about system and policy-level changes and to increase access to SP systems and awareness of rights. This approach also minimized risk and provided the JP with alternative avenues to pursue policy change. This was especially important given the political and fiscal instability in Palestine. In addition, the approach was also successful in minimizing more ordinary risks associated with upstream policy programmes, namely slow policy change, limited budget allocations, and precarious legal frameworks. The approach also catalysed momentum across right holders and duty bearers, which in many ways created a multiplier effect to advance the cause of PwD and OP.

180. The JP focused on delivery of supply side activities with a smaller focus on demand side activities. The correct balance between the two levers is difficult to achieve but important to ensure effective and sustainable results. The involvement of CSOs, PwD, and OP, which is critical for participatory planning and policy making, was limited. Gender-focused results and gender transformative activities were also limited. The JP had multiple notable unintended success, including its contribution to the Covid-19 response and to developing the capacities of GUPWD.

#### Efficiency

181. Working together has created gains in cost efficiency, Common ownership of the JP meant more reliance on internal resources, as opposed to external ones. This was visible across the human, financial, and organizational realms. Moreover, flexibility in reprogramming reduced transactions costs and allowed the JP more room to re-programme in a timely and cost-efficient way.

182. The JP faced major delays and had to request a no-cost extension. Delivery was slow and lagged owing to external events in 2020 (e.g., the COVID-19 pandemic) and 2021 (e.g., the Escalation in Gaza).

#### Relevance

183. The evaluation finds that the JP has been highly relevant. It has been aligned to national frameworks where PwD and OP is recognized as a target of social protection. It is also very closely aligned with the need of MoSD departments that are involved in PwD and OP programming and policy making. The JP also addressed the knowledge barriers that limit the capacity of the government from pushing PwD and OP forward on the national agenda. The dual lever approach focusing on supply and demand side activities empowered right holder to better advocate for their rights and needs, it also addressed the strategic needs of PwD and OP organizations through awareness raising and capacity building. On the supply side the JP addressed information gaps and developed the foundation needed to build a modern and holistic social protection system that can go beyond PwD and OP. The outbreak of the COVID-19 also amplified the relevance of the JP, in particular the JP's ability to generate critical information to inform the pandemic response.

184. The JP didn't substantively address gender considerations and did not separately address the different needs of women PwD's and OPs. Developing means to promote gender equality or capitalize on women's existing advocacy roles in the SP sector were also absent.

#### Coherence

185. The JP brought together three UN agencies, each with comparative advantages and deep experience in SP to address demand and supply side aspects of SP, especially in relation to the needs of PwD and OP. The JP spoke in one voice, contributing to coherence, and had the aim of jointly creating momentum capable of building a more inclusive SP system. The JP offered a range of interventions that meet the needs of policy makers and developed learning products to raise the profile of PwD and OP on the national agenda. The JP was successful in ensuring external coherence through effective coordination and communication with MoSD, filling gaps in a complimentary manner when the need arose, while also ensuring that each agency continued to focus on its comparative advantages. Beyond, MoSD the JP could've benefitted from a higher degree of collaboration with civil society. In terms of internal experience, the degree of internal coordination across well experienced teams is noteworthy and facilitated many of the JPs successes.

186. The JP was a learning opportunity for the three agencies, while also providing additional impetus for collaboration and the breaking of traditional silos. The JP benefited from solid coordination at the outputs level. However, full collaboration at the delivery level varied and was not always clear. While some activities were delivered in a highly collaborative manner others fell within the realms of traditional silos. The value added by joint operations can be strengthened through better collaboration between the three agencies at the delivery level. For this, a full-time coordinator was necessary solely for this task.

187. External communication outside MoSD suffered from the absence of a clear communication strategy and a full-time coordinator. Communication JP outputs did not always recognize the role of the JP and in line with traditional means of communications more often focused on individual agencies. The UN reform process could benefit from a clear communication strategy that highlight the impetus of delivery as one.

### **Sustainability**

188. There are encouraging signs that certain aspects of the JP will be sustainable and are likely to continue beyond the duration of the programme. The status, needs, and rights of PwD and OP emerged as a more powerful agenda items with considerable likelihood of being incorporated in the upcoming national planning frameworks. This is especially true for PwD.

189. Some elements of the JP had grown out of pre-existing programming in SP, including elements related to functional assessments of disability or to frameworks related to the Disability Law. These elements are likely to carry on and be used in future interventions that would build on the achievements of the JP. New joint programmes among new partners are being formed and are likely to use some of the lessons and evidence generated under this JP.

## **3.2. RECOMMENDATIONS**

### **Recommendation 1: Knowledge Sharing**

190. Invest in greater knowledge sharing between comparable projects and contexts in the region. This will allow others to learn from innovations by the JP and facilitate the transfer of knowledge on other aspects of quality programming for the benefit of PUNOs.

191. The programmers' approach to change provides important lessons for policy-oriented programmes. The RB should invest in documenting lessons learned and sharing between comparable context in the region. Policy programmes may benefit from working on multiple policy streams across multiple partners. Additionally, a balanced approach between supply side and demand side activities is vital for effectiveness and sustainability. Investing in citizens' interest groups, and media to influence action, positions, and preferences is important to securing achievement and ensuring transformative results. This focus will create a critical mass of resilient and empowered stakeholders who can become catalysts for change and will extend the positive effects of this programme in scale and scope beyond its end date.

- The JP should invest in greater knowledge sharing across likeminded partners. This will allow others to learn from the outputs produced by the JP and enable more change in the scope and scale of current policies targeted at PwD and OP.

- Future policy programmes should further emphasize coherence and linkages with existing tools, systems, and functions as these are the elements most likely to be adopted and sustained. This was one of the keys of success in the JP and should be documented and shared by RB's and replicated by PUNO's in the future.
- The SDG Fund should invest in case studies around its reprogramming strategy to deduce lessons learned from the application of such a strategy. Case studies around communication and delivery as one may also prove worthy.

### **Recommendation 2: Continued Progress**

192. PUNOs with support from RBs and HQs should continue to support GoP efforts to build a holistic SP system and to enhance the SP sector in Palestine, with a focus on SPFs, rights-based targeting, and shock responsiveness. More specifically, the COs should:

- Avoid going back to a dialogue on reforming the CTP to increase monetary assistance to PwD and continue working with MosD to develop a rights-based criteria for targeting PwD to offer them services based on their rights as opposed to monetary need. Differentiating between monetary poverty and provision of services based on rights for PwD and OP is essential to broadening the spectrum of SP to go beyond cash transfers.
- PUNOs in coordination with other actors such as WB should continue to invest in data generation and linking it to the newly developed social registry. This includes a focus on opening the Social Registry for PwD and OP to register in it. This will provide a solid base for targeting and facilitate rolling out of new forms of assistance and services as they become available. This will also increase responsiveness and ensure the availability of data on PwD and OP in cases of shocks.
- Continue to invest in enhancements and efforts that strengthen and compliment the SP system. This includes a continuation of current programmes such as WFP's cash-based food assistance programme for CTP beneficiaries, or new efforts such as the new joint programme by UNICEF and ILO to strengthening nexus coherence and responsiveness of the SP sector.
- PUNOs should capitalize on its already strong relations with donors and other UN agencies by engaging them now in discussions about PwD and OP. Given that the JP has ended, PUNOs should proactively communicate with donors about increasing funding for programmes that are focused on PwD and OP. This could also include the development of new nexus and joint projects. Two such examples can be a partnership with UN Women that focuses on women and girls PwD, or female OP. Other examples can include, working with UNFPA to raise awareness of the population around issues of older age especially the importance of pension, contributory and on contributory protections. The latter is especially important given the demographic trend highlighted in the context section.

### **Recommendation 3: Stronger Relationships**

193. Re-invest where necessary in relationships with key partners. Priority relationships include:

- Government: PUNO's relationship with the GoP especially MoSD is already strong. COs should continue to invest in relationships building and advocate for the rights of those in need especially PwD, OP, women and boys and girls in longer-term national planning.
- System-wide coordination: PUNO's should continue to advocate for a coordinated and coherent approach to the needs of vulnerable groups such as PwD, OP, women, boys and girls. These discussions would ideally result in improvements in cash assistance but also go beyond the NCTP in advancing frameworks and services based on the rights of vulnerable groups such as PwD, OP, women, girls and boys.
- CSO's: PUNO's relationships with Civil Society should be a core component of their engagement in the country. PUNOs should engage CSOs at a strategic level, particularly as they continue to advocate for the Disability Law and for the activation of clause 121 of the Disability Law. Such relationships

will facilitate national ownership of such efforts, create a more enabling environment for positive change and increase alignment and cooperation.

#### **Recommendation 4: Future Operations**

194. PUNOs need to balance their strong performance in delivering SP activities with increased investment in coordination and the quality of programme aspects such as gender, monitoring, and communications. PUNOs need to ensure consistent and sustained in-house capacity to coordinate programmes. Future programmes should also create, mainstream, and define consistent roles for gender, monitoring and communication specialists in programmes.

- Invest in gender assessments to develop a better understanding of PwD and OP from a gender perspective and to adapt future policy and programme design. The evaluation recommends that the PUNOs develop complementary programming, activities, outputs to strengthen the gender transformative potential of the SP system, such as conducting evidence generation activities that are targeted at female PwD and female OP.
- Involve duty bearers (CSOs, citizens, and interest groups) more equally and meaningfully during planning and through programme governance. Such a measure is of vital importance in promoting relevance, sustainability, and effectiveness. It also facilitates buy-in, minimizes risk, and contributes to innovation. During the design and implementation of future phases or similar programmes, PUNOs should focus on wider consultation with civil society actors especially in the civil society sector.
- When planning future projects, the project results should be realistic, measurable, and aligned with the ToC. They should also reflect consideration of the short and medium term and be achievable in the project's lifetime. The indicators of the result should be available, at the latest, at the end of the project. The project result should be guiding all activities and resulting outputs to assure coherence. A gender analysis should guide project implementation and be regularly reported upon.
- Use the programme ToC to clearly identify respective roles for each agency and consider having joint delivery of activities.
- A revision of targets was not enough to account for context and programme changes and limited the ability of the ET to capture programme effects. Future revisions should update the Results Frameworks and the logical flow between outputs, outcomes and activities in a manner that corresponds to programmatic adjustments. This will set the programme up for success and facilitate learning.

#### **Recommendation 5: Strengthening UNCT**

195. The JP increased the credibility of the UNCT when addressing the government as three agencies were standing behind one message. The RC should identify and share best practices on building strong partnerships between UN agencies to ensure stronger linkages and synergy between UNCT members. The UNCT, RC, and other UN agencies in Palestine should translate the lessons learned by this JP into synergies and new joint programmes on the ground between UN actors.

196. The teams of the three agencies participating in the JP could consider focusing on generating learned lessons and evidence and share between each other. Lessons learned around roles and internal processes of monitoring, evaluation, and communication are also important topics to think of when designing future cooperations through joint programmes.

**Table 11: Recommendations and Proposed Actions**

#	Recommendation	Responsibility	Priority: High/medium	By when
<b>Recommendation # 1: Invest in greater knowledge sharing</b>				
Proposed Actions				
5.1	RBs should invest in documenting lessons learned from the JP and greater knowledge sharing between comparable contexts in the region.	<u>RBs</u>	<u>Medium</u>	<u>At the end of the JP</u>
5.2	Develop and execute a dissemination and communication plan for all the studies produced by the JP.	<u>PUNOs</u>	<u>High</u>	<u>As part of JP closing.</u>
5.3	PUNO's should execute its advocacy campaign and share the policy brief and the media outputs of the Help Age activity.	<u>PUNOs</u>	<u>High</u>	<u>As part of JP closing.</u>
5.4	Invest in case studies around the reprogramming strategy and around communication.	<u>SDG-Fund</u>	<u>High</u>	<u>Immediately after this cycle of programming ends.</u>
<b>Recommendation # 2: Continued Progress: PUNOs with support from RBs and HQs should continue to support GoP efforts to build a holistic SP system and to enhance the SP sector in Palestine</b>				
Proposed Actions				
1.1	Continue working with MoSD to develop a rights-based criteria for targeting PwDs and OPs	<u>PUNOs</u>	<u>High</u>	<u>When implementing future programmes</u>
1.2	Continue to generate data and linking it to the newly developed social registry.	<u>PUNOs</u>	<u>High</u>	<u>When implementing future programmes</u>

1.3	Continue to invest in enhancements and efforts that strengthen and compliment the SP system.	<u>PUNOs</u>	<u>High</u>	<u>When implementing future programmes</u>
1.4	Continue to invest in programmes that enhance the SP system.	<u>PUNOs</u>	<u>High</u>	<u>At the end of the JP.</u>
1.5	Foster discussion and build new partnerships	<u>PUNOs/UNCT/RBs</u>	<u>High</u>	<u>As part of the JP closing and when opportunities for new programmes arise.</u>
1.6	Emphasize coherence and linkages with existing tools, systems, and functions	<u>PUNOs/UNCT/RBs</u>	<u>Medium</u>	<u>When planning future programmes</u>
<b>Recommendation #3: Stronger Relationships</b>				
Proposed Actions				
2.1	Re-invest in priority relationships including the Government, system-wide partners, citizens and CSO's.	<u>PUNOs</u>	<u>Medium</u>	<u>During future programmes</u>
<b>Recommendation # 4: Future Operations</b>				
Proposed Actions				
3.1	Balance performance with programme quality, this includes aspects such as gender, monitoring and communication.	<u>PUNOs</u>	<u>Medium</u>	<u>When implementing future programmes</u>
3.2	Invest in gender assessments to develop a better understanding of PwDs and OPs from a gender perspective and to adapt future policy and programme design.	<u>PUNOs</u>	<u>Medium</u>	<u>When implementing future programmes</u>

3.3	Involve Civil society in programme governance and planning	<u>PUNOs</u>	<u>Medium</u>	<u>When implementing future programmes</u>
3.4	Set realistic and measurable outcomes	<u>PUNOs</u>	<u>Medium</u>	<u>When implementing future programmes</u>
<b>Recommendation # 5: Strengthening UNCT</b>				
Proposed Actions				
4.1	identify and share best practices on building strong partnerships between UN agencies and facilitate stronger linkages and synergy between UNCT member organizations	<u>RC</u>	<u>Medium</u>	<u>As part of JP closing.</u>

# Annexes

## Annexes

# Annex 1. Summary Terms of Reference

### *Introduction*

The terms of reference were for the final evaluation of the Joint WFP/UNICEF/ILO Programme funded under the Joint SDG Fund: “Towards a Universal and Holistic Social Protection Floor for Persons with Disabilities and Older Persons in the State of Palestine”. The activity evaluation was commissioned jointly by the WFP, UNICEF, and ILO Palestine Country Offices in line with the Joint SDG Fund requirements and covered the period from when the joint programme started in November 2019 to end of August 2022 (noting that the Programme has been given an extension to August 2022). The purpose of the evaluation is to assess if the joint programme was successfully implemented and to draw on learnings from the programme that can inform future efforts at strengthening the national social protection system in terms of strategic direction, coverage of needs, approach, and capacity strengthening requirements as well as to ensure transparency and accountability towards stakeholders.

### *Rational and Objectives*

The evaluation was commissioned in May of 2022 as its results intend to feed into other national strategies and policies that are currently under development, mainly:

- a) the development of the national Social Development Sector Strategy (2024-2027)
- b) the development of the national Multidimensional Poverty Reduction Strategy (2024-2027).

The evaluation will be used in the following manner: for the WFP commissioning office and other JP stakeholders, it aimed to provide learnings for future scale-up of engagement on support to social protection; for the Joint SDG Fund, it provided learnings on the extent to which the Joint SDG fund has enabled a catalytic acceleration of support to the national SP system at policy and capacity strengthening levels.

The joint evaluation served the dual and mutually reinforcing objectives of accountability and learning.

**Accountability** – The evaluation will assess and report on the performance and results of the joint programme in Palestine as required by the Joint SDG Fund secretariat.

**Learning** – The evaluation will determine the reasons why certain results occurred or did not occur to draw lessons, derive good practices, and provide pointers for learning. It will also provide learnings for future scale-up of engagement on support to social protection, the extent to which the Joint SDG fund has enabled a catalytic acceleration of support to the national SP system at policy and capacity strengthening levels the extent to which the Joint SDG fund has contributed to the acceleration of the SDGs that are in the focus of the JP, and the extent the Joint Programme contributed to UNDS reforms, including improved collaboration and coherence of the UNCT under RC leadership.

### *Subject of the Evaluation*

The Joint Programme (JP) “Towards a universal and holistic social protection floor (SPF) for persons with disabilities (PwD) and older persons (OP) in the State of Palestine Joint Programme”, supported by ILO, UNICEF and WFP, aimed at supporting national efforts by the Ministry of Social Development (MoSD) to adapt the national social protection (SP) system to address the specific needs of particularly vulnerable groups, whose specific needs are not currently addressed, notably Persons with Disabilities (PwD) and Older Persons (OP),



as part of ongoing SP reform efforts. The JP aimed to initiate specific efforts that can then be taken to scale by the authorities, and in so doing, accelerate efforts towards poverty reduction (SDG 1), reducing inequalities (SDG 10) and increasing food security (SDG 2) amongst PwD and OP, with the intent of giving special attention to women. The programme aimed to pilot integrated solutions for PWD in Hebron governorate, which is one of the most vulnerable areas in the West Bank, taking geopolitical developments into consideration. Specifically, the programme aimed at the following results:

**UNDAF Strategic Priority 4** (Leaving No One Behind: Social Development and Social Protection) Outcome 4.2: All Palestinians, especially the most vulnerable, have greater access to a unified, integrated, and shock responsive protection and social protection systems.

**Output 1.** Policy makers utilize improved data and evidence base on Persons with Disability and Older Persons to inform social policies and programs.

**Output 2.** Policy makers and other national and international stakeholders utilize the updated. Social Protection legal, financing and programming framework for Persons with Disability and Older Persons to enhance response to the multi-dimensional needs of these target groups.

**Output 3.** Persons with Disability and Older Persons are utilizing more adequate social protection systems including in target locations where capacity strengthening, and service roll out has been piloted.

**Output 4.** Persons with Disability and Older Persons have enhanced awareness of their rights to effectively take up services through the national Social Protection system.

The results framework and the theory of change were attached in the Annexes of the ToR (Annex 8 and 9) these Annexes provide the road map for the evaluation.

### **Methodology and Scope**

The scope of the evaluation covers the period January 2020 through August 2022, for activities with the State of Palestine and the specific pilot in Hebron. It should look at all activities undertaken by the Joint Programme, and related target groups (people with disabilities and older persons), including gender considerations.

Evaluation Criteria: The evaluation will address the following key questions, which will be further developed and tailored by the evaluation team in a detailed evaluation matrix during the inception phase. The evaluation will apply the international evaluation criteria of Relevance, Appropriateness, Effectiveness, Efficiency, Sustainability and Coherence. Each criterion was defined in more detail in the ToR.

Changes in outcomes will be included in this evaluation, rather than impact measurement. The evaluation will analyse gender components in the full spectrum of the programme cycle of the projects. Evaluation Questions: In line with the evaluation criteria, the evaluation will address the following key questions as outlined in Table 2, which will be reviewed and further developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons and performance of the JP activities, which could inform future strategic and operational decisions.

#### **EQ 1- Effectiveness**

1.1 To what extent were the results of JP achieved/ are likely to be achieved (including any differential results across groups).

1.2 What are the major factors influencing the achievement or non-achievement of the outcomes/objectives of the joint programme?

1.3 Were there unintended (positive or negative) outcomes of assistance for participants?

1.4 How well do the JP activities contribute to nationally owned strategies and solutions?

#### **EQ2 - Efficiency**

2.1 To what extent has the joint programme intervention delivered results in a cost-efficient way?

2.2 Are the JP activities implemented in a timely way (taking account of any changes in circumstances)?

### **EQ3 – Relevance and appropriateness**

3.1 Is the intervention in line with the needs and priorities of the most vulnerable groups (PWD and OP, cutting across men and women, boys, and girls)? To what extent have PWD and OP, in particular children and women with disabilities, or organisations representing these persons, been consulted during the design of the JP? To what extent did the programme target the needs of persons with disabilities and the elderly? To what extent did the programme contribute to creating a more enabling environment for support to be provided to persons with disabilities and the elderly?

3.2 To what extent is the design of JP based on a sound gender analysis? To what extent is the design and implementation of the intervention Gender Equality and Women Empowerment (GEWE) sensitive? Are protection needs met for project beneficiaries?

3.3 Was the design of the intervention relevant to the wider context? Is the intervention design and objectives aligned with the needs of the government? Is the intervention aligned with ILO, UNICEF, WFP and partners' strategies?

### **EQ4 – Sustainability**

4.1 To what extent are the net benefits of the intervention continue or are likely to continue after the completion of the JP?

### **EQ 5- Coherence**

5.1 To what extent has the JP Contributed to UN reforms? (Including greater UNCT joint working and coherence)

5.2 To what extent has the JP Contributed to SDG acceleration (including prevention of loss of development gains in the context of a more challenging contextual environment)?

5.3 To what extent has the JP contributed to improving the situation of PwD and OP? What is the added value of the collaboration?

The methodology will be designed by the evaluation team during the inception phase. It should:

- Employ the relevant evaluation criteria above.
- Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (stakeholder groups, including beneficiaries, etc.)
- Apply an evaluation matrix geared towards addressing the key evaluation questions considering the data availability challenges, the budget and timing constraints.
- Ensure using mixed methods that women, girls, men, and boys from different stakeholder's groups participate and that their different voices are heard and used.
- To elicit information from various stakeholders, separate tools will be applied to various primary sources of information.
- The data collection tools, and sampling methodologies should ensure availability of gender and age disaggregated data, and relevant triangulations to ensure voices of both men and women are included.
- Account for comparisons with existing information collected throughout the programme cycle.
- Ensure the triangulation of information through a variety of means to help achieve a thorough understanding of the different design, operational, or contextual factors that may have fostered or hindered the achievement of the programme's results.
- Consider WFP's approach to protection and AAP, as per, respectively, WFP's Policy Humanitarian Protection and WFP strategy on AAP.

The methodology chosen should demonstrate attention to impartiality and reduction of bias by relying on mixed qualitative methods (i.e., documents review, key informant interviews, focus groups, case studies etc.) and different primary and secondary data sources that are systematically triangulated (documents from different sources; a range of stakeholder groups, including beneficiaries; direct observation in different locations; across evaluators; across methods etc.). It will consider any challenges to data availability, validity,

or reliability, as well as any budget and timing constraints. The evaluation questions, lines of inquiry, indicators, data sources and data collection methods will be brought together in an evaluation matrix, which will form the basis of the sampling approach and data collection and analysis instruments (desk review, interview, and observation guides, etc.). The methodology should be sensitive in terms of GEWE, equity and inclusion, indicating how the perspectives and voices of diverse groups (men and women, boys, girls, the elderly, people living with disabilities and other marginalized groups) will be sought and considered. The methodology should ensure that primary data collected is disaggregated by sex and age; an explanation should be provided if this is not possible.

### *Organization of the Evaluation*

The evaluation will be conducted in five phases. The overall timeline for the evaluation is January 2022 to December 2022. Annex 2 of the ToR presented a more detailed timeline. This timeline is summarised by the main points below. The timeline will be monitored carefully. Given the current context with the implications of the Covid pandemic and political situation, adjustments will be made as needed.

- Preparation Phase | January -May 2022. Main tasks included the preparation of the ToR, selection and contracting of the evaluation team.
- Inception phase | June – July 2022 | Inception mission and inception report.
- Data collection phase | August 2022 | Field work and debriefing presentation.
- Analysis and reporting phase | September – November 2022 | Evaluation report, and evaluation summary.
- Dissemination and follow-up | December | Management Response to evaluation recommendations.

## **Annex 2. Detailed Methodology**

The inability to involve key former ministry officials also limited the ability of the ET to better understand their input during key moments of implementation.

The evaluation criteria outlined in the ToR have been reviewed and confirmed by the evaluation team. These included effectiveness, efficiency, relevance and appropriateness, sustainability, and coherence. They are detailed in the Evaluation Matrix.

The results framework and the theory of change provided the basis for the evaluation matrix developed as part of this evaluation. The limitations section and the findings of the evaluability assessment show that longer term outcomes described in the results framework are difficult to measure due to data limitations. The evaluation focused on the evaluation criteria stipulated in the ToR and mainly measured progress against outputs. The evaluation team also reflected on progress made/lack thereof towards the strategic goal, longer term outcomes, SDGs, and SDG Fund outcomes.

The evaluation questions and sub questions contained in the ToR were carefully reviewed and scrutinized for their logic, fit coverage, and clarity. The evaluation questions were confirmed for the most part and were used as provided in the ToR. The evaluation sub-questions were also confirmed. The evaluation team made a few suggestions to move one question from a specified criterion to another and to combine two sub questions as they can be evaluated using similar indicators and measures. The details of those agreed upon suggestions are found in the evaluation matrix in Annex 4.

Threats to internal content validity were minimized based on the principle of aggregation using the extensive list of indicators and measures of progress considered by the evaluation matrix (see Annex 4) to construct composite measures. Construct validity issues were minimized by using indicators and related data collection approaches that have been tested in other similar evaluations.

Measurement reliability issues were minimized by checking the consistency of responses across households and days with similar groups, consistency of responses to similar questions and measures to ensure internal reliability. This was achieved by having more than one evaluator present during interviews and focus groups to check agreement on rating and coding check on secondary quantitative data and document analysis.

The credibility and transparency of evaluation analysis findings were ensured by presenting the results of triangulated analysis across measures and data sources and tracing the rationale from data points to

findings, conclusions, and recommendations in the final report. Internal and external quality assurance mechanisms (see section 3.7) also enhanced the credibility of the evaluation outputs.

Gender dimensions were explicitly incorporated into the evaluation approach and implementation with indicators incorporated into most evaluation sub-questions. Wherever feasible, analysis of quantitative and narrative analysis of primary and secondary data was disaggregated by the gender of the head of the household (especially for the Hebron pilot). The effects of the JP on social norms and gender dynamics were also incorporated into the evaluation design and implementation. Focus group discussions were held separately with men and women in Hebron. Gender was also incorporated in all interviews and investigated independently through a set of interviews that inquire about gender specifically. The evaluation team is gender balanced and the team members have appropriate skills and experience with conducting analysis of gender issues in programme design and implementation.

Accountability to affected populations (AAP) was also addressed by the evaluation in terms of significance and substance of engagement during the design and implementation stages, the quality and utility of mechanisms put in place ensured resolution of beneficiary complaints and inquiries and the efficiency and the effectiveness of the JP to address beneficiary feedback.

The evaluation was conducted according to the highest ethical standards following UNEG guidelines and good practices such as those developed by the OECD. Annex 3 includes the standards that are most relevant to this evaluation.

## **DATA COLLECTION METHODS**

Qualitative and quantitative data collection methods were aligned to the Evaluation Matrix in Annex 7. At least two methods were used for each question and indicator to allow for triangulated analysis.

### ***Primary Qualitative Data Collection***

Semi-structured key informant interviews, document and literature review, and focus group discussions were used to collect qualitative data.

Interviews were conducted with UNDC office in New York, Resident Coordinator in Palestine, as well as representatives of WFP, UNICEF, and ILO in the country, relevant national ministry staff, key partners such as the General Union of PwD. Interviews followed a semi-structure format using questions drawn from the Evaluation Matrix Questions, sub-questions and indicators that are most relevant for the stakeholders being interviewed. In total, the evaluation team conducted 21 interviews for the evaluation.

FGDs were held with PwDs, OPs, male, and female household heads. They covered approximately 24 beneficiaries and allowed the evaluators to collect information on the adequacy and utility of the pilot transfers, coping strategies, and household dynamics. Scheduling considered potential obstacles for beneficiaries to reduce barriers to participation.

The evaluation team conducted the focus groups, and key informant interviews in a manner that is sensitive to the needs of PwDs, Ops, women and the vulnerable. The team took the different needs and limitations of this constituency and ensured the conduct of data collection activities in an inclusive manner. The interviews and the focus groups were conducted by senior experts and were transcribed. The safety, security and confidentiality of responses were ensured.

### ***Secondary Qualitative and Quantitative Data Collection Methods***

The evaluation team conducted a comprehensive review of key national documents that shape the context of the Joint Programme, as well as studies on vulnerability analysis, analysis of social protection programmes and learning from the cash pilot programme. The evaluation team also reviewed activity reports and relevant Planning and implementation documents including, JP monitoring reports, annual reports and other key documents identified during the inception and evaluability stages.

The evaluation team collected secondary quantitative data from a variety of sources including MoSD, PCBS, UNstats, and the World Bank. The periodicity and completeness for different types of data varied. PCBS reporting on poverty and vulnerability levels are changing and moving away from financial poverty to multi-dimensional poverty which limited the ability of the evaluation team to compare baseline data with end line data. MoSD is building a new central data base for case management and beneficiary data migration is still

limited to few variables. UNstats and World Bank provide a limited set of data on outcomes of interest. This limited the ability of the evaluation team capacity to produce complete and distilled chronological quantitative analysis. The team worked to overcome these difficulties by contrasting results from different data sources.

The evaluation team used the different data sources to inform the evaluation matrix and contrast them with evidence extracted from other data sources. This evidence was included in an interim analysis report, and shared with the evaluation manager to ensure that data gaps can be bridged and responded to during field work and interim evidence can be contrasted with primary data from the field.

## **DATA ANALYSIS**

All qualitative data was analyzed against the themes agreed during the inception period and the evaluation criteria. All the key informant interviews, focus groups and results of the FGD survey were analyzed. The evaluation team used their extensive gender expertise and years of experience with PwD and OP to ensure that the evaluation findings, conclusions, and recommendations reflected gender, equality, and equity analysis. The evaluation team debriefed the evaluation manager and other relevant stakeholders from the JP on the results of the analysis as an early verification and validation activity that guided the evaluation team towards further data/triangulation sources.

The evaluation report has given careful consideration to GEEW and findings and recommendations were included in addition to related opportunities for improvement.

The evaluation team developed the report, engaged in the commenting process, and prepared all necessary material for the learning workshop. The evaluation team also provided briefs for the evaluation in English.

## **ETHICAL CONSIDERATIONS**

The evaluations conformed to the 2020 United Nations Evaluation Group (UNEG) Ethical Guidelines. Accordingly, AWRAD was responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. This included, but was 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. During the evaluation the following ethical issues, related risks, safeguards and measures have been considered:

The ET was responsible for managing any potential ethical risks and issues and have 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.

The ET have not been involved in the design, implementation or monitoring of the Joint Programme nor have any other potential or perceived conflicts of interest. All members of the evaluation team abided by the 2020 UNEG Ethical Guidelines, including the Pledge of Ethical Conduct as well as the WFP technical note on gender.

## **LIMITATIONS AND RISKS**

As shown in the evaluation matrix and discussed in the evaluability section the evaluation was limited in answering few of the evaluation sub-questions based on data availability. These pertain to the achievement of outcome level results and disaggregating some of the data by gender. The evaluation team continued the consultations with COs staff to identify ways to overcome these challenges and at a minimum made best estimates regarding outcomes and used information collected through key informant interviews and focus groups for evidence on achievement and gender specific effects and issues.

The risk of reliability, precision and coverage of secondary quantitative data was mitigated through an in-depth quality assessment of the available data including data verification, and triangulation of data through reviewing multiple resources. The ET relied on secondary sources from MoSD, PCBS and triangulated it with data from World Bank and UN sources.

Mid-term and Longer-term effects of the JP were not apparent or measurable. The evaluation team attempted to trace progress towards longer-term outcomes to make plausible conclusions.

The risk of gaps in data that were not covered through secondary or primary data collection during the evaluation mission, especially around long-term outcomes were mitigated through the provision of flexibility with regards to the timeline and means of data collection which were accounted for; and by applying the evaluation criteria on long-term outcomes without measuring them against baseline figures or targets. This has limited the ET's ability to quantitatively measure result achievement under the effectiveness section. However, the ET confirms that the qualitative methods traced progress towards longer-term outcomes and made plausible conclusions. Regular online meetings between the Evaluation Manager and the ET were held to address potential challenges as they arose.

The reliance on qualitative research methods only was mitigated by developing a scientific criterion and ensuring the systematic collection, organization and interpretation of the material in a textual form. The value of qualitative research for the subject of the evaluation is clearly articulated and stipulated in the report.

## QUALITY ASSURANCE

WFP has developed a Decentralized Evaluation Quality Assurance System (DEQAS) based on the UNEG norms and standards and good practice of the international evaluation community (the Active Learning Network for Accountability and Performance (ALNAP) and the Development Assistance Commission (DAC)). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also included checklists for feedback on quality for each of the evaluation products. DEQAS was systematically applied during this evaluation and relevant documents have been provided to the evaluation team.

The Evaluation Management Group was responsible for quality assurance of all substantive aspects of the evaluation, including the evaluation team selection and first-level quality assurance of the inception report, the draft report, and the final evaluation report. The members of the Evaluation Management Group forwarded deliverables for internal peer review within their respective organizations and consulted with the Management Advisory Group and external advisors periodically throughout the evaluation.

Quality assurance checklists and technical notes from WFP were used with adaptations as needed. The 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 was systematically applied during this evaluation and relevant documents were provided to the ET. This includes checklists for feedback on quality for each of the evaluation products. The relevant checklist was applied at each stage, to ensure the quality of the evaluation process and outputs.

The WFP Decentralized Evaluation Quality Assurance System (DEQAS) is based on the UNEG norms and standards and good practice of the international evaluation community and has ensured that the evaluation process and products conform to best practice. This quality assurance process did not interfere with the views or independence of the evaluation team but ensured that the report provides credible evidence and analysis in a clear and convincing way and draws its conclusions on that basis.

The evaluation management group was 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.

The evaluation manager shared the assessment and recommendations from the quality support service with the team leader, who addressed the recommendations when finalizing the inception and evaluation reports.<sup>70</sup> To ensure transparency and credibility of the process in line with the UNEG norms and standards, a rationale was provided for comments that the team did not take into account when finalizing the report.

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<sup>70</sup> UNEG Norm #7 states "that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability".



## Annex 3. Results Framework

Result / Indicators	Baseline	Expected 2021 target	2021 Result	Reasons for variance from planned target (If any)	Expected final target
Outcome 1: All Palestinians, especially the most vulnerable, have greater access to a unified, integrated, and shock-responsive protection and social protection systems [where this Joint Programme will focus on People with Disabilities (PwD) and Older Persons (OP)] in line with vision for Social Protection Floors in oPt					
Outcome 1.1 indicator: Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims, and the poor and the vulnerable	TBC (of the 5.8%, 255,224 disabled in SoP - 129,590 Male and 115,634 female) where 127,262 are in the West Bank as target area (67,165 M and 60,097 F)	TBCPwD HHs=1,879 PwD=3,489 Females=1857	Below 5%	Fiscal constraints led government to cancel three of four PNCTP payments in 2021, providing one minimum payment only.	Extreme poor=98,978 PwD=47,738 Number of OD=63,478 Female headed HH=48,78
Outcome 1.2 indicator: Proportion of population living below the national poverty line, by sex and age	29.2%	30% <sup>71</sup>	No official reading (before completion of 2022 PECS)	Increased incidence of poverty anticipated because of COVID-19 impacts	Above 30%
Output 1:					
Output 1.1 indicator: A consolidated dataset on PwD is developed	Multiple datasets exist	Preparation for data collection completed	Preparation for data collection completed and data started to be collected in December 2021	Delays in data collection occurred due to movement restrictions imposed due to COVID-19	Full dataset collected and analyzed to map out disability needs in oPT
Output 1.1 indicator: National Comprehensive database of PwD established and integrated with the NCTP and other relevant databases	No database in place	Database built and piloted in one governorate	Database inception report prepared with build to commence in 2022	Due to prioritization of the COVID-19 response, build was delayed until a way forward was agreed for data collection on PwD	Database completed and linked to MoSD efforts at social registry build
Output 1.2:					
Output 1.2 indicator: Integrated policy, and programming framework for OP and PwD is developed	No integrated framework	Integrated programming and financing framework for PwD and OP developed	No integrated framework	Delays outlined in the granted NCE request have postponed work on this output until 2022.	Integrated programming and financing framework for PwD and OP developed

<sup>71</sup> World bank estimation: <https://documents1.worldbank.org/curated/en/844141590600764047/pdf/Economic-Monitoring-Report-to-the-Ad-Hoc-Liaison-Committee.pdf>



Output 1.2 indicator: A progressive legal framework and national action plan for OP and PwD is available	Legal/strategic framework incomplete	Action plan for PwD and OP developed	Feasibility study for OP Strategic Framework (SF) priorities (social pension) developed	Due to public finance crisis, a feasibility study for select OP SF priorities (a social pension) was requested in lieu of Action Plan for entire OP SF.	Action Plans / studies for implementation of SF priorities developed
<b>Output 1.3</b>					
Output 1.3 indicator: Rights-based approach for identification and selection of OP and PwD into non-contributory social protection developed and tested	Concerns with exclusion errors of current targeting model	Alternative selection and identification model piloted	Review of proxy-means test, and multi-dimensional poverty index approach completed; methodology for pilot of disability allowances developed	Due to delays outlined in the granted NCE request, pilot activities were postponed until Q1 of 2022	Alternative selection and identification model piloted
Output 1.3 indicator: Service package for PwD and OP scoped and costed	No service package defined.	Service package for PwD and OP costed	Inception phase for social services exercise completed questionnaires developed	To better integrate with planned MoSD case management system, exercise is reoriented toward identifying priority service supply and quality gaps for needed investments	Priority social service supply and quality gaps identified and required additional investments costed
<b>Output 1.4</b>					
Output 1.4 indicator: Capacity and awareness of citizens and non-state actors to represent and advocate for SP for PwD and OP enhanced	Minimal awareness and capacity among citizens, NGOs on elderly issues; limited awareness/capacity for disability	Enhanced capacity and awareness among citizens, NGOs on elderly and disability issues	Disability sensitizations conducted among GUPWD members, MoSD staff and other line ministries and CSOs through the consultation process to develop an action plan for PwD. TORs for capacity building of target NGOs on elderly affairs	Additional awareness and capacity building activities programmed for 2022 considering granted NCE	Enhanced capacity and awareness among citizens, NGOs on elderly and disability issues

## Annex 4. Theory of Change

The JP rests on the assumption that acceleration on poverty reduction for PwD and OP can be sustainably achieved only: a) through a more inclusive, better integrated, and multidimensional and holistic service delivery response, and b) by tackling supply (duty bearers) and demand (right-holders) constraints at the same time.

The ToC is based on the following assumptions:

Supply side:

1) IF an adequate information, based on the needs and current/expected service provision for Persons with Disability (PwD) and Older Persons (OP, is established to orient policy and programming decisions for these specific target groups; THEN key stakeholders will be able to agree on the priority short-, medium- and long-term actions to take to reform social protection systems and roll out services to meet the needs of these target groups.

- Informed by a more coherence policy, programming and financing framework, authorities in oPt continue to put policy priority on the extension of social protection and services to PwD and OPT

- An improved and rights-based identification and registration mechanisms, and a clearer definition of service packages for PwD and OPT allows for enhanced access and more effective service delivery, building on the case management system supported by the World Bank and EU

2) IF hard and soft barriers to access social protection are removed for PwD and OP, both at design and implementation stages; THEN these particularly marginalized groups will have increased access and subsequently increase their uptake of services and thus reduce their vulnerability.

3) IF rights-based systems and capacities are established to roll out legislation and policies to deliver integrated service delivery for PwD and OP; THEN services will be better aligned to the needs of PwD and OP who will fulfill more of their basic needs.

- Improved capacity and tools for organizations representing PwD and OPT increase their ability to participate in policy debates on social protection expansion and advocate for improvement in service delivery standards (for 2 and 3)

4) IF systems for PwD are piloted in Hebron and lessons and best practices are captured (including through expanded feedback/grievance redress mechanisms) and utilized to ensure that effective systems can be put in place; THEN national and international stakeholders will have the basis to adapt policies, plans and service packages to take them to scale nationally, with the evidence base for key donors to contribute.

- Improved service availability and delivery for PwD and OPT.

Demand side:

5) IF PwD and OP have a better understanding and awareness of their rights, availability of services, and capacity to raise their voice; THEN they will access services through social protection exemptions and subsidies and demand the better coverage and quality of services.

- Improved service access for PwD and OPT.

Enabling Environment:

6) IF the legislative reforms, policies, plans and systems for PwD and OP rolled out under this project are proven effective; THEN there is sufficient domestic political will and donor interest to take this programming to scale and make it sustainable including through major development partners including the EU and the World Bank.

- Evidence based social protection reform scenarios and investment case based on the SPF mobilize support from Government and development partners for expanding. /Streamlining of social protection expenditure for PwD OPT while enhancing cost effectiveness

If all the above happens at the same time, THEN PwD and OP will access more adequate and cost-effective SP, complemented with other key social services, which IN TURN will make a significant contribution to improvements in their socioeconomic wellbeing. This multi-lever approach requires capacity to synchronize efforts across multiple areas and actors which cannot be attained at national level from the outset.

Therefore, the JP will support piloting the integration of all demand and supply levers in a specific location, where the full ToC can be tested at small scale. The JP will support government in gathering lessons on the multiplier effects resulting from the adoption of this multi-actor and multi-level dimensional approach, including through

a comprehensive cost benefit analysis and comparison with “normal” operating modalities. This evidence will be used to guide discussion on nation-wide scale-up of the whole approach, or specific elements of the ToC.

This ToC is based on joint reflection with government on the work that development and humanitarian actors have been undertaking in the SoP in the past years. It is based on the assumption that the GoP continues to consider reforming SP a top priority and that international partners (World Bank and EU primarily) continue to support SP administrative capacity, systems and programmes, on which the acceleration strategy of this JP will be anchored.

Recognizing the difficulty of tackling all dimensions at once, a distinctive feature of the JP is that policy, as well as the underpinning systems and tools required to enable delivery, will be fast-tracked from development to implementation in Hebron governorate to generate lessons for replication and nationwide scale-up of the approach by all actors involved in SP (Including UN agencies, the World Bank, EU, NGOs). The focus area is particularly representative of extreme situations in Palestine with respect to the hardest to reach. As such, piloting over there, will provide good practices (guidelines and capacities for case management) to ensure that through a SPF system, beneficiaries can be addressed in challenging and hard to reach areas (by the Government).

The JP will support government in gathering lessons on the multiplier effects resulting from the adoption of this multi-actor and multi-level dimensional approach.

### Table ToC

Vision		SDG 1: End poverty in all its forms			
Long-term goal (UNDAF Strategic Priority 4.2)	All Palestinians, especially the most vulnerable, have greater access to a unified, integrated, and shock-responsive protection and social protection systems [where this Joint Programme will focus on Persons with Disabilities (PwD) and Older Persons (OP)] in line with vision for Social Protection Floors in oPt				
Medium-term changes (outputs)	1. Improved data and evidence is available to inform policymaking and programming	2. A comprehensive Social Protection policy, legal, programming and financing framework is developed to enhance response to multidimensional needs of PwD and OP in line with vision for Social Protection Floors in oPt (supply side change)	3. Increased access to Social Protection through on a more adequate information basis and rights-based systems (facilitated by enhanced supply)	4. Increased awareness of Social Protection rights and participation in Social Protection systems implementation amongst PwD OP, and the administration (Demand-side change)	
Shorter-term Changes	-A consolidated national dataset structure on PwD is developed -Disability assessment tool developed and piloted in one governorate -A database on PwD is developed for a nationwide dataset	-Vision, roadmap, and financing framework Social Protection reforms based on the social protection Floors in oPt, developed. -Integrated policy & programme framework for OP and PwD developed. -Costed Action Plan for PwD and OP developed -Legal Framework for PwD developed	-Service delivery package for PwD and OP scoped and costed. -Disability Card piloted -Inclusive selection and identification model for social assistance for PwD and OP developed and piloted -MoSD (national and subnational in targeted areas) and Higher Council are capacitated to support the operationalization of Law	entitlements and procedures, with a focus on PwD and OP - Grievance and Redress Mechanism strengthened in support of PwD and OP	
Strategies	Data and evidence generation to inform policy and programming	Policy/ Legal/ Programming / Financing Framework	Systems and capacity development (capacity for the supply/ service provision side)	Demand generation/ capacity development of stakeholders, CSOs and Population	

Catalyzing Approach	Use of a more inclusive better integrated and multidimensional and holistic service delivery response, that looks both at service demand (from right-holders) and supply (by duty-bearers). (Joint SDG Fund: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale)
Evidence-based assumptions	Under-reporting currently on number of PwD due to stigma; behavior change efforts aim to contribute to reducing stigma Current system is not responsive to the individual needs of PwD and OP and needs to be supplemented by services specific to the needs of PwD (based on a new assessment method that goes beyond medical classifications) and OP. The system will have to move from looking at purely household level, to looking at both the needs of individuals and the household (mixed targeting approach). The assumption is that if a more conducive legislative framework is put in place to enable addressing the specific needs of PwD and OP (Supply side), and the specific populations are surveyed to better understand their needs (demand-side), and then specific services with a strong monitoring and grievance redress mechanism are put in place and PwD and OP are made more aware of their entitlements, then PwD and OP will be better able to access and utilize appropriate services for their needs.
Problem	In the State of Palestine (SoP) almost one third of the population (29.2%) lives below the national poverty line and is food insecure (32.5%). Economic stagnation, external and internal conflicts related to the occupation, and a decline in external donor support risk leading to a spiraling increase in social and economic vulnerability. There are particular concerns regarding the exclusion of PwD and OP - amongst the most socially excluded groups and particularly vulnerable to the deteriorating social and economic landscape – from existing social assistance mechanisms and the lack of a holistic care support system.

## Annex 5: Evaluability Assessment

The results framework of the JP is coherent, aligned, and linked with theory of change. The results framework and the theory of change were extracted from the 2021 Programme Document. The programme has a clear theory of change and logic model that addressed the problem identified. The evaluation team notes that the results framework combines a set of short- and medium- term outputs with long-term outcomes. The theory of change illustrated in Annex 13 clearly shows how the theory of change addresses the problem and draws the basis for the short, medium, and long-term results stipulated in the results framework. Outputs, outcomes and the strategic goal of the project follow the chain logic presented in the Theory of Change.

The results framework of the programme is coherently articulated and aligned to country context and national priorities. The results framework is aligned with The Updated Social Development Sector Strategy 2021-2023 of the Palestinian Authority which prioritizes shock responsive social protection. It is also aligned with The UNDAF 2018-2022 Development Assistance Framework. The results are aligned with the national SDG framework and informed by the SoP's VNR 2018 analysis, namely SDG1, SDG 2, SDG5, and SDG10. It is aligned to the strategic plans of WFP, UNICEF, and ILO. It is also aligned with the SDG Fund Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale.

Intended beneficiaries are clearly identified and are divided by the theory of change to supply side beneficiaries (duty bearers) and demand side beneficiaries (right bearers). The results frameworks stipulate clear and realistic measures for both groups.

At the output level the results are clear, realistic, and measurable. At the outcome level the results are clear and measurable in the long term as identified in the Programme Document. This evaluation is conducted immediately after the completion of activities and therefore measuring long-term outcomes may be limited. This limitation is further discussed in the Limitations and Risks sub-section and addressed in the Methodology Section below.

Assumptions are clearly specified; risks and mitigation strategies have been specified. Assumptions around the roles of partners and the government have been made explicit.

The adequacy and validity of the indicators for verifying results have been confirmed however data limitations do exist and the JP and its government partners may not be able to provide all the data requested, especially that some of the data are only collected every few years, especially around outcome level indicators of national poverty and coverage.

Baseline and targets are set for outputs and most outcomes. Outputs baseline and targets are realistic and measurable. Outcome level indicators are set but were not confirmed to this stage. The ET confirms that these can't be measured against the un-confirmed baseline and targets set in the programme document but can be evaluated under the stipulated evaluation criteria of (relevance/appropriateness, effectiveness, efficiency, sustainability, and coherence). The evaluation team will measure progress towards those targets qualitatively to minimize potential limitations of effectiveness indicator 1. The ET confirms that plausible conclusions can be made given data limitations and methodological limitations. More on this is presented in the Methodology and Approach Section and in the Limitations and Risks sub section.

Resources are aligned with results and resources are set aside to achieve intended results. The evaluation is highly demanded especially that the JP comes at a time of great interest and work in reforming the SP system by national and international stakeholders. The demands are realistic as this evaluation will be used as another learning tool on social protection reform in the state of Palestine and as base for the three agencies and other un agencies and stakeholders such as the World Bank and the EU to contribute and support the on-going reform process. The evaluation and the programme are perceived as part of the larger effort to reform social protection and makes it more responsive to current needs/demands and of higher relevance, value and importance.

This is especially true given the Covid-19 context, onset of the Gaza conflict, cancellation of national elections, and the ongoing efforts by MoSD, the World Bank, and the EU to build a unified data base for case management, monitoring and evaluation as well as the current effort by MoSD, PCBS, and other international organizations to move away from a financial definition of vulnerability to a more inclusive one around multi-dimensional poverty<sup>72</sup>. The fact that the JP programme came at this time and is considered part of the larger effort to reform social protection and make it more responsive and of higher relevance, value and importance. However, it may limit the ability of the JP to fully realize its strategic and longer-term outcomes in due time.

## Annex 6: Stakeholder Analysis

Stakeholder	Interest	Involvement in Evaluation and Likely Use	Who (for the Evaluation)
<b>Internal Stakeholders</b>			
<b>Joint SDG Fund</b>	This evaluation has been commissioned in line with the Joint SDG Fund requirements. The Joint SDG Fund Secretariat have an interest in both the	The Joint SDF Fund will be consulted during the data collection phase. Donors have an interest in knowing whether their funds have been	<ul style="list-style-type: none"> <li>Programme Officer</li> </ul>

<sup>72</sup> The context section details these factors and their manifestations and influence on the JP and its results.

	<p>accountability and learning sides of this evaluation which will provide them with evidence on the performance and results of the JP, on possible enablers and constraints, lessons learnt, good practices and concrete recommendations which may have potential implications in view of a possible second phase of the programme, and the extent to which the Fund served as a catalyst for policy enabling and future scale-up of support to social protection. The evaluation will also inform donors on whether their funds have been spent effectively and efficiently.</p>	<p>spent efficiently if the JP's work has been effective and has contributed to their own outcomes.</p>	
<p><b>Agencies Palestine Country Offices (WFP, UNICEF, ILO)</b></p>	<p>Responsible for the planning and implementation of the JP at country level. The three agencies have an interest in both the accountability and learning sides of this evaluation, which will provide them with evidence on the performance and results of the joint programme, lessons learnt, good practices and recommendations.</p>	<p>The country offices will be involved in using evaluation findings for programme implementation and/or in deciding on the next programme and partnerships.</p>	<ul style="list-style-type: none"> <li>• Country Director/s</li> <li>• VAM Officer/s</li> <li>• Program Coordinator/s</li> <li>• Others TBD</li> </ul>
<p><b>Regional bureaus (WFP, UNICEF, ILO)</b></p>	<p>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.</p>	<p>The regional bureaus will use evaluation findings and recommendations to provide strategic guidance and programme support for a future phase of the JP as well as to replicate its approach to other countries within the region. The regional evaluation officers support country office/regional bureau management to ensure quality, credible and useful decentralized evaluations.</p>	<ul style="list-style-type: none"> <li>• Deputy Regional Director(s)</li> <li>• Programme Officer(s)</li> <li>• Regional Evaluation Officer(s)</li> <li>• Social Protection Officer(s)</li> </ul>
<p><b>Agencies Headquarters (WFP, UNICEF, ILO)</b></p>	<p>Responsible for issuing and overseeing the rollout of normative guidance on corporate programme themes,</p>	<p>Relevant headquarters units should be consulted from the planning phase to ensure that key policy,</p>	<ul style="list-style-type: none"> <li>• Global Coordinator/Advisor, Social Protection</li> </ul>

<b>ILO)</b>	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.	strategic and programmatic considerations are understood from the onset of the evaluation. They may use the evaluation for wider organizational learning and accountability.	
<b>Offices of Evaluation (WFP, UNICEF, ILO)</b>	Responsible for giving strategic direction to the joint. evaluation and ensuring the evaluation is conducted according to the ToR and in compliance with the UNEG Norms and Standards. Although the WFP quality assurance mechanism will be applied to this joint evaluation, all agencies' offices of evaluation have a stake in ensuring the evaluation quality and will be engaged in an advisory capacity throughout the evaluation process.	The offices of evaluation may use the evaluation findings, as appropriate, to feed into centralized evaluations, evaluation syntheses or other learning products.	<ul style="list-style-type: none"> <li>• Not applicable</li> </ul>
<b>Governing Bodies (WFP, UNICEF, ILO)</b>	Upper decision-making bodies responsible for providing intergovernmental support, leadership, direction, and supervision to the respective UN Agency. Strong partnerships and effective collaboration among UN agencies have been on the agenda of the Governing Bodies in the context of the UN Reform.	The Evaluation will provide them with evidence on the enablers and constraints of UN collaboration within the JP, lessons learnt, good practices and recommendations to inform decision making on future strategic direction towards enhancing collaboration in the frame of the UN Reform and the 2030 Agenda.	<ul style="list-style-type: none"> <li>• Not applicable</li> </ul>
<b>External Stakeholders</b>			
<b>Beneficiaries</b> [Persons with Disabilities and Older Persons]	As the ultimate recipients of this JP, beneficiaries have a stake in determining whether the programme is appropriate and effective. The main beneficiary group targeted are female PwD and OP.	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.	<ul style="list-style-type: none"> <li>• Beneficiaries mainly women and including some men who are randomly selected in Yatta/Hebron.</li> </ul>
<b>Government</b> [Palestinian]	The Ministry of Social Development is a	Their views on effective engagement /collaboration	<ul style="list-style-type: none"> <li>• Ministry of Social Development</li> <li>• Palestinian Central Bureau of Statistics</li> </ul>

Authority's Ministry of Social Development]	key partner and direct beneficiary of the programme. The Government has an interest in learning how the JP performed and delivered results in the country, and whether the programme was aligned with its priorities, policies, and plans.	between agencies and government (different levels), as well as their opinions on what worked well or not so well throughout implementation will be key for this evaluation. The Ministry will also be interested in learning from the findings in terms of informing their own efforts and assistance to PwD and OP. They will also be interested to learn to scoop the prospect of scaling the pilot.	<ul style="list-style-type: none"> <li>Ministry of Labor</li> </ul>
<b>UN Resident Coordinator / UN Country Team (UNCT)</b>	Responsible for a better coordination and more coherent use of UN capacities towards delivering support to countries. Responsible for the United Nations Sustainable Development Cooperation Framework (UNSDCF) as the most important instrument for planning and implementation of the UN development activities at country level.	The UNCT has an interest in ensuring that the programme is effective in contributing to the United Nations concerted efforts and an interest in learning from the JP experience and results at a country level.	<ul style="list-style-type: none"> <li>Resident Coordinator</li> </ul>
<b>Key actors involved in social protection</b>	The European Union and World Bank support key aspects of the social protection system in the country, including through policy and programmatic support and support to underlying delivery mechanisms (e.g., management information systems).	With aspects of this JP linking to these activities supported by the EU and WB, earnings from this evaluation could inform considerations for such stakeholders.	<ul style="list-style-type: none"> <li>EU</li> <li>World Bank</li> <li>OXFAM</li> </ul>
<b>Non-governmental Organizations (NGOs)</b>	For the implementation of the programme, JP partnered/benefited the GUPWD who also support a wider range of activities in country.	The results of the evaluation will be of interest to JP partners and other NGO's as primary stakeholders in the sector.	<ul style="list-style-type: none"> <li>GUPWD</li> </ul>

## PROFILES OF KEY STAKEHOLDERS:

197. The Ministry of Social Development (MoSD) is the governmental body tasked with overseeing the social development sector in Palestine. The role of MoSD is focused on i) developing social protection policies, ii) managing non-contributory assistance programmes to the poor and vulnerable such as the Palestinian National



Cash Transfer Programme (PNCTP); iii) the Ministry also works towards achieving human development across different segments of society through a range of services and programmes targeted at marginalized groups such as children, people with disability, women, and the elderly.<sup>73</sup>

198. The Palestinian Central Bureau of Statistics (PCBS) is the key stakeholder responsible for providing statistical instrument to diagnose, guide, and evaluate progress made by Palestinian governmental bodies.<sup>74</sup> This includes establishing and tracking national poverty rates, measuring multi-dimensional poverty, and mapping poverty.<sup>75 76 77</sup> PCBS is also tasked with collecting and exchanging official statistics in accordance with international standards that guarantee Palestinian membership in international organizations.<sup>78</sup> Including those statistics concerned with the Sustainable Development Goals (SDGs). Most relevantly, with support from the World Bank and the European Union PCBS conducts the Palestinian Expenditure and Consumption Survey (PECS).<sup>79</sup> Beyond poverty, with support from MoSD and UNICEF PCBS has collected essential data on Persons with Disability including the Disabled Individual Census in 2012 as well as other national statistical reports on Disabled Persons using the 2017 census.<sup>80</sup>

199. The World Bank (WB) provides financial assistance to MoSD's NCTP and supports MoSD's SP reforms. In 2017, the World Bank approved the Social Protection Enhancement Project which aims to support implementation of the Social Development Sector Strategy. The overall budget of \$15 million US dollars has four components – cash transfer program support (\$9m), social registry (\$1.4m), case management (\$3.6m), and program management and monitoring (\$1m). The JP consulted with the World Bank with the aim of contributing to a comprehensive and coordinated efforts to support MoSD and to in support of building a holistic and shock responsive shock responsive social protection system.<sup>81</sup>

200. The European Union (EU) supports MoSD and PNCTP through direct financial assistance. The EU's contribution cover about half of the CTP payments made every year. The EU's contribution to CTP payments reached 50 percent in 2018 and 53 percent in 2019. The European Joint Strategy in Support of Palestine 2017-2020 states that “enhancing the social protection framework remains an important investment for the EU.” It aims to achieve results that can complement the JP such as coverage of case management system be increased and online social services unified portal being in place. Along with WB, EU has been identified as key stakeholder by JP programme documents.

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<sup>73</sup> <https://www.mosd.gov.ps/about/1/ar>

<sup>74</sup> [https://www.pcbs.gov.ps/site/lang\\_en/538/default.aspx](https://www.pcbs.gov.ps/site/lang_en/538/default.aspx)

<sup>75</sup> [https://www.pcbs.gov.ps/Downloads/book2368.pdf?date=7\\_5\\_2018](https://www.pcbs.gov.ps/Downloads/book2368.pdf?date=7_5_2018)

<sup>76</sup> <https://www.pcbs.gov.ps/Downloads/book2524.pdf>

<sup>77</sup> <https://www.pcbs.gov.ps/Portals/Rainbow/documents/poverty-atlas-technical-report2.pdf>

<sup>78</sup> [https://www.pcbs.gov.ps/site/lang\\_en/538/default.aspx](https://www.pcbs.gov.ps/site/lang_en/538/default.aspx)

<sup>79</sup> <https://www.pcbs.gov.ps/PCBS-Metadata-en-v4.3/index.php/catalog/685/study-description>

<sup>80</sup> <https://www.pcbs.gov.ps/Downloads/book1812.pdf>

201. Palestinian General Union of People with Disability (GUPWD): is the main syndicate and a grassroots organization that advocates for the human rights of disabled Palestinians and endeavours to empower them. It was established in 1991 and has over 35,000 members. GUPWD has local syndicates in each one of the sixteen Palestinian governorates. The main objectives of the GUPWD are to empower disabled people; ensure the effective implementation of the Disability Law; and change societal attitudes towards disabled people and raise awareness of their rights. The GUPWD is an organization that is run by a group of committed volunteers.<sup>82</sup> The GUPWD was a direct beneficiary of multiple activities conducted under output 4 of the programme framework.

## Annex 7. Evaluation Matrix

Criteria	Evaluation questions	Ser	Sub-questions	Indicator /Measure of Progress	Data Source	Data Collection Methods	Data Analysis Methods / Triangulation	Data Limitations and proposed changes
Effectiveness	To what extent were the results of JP achieved/ are likely to be achieved (including any differential results across groups).	1.1		Planned vs actual activities. Planned vs actual outputs. Planned vs actual outcomes. Beneficiary perceptions of results. Stakeholder perceptions of results.	Joint Programme Document. Progress Reports. Key informants. Pilot beneficiaries.	Document and records review. Focus Groups. Key informant Interviews.	Narrative analysis of secondary data. Analysis of primary data sources.	Quantitative data on outcomes and objectives is limited. Moreover, outcomes and objectives are longer term effects that may not yet be measurable except through later studies.
	What are the major factors influencing the achievement or non-achievement of the outcomes/objectives	1.2		Economic factors Socio-political factors Internal process factors	External contextual reports on country, VAM data. Progress	Document and records review Key informant interviews	Narrative analysis of secondary data	

<sup>82</sup> Evidence

	of the joint programme?			Internal capacity factors Management and leadership factors Partnership factors External process factors External capacity factors namely for the main partners; MoSD and GUPWD	and activity reports Meeting minutes and reports Key informants		Analysis of primary data sources	
	Were there unintended (positive or negative) outcomes of assistance for participants?	1.3		Changes in social policy Changes in shock responsiveness Positive/negative stakeholder perceptions of outcomes	Policy documents and publications on changes in shock responsiveness Key informants Pilot beneficiaries	Document and records review Key informant interviews Focus Groups	Narrative analysis of secondary data Analysis of primary data sources	Attribution may be difficult, to attribute positive or negative changes especially without controlling for the context.
	How well do the JP activities contribute to nationally owned strategies and solutions?	1.4		Positive/negative stakeholder perspectives on the contribution of the activities Reported and documented evidence of joint assessment and analysis with Government and other national actors	Government of Palestine and MoSD documents, strategies, vulnerability assessments and programme documents. Key informants.	Document and records review Key informant interviews	Narrative analysis of secondary data Analysis of primary data sources	

Efficiency	To what extent has the joint programme intervention delivered results in cost-efficient way?	2.1		Ratio of overheads and delivery to direct cost by activity Change in costs to deliver activities over time	Cost reports Key informants	Document and records review Key informant interviews	Quantitative analysis and narrative analysis of secondary data Analysis of primary data sources	
	Are the JP activities implemented in a timely way (taking accounts of any changes in circumstances)?	2.2		% Of planned activities delivered on time # Of change/exceptions /anomalies identified and % resolved over time Time taken to resolve identified anomalies/exceptions over time	Progress reports Key informants Meeting minutes and reports	Document and records review Key informant interviews	Narrative analysis of secondary data Analysis of primary data sources	
	To what extent the Monitoring and Evaluation system was appropriate and included gender disaggregated data?	2.3		Evidence of gender disaggregated data in monitoring documents reports and data	Monitoring and progress reports	Document and records review	Narrative analysis of secondary data	

Relevance and appropriateness	Is the intervention in line with the needs and priorities of the most vulnerable groups (PwD and OP, cutting across men and women, boys, and girls)?	3.1	To what extent have PwD and Op, in particular children and women with disabilities, or organizations representing these persons, been consulted during the design of the JP?	Reported and documented evidence of planning and consultation with organizations representing PwD and OP Stakeholder perspective on degree of engagement and coordination # Of consultations with affected populations about programme design including PwD and OP	Programme reports and meeting minutes. Key informants Programme beneficiaries	Document and records review Key informant interviews Focus Groups	Narrative analysis of secondary data Analysis of primary data sources	
			To what extent did the programme target the needs of persons with disabilities and the elderly?	Soundness of vulnerability assessment analysis Frequency and accuracy of targeting and programme adjustments Coverage of HH dynamics in analysis and programme adjustments Quality and use of formal and ad-hoc mechanisms to identify and respond to protection needs. Evidence of ongoing assessment of protection risks and identification of particularly vulnerable groups	Strategic and programme documents Key informants Programme beneficiaries	Document and records review Key informant interviews Focus Groups	Narrative analysis of secondary data Analysis of primary data sources	

			<p>To what extent did the programme contribute to creating a more enabling environment for support to be provided to persons with disabilities and the elderly?</p>	<p>Increased power of PwD and OP in demanding their rights</p> <p>Contribution to social protection strategies, policies, and legal frameworks</p> <p>Evidence of supply side and demand side support is provided to PwD and OP</p> <p>Ability of interventions to create a supportive environment for PwD and OP especially among females.</p> <p>Stakeholder perceptions of levels of support for PwD and OP.</p> <p>Perceptions of awareness campaigns content.</p>	<p>Strategic and programme documents, policies, studies.</p> <p>Key informants.</p> <p>Programme beneficiaries.</p>	<p>Document and records review.</p> <p>Key informant interviews.</p> <p>Focus Groups</p>	<p>Narrative analysis of secondary data.</p> <p>Analysis of primary data sources.</p>	
		3.2	<p>To what extent is the design of JP based on a sound gender analysis?</p>	<p>Coverage of gender dynamics in analysis and programme adjustments.</p> <p>Vulnerability indicators are gender disaggregated.</p> <p>Documented evidence of engagement of women.</p>	<p>Programme documents, VAM analysis.</p> <p>Key informants.</p>	<p>Document and records review.</p> <p>Key informant interviews</p>	<p>Narrative analysis of secondary data.</p> <p>Analysis of primary data sources.</p>	

			<p>To what extent is the design and implementation of the intervention Gender Equality and Women Empowerment (GEWE) sensitive?</p>	<p>Coverage of gender dynamics in analysis and programme adjustments</p> <p>Evidence of GEWE considerations at the design and implementation phase</p> <p>Increased awareness of power and rights of women with disabilities and older women</p> <p>Documented evidence of gender norms</p>	<p>Programme documents, VAM analysis, GEWE analysis, Progress Reports</p> <p>Key informants</p>	<p>Document and records review</p> <p>Key informant interviews</p>	<p>Narrative analysis of secondary data</p> <p>Analysis of primary data sources</p>	
			<p>Are protection needs met for project beneficiaries?</p>	<p>Degree to which the JP meet beneficiary/stakeholder needs on the demand and supply side.</p>	<p>Strategic and programme documents, policies, studies, progress reports</p> <p>Key informants</p> <p>Programme beneficiaries</p>	<p>Document and records review</p> <p>Key informant interviews</p> <p>Focus Groups</p>	<p>Narrative analysis of secondary data</p> <p>Analysis of primary sources</p>	<p>The sub question is sweeping and general. The evaluation will focus on issues identified and addressed by the JP.</p>
	Was the design of the intervention relevant to the wider context?	3.3	<p>Is the intervention design and objectives aligned with the needs of the government?</p>	<p>Positive/negative stakeholder perceptions on alignment</p> <p>Degree of alignment of documented objectives and approaches</p> <p>Documented evidence of joint assessment and analysis with</p>	<p>Government of Palestine and MoSD documents, strategies, vulnerability assessments and</p>	<p>Document and records review</p> <p>Key informant interviews</p>	<p>Narrative analysis of secondary data</p>	

				government and other national actors	programme documents Key informants		Analysis of primary data sources	
			Is the intervention aligned with ILO, UNICEF, WFP, and partners' strategies?	Positive/negative stakeholder perceptions on alignment Degree of alignment of documented objectives and approaches Documented evidence of joint assessment and analysis internally within the agencies and between the agencies Degree to which the three agencies have been able to build on the foundation established by the JP to ensure an improved social protection system/environment	Programme documents, Country Strategic Plans Key informants	Document and records review Key informant interviews	Narrative analysis of secondary data Analysis of primary data sources	
Sustainability	To what extent are the net benefits of the intervention likely to continue after the completion of the JP?	4.1		# Of instances where JP outputs have been adopted by national and international stakeholders Reported evidence on enhancements in supply side. Reported evidence on enhancements in demand side.	Strategic and programme documents, policies, studies, progress reports Key informants	Document and records review Key informant interviews Focus Groups	Narrative analysis of secondary data Analysis of primary data sources	



				<p># Of examples of knowledge sharing and products created to build awareness among other actors and parts of UNCT/UN system</p> <p># Of times knowledge sharing products from the JP have been featured in broader research on social protection and social protection floors</p> <p>Changes in stakeholders' perceptions</p>	Programme beneficiaries			
	To what extent the beneficiary organizations assisting PwDs, OPs and women, were strengthened to continue the support after the end of the programme?			Reported evidence on enhancements in supply side organizations' ability to continue support after the end of the programme	Key informants	Key informant interviews	Analysis of primary data sources	
Coherence	To what extent has the JP contributed to UN reforms? (Including greater UNCT joint working and coherence)?	5.1	What is the added value of the collaboration between the three organizations on the achievement of the JP results?	Documented evidence of engagement and coordination Synergies and interlinkages between the JP and other interventions carried out by UNCT.	Meeting minutes, Programme documents, Country Strategic Plans	Document and records review Key informant interviews	Narrative analysis of secondary data	

			<p>Consistency of the JP with the relevant norms, goals, and standards to which the UNCT adhere and aim</p> <p>Complementarity and harmonization and co-ordination within UNCT</p> <p>Evidence of value added or duplication of effort</p> <p>Degree of alignment with UNCT goals</p> <p>Evidence of lessons learned, and knowledge developed on joint working and coherence</p>	Key informants		Analysis of primary data sources	
To what extent has the JP contributed to SDG acceleration (including prevention of loss of development gains in the context of a more challenging contextual environment)?	5.2		<p>Noticeable changes to SDG indicators for different population groups disaggregated by gender.</p> <p>Stakeholder perceptions of the contribution of the JP to the SDGs</p> <p>Reported effect of the JP on SDGs including on gender</p>	<p>Secondary Quantitative data on SDGs/indicators targeted by the JP.</p> <p>Key informants</p>	UNSTATS, PCBS, World Bank, MoSD	<p>Quantitative and narrative analysis of secondary data</p> <p>Analysis of primary data sources</p>	Attribution of prevention of loss of development gains may be difficult.

	To what extent has the JP contributed to improving the situation of PwD, OP, including women?	5.3		Internal stakeholder perceptions of the value of the collaboration External stakeholder perceptions of the value of the collaboration Degree to which each organization have been able to contribute to the programme	Meeting minuets, Programme documents Key informants	Document and records review Key informant interviews	Narrative analysis of secondary data Analysis of primary data sources	
	How would you describe external collaboration?	5.4	How would you describe the exchange of information? (Limited, good, very good, excellent) How would you describe the collaboration? (Limited, good, very good, excellent) To what extent the collaboration among stakeholders involved in assisting PwDs, OPs and women has been strengthened?	Internal stakeholder perceptions of external coherence External stakeholder perceptions of external coherence	Meeting minuets, Programme documents Key informants	Document and records review Key informant interviews	Narrative analysis of secondary data Analysis of primary data sources	
	How would you describe the collaboration between	5.5	How would you describe the exchange of information?	Internal stakeholder perceptions of external coherence	Meeting minuets, Programme documents	Document and records review	Narrative analysis of secondary data	

	<p>the JP and external stakeholders?</p> <p>1-MoSD</p> <p>2-International Stakeholders such as the EU and the World Bank</p> <p>3-National NGO's</p>		<p>(Limited, good, very good, excellent)</p> <p>How would you describe the collaboration?</p> <p>(Limited, good, very good, excellent)</p> <p>To what extent the collaboration among stakeholders involved in assisting PwDs, OPs and women has been strengthened?</p>	<p>External stakeholder perceptions of external coherence</p>	<p>Key informants</p>	<p>Key informant interviews</p>	<p>Analysis of primary data sources</p>	
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## Annex 8. List of People Interviewed

#	Name	Org.	Position
1	Nenad Rava	Joint SDG Fund – Secretariate	Head of Programmes
2	Dinksew Taye	Resident Coordinator Office	Deputy Head of RCO
3	Chamith Fenando	Resident Coordinator Office	Economist
4	Salah Lahham	WFP	VAM officer
5	Chantal Sirisena	WFP	Social Protection Officer
6	Rasha El Shurafa	ILO	Programme Analyst
7	Momin Badarna	ILO	Social Protection Coordinator
8	Charis REID	ILO	Social Protection Officer
9	Yaser Shalabi	UNICEF	Social Policy Specialist
10	Iain Murray	UNICEF	Chief Social Policy, Planning, Monitoring, and Evaluation
11	Omar Abu A'ram	Yatta Municipality Social Center	Director
12	Asem Khamis	MoSD	Deputy Minister
13	Ajaj Ajaj	MoSD	Director, Disability Administration
14	Abbas Yaser Thiab	MoSD	Director, Disability Card Unit
15	Ghanem Omar	MoSD	Director, Older People Administration
16	Manal Tawfeeq	MoSD	Director of Planning and Development
17	Bushra Sbeahat	MoSD	Systems Developer
18	Samira Hillis	World Bank	Programme Leader
19	Vanessa Moreira da Silva	World Bank	Statistician
20	Majdi Merai	Palestinian General Union of People with Disability	General Secretary
21	Jamal Hasan	Alpha (Implementing Partner)	Director
22	Alex Mojsovski	European Union	Programme Team Leader

# Annex 9. List of Focus Group Discussions

Name of FGD	#	Region	Source	Date	Participants
Female-Headed Households Female Heads or Female beneficiaries	2	Yatta	Pilot Beneficiary	17.9.2022	13
Male Headed Households Male Heads or Male beneficiaries	2	Yatta	Pilot Beneficiary	17.9.2022	11

# Annex 10. Key Informant Guides

## Key informant interview guide

(Tailor versions for each interview)

### Note for evaluators - remember to:

- Focus on collecting data per the guide below and not offer your own opinions.
- Ensure confidentiality by not attributing information gathered in another interview.
- Don't make promises such as including more people on the interview list or sending any documents - thank them for suggestions and refer them to the Team Leader.

Keep in mind the primary objectives for the evaluation:

- Assess the relevance, efficiency, effectiveness, sustainability, and coherence of the Joint Programme.
- Produce evidence and analysis regarding whether the JP has been successfully implemented and lessons to help inform future programming on social protection floors.

### Introduction:

- Thank you for agreeing to participate in the interview.
- The WFP Palestine Country Office commissioned this evaluation to provide a comprehensive assessment of the Joint Programme between WFP/UNICEF and ILO. We're looking at the programme since its inception in November 2019 until its conclusion in August of 2022.
- AWRAD, a specialist evaluation firm that works primarily in the development sectors, is carrying out the evaluation. It's due to be completed by January 2023.
- The interview will last around one hour (adapt length as needed for participant's schedule).
- Information provided in this interview is strictly confidential and will be consolidated to an integrated overall report. No personal quotes or reflections will be linked to interviewees, so we are asking all participants to be frank and open in answering.
- When answering the questions, please be ready to support your views and opinions with examples of the point you are making, where possible.
- Do you have any questions for us before we begin?

Evaluation questions	Ser	Sub-questions	Indicator /Measure of Progress		
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<p>To what extent were the results of JP achieved/ are likely to be achieved (including any differential results across groups.</p>	<p>1.1</p>		<p>Planned vs actual activities.  Planned vs actual outputs.  Planned vs actual outcomes.  Beneficiary precipitations of results  Stakeholder perceptions of results</p>	<p>What intended results did the JP achieve or not achieve?</p>	<p>What are the main results that the JP has achieved?  What results hasn't the JP achieved?  What are the reasons why the JP has/hasn't achieved its intended results?</p>
<p>What are the major factors influencing the achievement or non-achievement of the outcomes/objectives of the joint programme?</p>	<p>1.2</p>		<p>Economic factors  Socio-political factors  Internal process factors  Internal capacity factors  Management and leadership factors  Partnership factors  External process factors  External capacity factors namely for the main partners; MoSD and GUPWD</p>	<p>What are the internal and external factors affecting the results?</p>	<p>What are the main economic factors affecting the results of the JP?  In what way do internal PUNOs processes either enable or hinder the JP from achieving its intended results?  How could internal processes be improved to better support the JP?  What are some of the lessons learned internally and among the staff of the three agencies that would be prioritized or adopted in a future round of implementation?  In what way does internal capacity (staff numbers, skills, turnover, etc.) within the PUNOs affect the JP, either positively or negatively?  What kind of additional/improved capacity would help the JP to achieve its intended results?  How do you evaluate the role of the hired project coordinator in accelerating roll out and implementation?  How does management and leadership within the three agencies affect the results of the JP, either positively or negatively?</p>



					<p>What differences to JP management and leadership would help the JP in achieving its intended results?</p> <p>Which partnerships positively affected the results of the JP? Which partnerships negatively affected the results of the JP?</p> <p>How did partnerships affect the results of the JP?</p> <p>What could be done to strengthen existing partnership or create new partnerships to help the JP achieve its intended results?</p>
Were there unintended (positive or negative) outcomes of assistance for participants?	1.3		<p>Changes in social policy</p> <p>Changes in shock responsiveness</p> <p>Positive/negative stakeholder perceptions of outcomes</p>		<p>Are there any unintended positive and/or negative short, medium- and longer-term effects of the JP on the targeted population?</p> <p>Has the JP impacted either positively or negatively on households' gender dynamics in your opinion?</p> <p>Is there evidence of a positive or negative impact?</p> <p>Is there evidence of positive or negative impact?</p>
How well do the JP activities contribute to nationally owned strategies and solutions?	1.4		<p>Positive/negative stakeholder perspectives on the contribution of the activities</p> <p>Reported and documented evidence of joint assessment and analysis with Government and other national actors</p>		<p>Is the JP aligned with national strategies and priorities including the Covid-19 response plan? To what extent is the JP aligned with national strategies and priorities including the Covid-19 response plan?</p> <p>Are there any areas where the JP is not aligned? Can you give examples?</p> <p>Has this cause any problem between the JP and MoSD or other actors?</p> <p>What more can the JP do to align with national strategies and priorities?</p>

					Did the JP respond to the needs of government stakeholders such as MoSD?
To what extent has the joint programme intervention delivered results in cost-efficient way?	2.1		Ratio of overheads and delivery to direct cost by activity Change in costs to deliver activities over time		Note: cost analyses for efficiency are reliant on quantitative data/information. Interviews may be used to ask for access to data/information and jointly review with the interviewee.
Are the JP activities implemented in a timely way (taking accounts of any changes in circumstances)?	2.2		% Of planned activities delivered on time  # Of change/exceptions /anomalies identified and % resolved over time  Time taken to resolve identified anomalies/exceptions over time		How were changes in the context recorded? Did you track the time taken to adjust and respond to changes in context? What was the impact of those changes on the timeline? Did the JP manage to accelerate implementation after Covid-19? How quick and what was the frequency of making programme adjustments?
Is the intervention in line with the needs and priorities of the most vulnerable groups (PwD and OP, cutting across men and women, boys, and girls)?	3.1	To what extent have PwD and Op, in particular children and women with disabilities, or organizations representing these persons, been consulted during the design of the JP?	Reported and documented evidence of planning and consultation with organizations representing PwD and OP  Stakeholder perspective on degree of engagement and coordination  # Of consultations with affected populations about programme design including PwD and OP		Are the objectives of the JP realistic and sufficiently ambitious?  In what ways does the JP sustain and promote livelihoods and prevent negative coping strategies?  Are there any differences for PwD and OP?  Is it realistic to expect the JP to meet the needs and priorities of the most vulnerable including PwD and OPs?  Could the JP be more ambitious in this regard? What more could be done to promote the rights of right bearers? What more can be done on the demand side?

				What more can be done on the supply side (with duty bearers)?
	To what extent did the programme target the needs of persons with disabilities and the elderly?	<p>Soundness of vulnerability assessment analysis</p> <p>Frequency and accuracy of targeting and programme adjustments</p> <p>Coverage of HH dynamics in analysis and programme adjustments</p> <p>Quality and use of formal and ad-hoc mechanisms to identify and respond to protection needs.</p> <p>Evidence of ongoing assessment of protection risks and identification of particularly vulnerable groups</p>		<p>In your opinion how accurate, thorough and sound was the JPs assessment and analysis of the vulnerability?</p> <p>Does the problem statement rely on accurate analysis and understanding of the context and beneficiary needs?</p> <p>Is there evidence of ongoing assessment of protection risks and needs of vulnerable groups?</p>
	To what extent did the programme contribute to creating a more enabling environment for support to be provided to persons with disabilities and the elderly?	<p>Increased power of PwD and OP in demanding their rights</p> <p>Evidence of supply side and demand side support is provided to PwD and OP</p>		<p>Can you provide examples of how other actors have built on the foundation and knowledge produced by the JP? Can you give examples?</p> <p>Did the JP adequately engage, coordinate, disseminate and facilitate collective decision making within the UN system and with the Social Protection sector to promote a principles and coherent understanding and approach to Social Protection Floors?</p>

			<p>Ability of interventions to create a supportive environment for PwD and OP especially among females.</p> <p>Stakeholder perceptions of levels of support for PwD and OP</p>		<p>What more should the JP do to create an enabling environment?</p> <p>Are there particular stakeholders that the JP should engage and coordinate with more?</p> <p>Is there more that the JP could do on the supply or demands side to enable actors to build on the foundations established by the JP and to help pursue its long terms set objective of building a more coherent and response social protection system through social protection floors?</p>
	3.2	To what extent is the design of JP based on a sound gender analysis?	<p>Coverage of HH gender dynamics in analysis and programme adjustments</p> <p>Vulnerability indicators are gender disaggregated.</p> <p>Documented evidence of engagement of women</p>		<p>To what extent has the JP adequately and effectively promoted Gender Equality and Empowerment of Women?</p> <p>Would you say that gender dynamics adequately captured within the JP's assessments and analysis tools?</p> <p>How could gender assessment and analysis be improved to better capture gender dynamics?</p>
		To what extent is the design and implementation of the intervention Gender Equality and Women Empowerment (GEWE) sensitive?	<p>Coverage of HH gender dynamics in analysis and programme adjustments</p> <p>Increased awareness of power and rights of women with disabilities and older women</p> <p>Documented evidence of gender norms</p>		<p>If gender dynamics were better incorporate how would this benefit the planning implementation and results of the JP?</p>
		Are protection needs met for	Degree to which the JP meet beneficiary/stakeholder needs on the demand and supply side		Covered under 3.1

		project beneficiaries?			
Was the design of the intervention relevant to the wider context?	3.3	Is the intervention design and objectives aligned with the needs of the government?	<p>Positive/negative stakeholder perceptions on alignment</p> <p>Degree of alignment of documented objectives and approaches</p> <p>Documented evidence of joint assessment and analysis with government and other national actors</p>		Covered under 1.4
		Is the intervention aligned with ILO, UNICEF, WFP, and partners' strategies?	<p>Positive/negative stakeholder perceptions on alignment</p> <p>Degree of alignment of documented objectives and approaches</p> <p>Documented evidence of joint assessment and analysis internally within the agencies and between the agencies</p> <p>Degree to which the three agencies have been able to build on the foundation established by the JP to ensure an improved social protection system/environment</p>		<p>To what extent is the JP aligned with the strategies and priorities of ILO UNICEF and WFP?</p> <p>Are there any areas where the JP is not aligned, at the agency level?</p> <p>Has this caused any problems between the partner organizations?</p> <p>What more can be done by the partners to align activities with their own strategies?</p>
To what extent are the net benefits of the intervention continuing or are likely to continue after the completion of the JP?	4.1		<p># Of instances where JP outputs have been adopted by national and international stakeholders</p> <p>Reported evidence on enhancements in supply side.</p>		<p>Is the continuation of the JP important to enhance and enable more responsive and coherent social protection systems?</p> <p>What elements did you plan for to be sustained?</p>

			<p>Reported evidence on enhancements in demand side.</p> <p># Of examples of knowledge sharing and products created to build awareness among other actors and parts of UNCT/UN system</p> <p># Of times knowledge sharing products from the JP have been featured in broader research on social protection and social protection floors</p> <p>Changes in stakeholders' perceptions</p>		<p>What elements do you think will continue to benefit and create a positive impact after the completion of the programme?</p> <p>Is the current social protection eco system conducive to sustainable benefits from the JP?</p> <p>Can you provide examples of products that are adopted and used by other actors in the sector including UN agencies?</p> <p>Can you provide examples of changes in stakeholders perceptions?</p>
<p>To what extent has the JP contributed to UN reforms? (Including greater UNCT joint working and coherence)?</p>	<p>5.1</p>		<p>Synergies and interlinkages between the JP and other interventions carried out by UNCT.</p> <p>Consistency of the JP with the relevant norms, goals, and standards to which the UNCT adhere and aim.</p> <p>Complementarity and harmonization and co-ordination within UNCT</p> <p>Evidence of value added or duplication of effort.</p> <p>Degree of alignment with UNCT goals</p>		<p>What synergies and links exist between JP and other interventions carried by UNCT?</p> <p>Was the JP consistently relevant with the norm's goals and standards to which the UNCT adhere and aim for?</p> <p>Could you provide examples of synergies, complementarity harmonization and coordination with UNCT?</p> <p>Do you consider the JP to be of value added or a parallel/duplicate effort?</p>

To what extent has the JP contributed to SDG acceleration (including prevention of loss of development gains in the context of a more challenging contextual environment)?	5.2		<p>Noticeable changes to SDG indicators for different population groups disaggregated by gender.</p> <p>Stakeholder perceptions of the contribution of the JP to the SDGs</p> <p>Reported effect of the JP on SDGs including on gender</p>		<p>Is there any evidence of JP contribution to the SDGs?</p> <p>How did the JP contribute to the SDGs? How do you evaluate that contribution?</p>
To what extent has the JP contributed to improving the situation of PwD and OP?	5.3	What is the added value of the collaboration between the three organizations on the achievement of the JP results?	<p>Internal stakeholder perceptions of the value of the collaboration</p> <p>External stakeholder perceptions of the value of the collaboration</p> <p>Degree to which each organization have been able to contribute to the programme.</p> <p>Evidence of lessons learned, and knowledge developed on joint working and coherence</p>		<p>What is the value added of the collaboration between the three agencies?</p> <p>Are there any unintended effects to the collaboration?</p> <p>Did the collaboration create discrepancies in implementation and communication?</p> <p>How were external challenges resolved?</p> <p>What lessons were learned on joint working and coherence?</p>

The table above illustrates the questions in line with the evaluation matrix. The table below presents questions specific for each respective group of stakeholders.

### QUESTIONS BY STEAKHOLDER GROUP

WFP – UNICEF – ILO	External Stakeholders (INGOs)	National Organizations (MoSD and CSOs)	Beneficiaries Representatives
<p><b>What</b> are the main results that the JP has achieved?</p> <p><b>What</b> results hasn't the JP achieved? What are the reasons why the JP has/hasn't achieved its intended results?</p> <p><b>What</b> are the main economic factors affecting the results of the JP?</p> <p><b>In</b> what way do internal PUNOs processes either enable or hinder the JP from achieving its intended results?</p>	<p><b>What</b> are the main results that the JP has achieved?</p> <p><b>Has</b> the JP impacted either positively or negatively on</p>	<p><b>What</b> are the main results that the JP has achieved?</p> <p><b>What</b> are the main economic factors affecting the results of the JP?</p> <p><b>Has</b> the JP impacted either positively or negatively on households' gender</p>	<p><b>What</b> are the main results that the JP has achieved?</p> <p><b>What</b> are the main economic factors affecting the results of the JP?</p> <p><b>Has</b> the JP impacted either positively or negatively on households' gender</p>

<p><b>How</b> could internal processes be improved to better support the JP? What are some of the lessons learned internally and among the staff of the three agencies that would be prioritized or adopted in a future round of implementation?</p> <p><b>In</b> what way does internal capacity (staff numbers, skills, turnover, etc.) within the PUNOs affect the JP, either positively or negatively? What kind of additional/improved capacity would help the JP to achieve its intended results?</p> <p><b>How</b> do you evaluate the role of the hired project coordinator in accelerating roll out and implementation?</p> <p><b>How</b> does management and leadership within the three agencies affect the results of the JP, either positively or negatively? What differences to JP management and leadership would help the JP in achieving its intended results?</p> <p><b>Which</b> partnerships positively affected the results of the JP? Which partnerships negatively affected the results of the JP? How did partnerships affect the results of the JP? What could be done to strengthen existing partnership or create new partnerships to help the JP achieve its intended results?</p> <p><b>Are</b> there any unintended positive and/or negative short, medium- and longer-term effects of the JP on the targeted population? Has the JP impacted either positively or negatively on households' gender dynamics in your opinion? Is there evidence of a positive or negative impact?</p> <p><b>Is</b> the JP aligned with national strategies and priorities including the Covid-19 response plan? Are there any areas where the JP is not aligned? Can you give examples? What more can the JP do to align with national strategies and priorities?</p> <p><b>What</b> was the impact of changes on the timeline? Did the JP manage to accelerate implementation after Covid-19? How quick and what was the frequency of making programme adjustments?</p> <p>Are the objectives of the JP realistic and sufficiently ambitious?</p> <p><b>In</b> what ways does the JP sustain and promote livelihoods and prevent negative coping strategies? Are there any differences for PwD and OP? Is it realistic to expect the JP to meet the needs and priorities of the most vulnerable including PwD and OPs?</p>	<p>households' gender dynamics in your opinion?</p> <p><b>In</b> what ways does the JP sustain and promote livelihoods and prevent negative coping strategies? Are there any differences for PwD and OP? Is it realistic to expect the JP to meet the needs and priorities of the most vulnerable including PwD and OPs? Could the JP be more ambitious in this regard? What more could be done to promote the rights of right bearers?</p> <p><b>To</b> what extent has the JP adequately and effectively promoted Gender Equality and Empowerment of Women? Would you say that gender dynamics adequately captured within the JP's assessments and analysis tools?</p> <p><b>How</b> could gender assessment and</p>	<p>dynamics in your opinion? Is there evidence of a positive or negative impact?</p> <p><b>Is</b> the JP aligned with national strategies and priorities including the Covid-19 response plan?</p> <p><b>Has</b> this cause any problem between the JP and MoSD or other actors?</p> <p><b>What</b> more can the JP do to align with national strategies and priorities?</p> <p><b>Did</b> the JP respond to the needs of government stakeholders such as MoSD?</p> <p><b>How</b> were changes in the context recorded? Did you track the time taken to adjust and respond to changes in context?</p> <p><b>What</b> was the impact of those changes on the timeline?</p> <p><b>Did</b> the JP manage to accelerate implementation after Covid-19?</p> <p><b>Are</b> the objectives of the JP realistic and sufficiently ambitious?</p> <p><b>In</b> what ways does the JP sustain and promote livelihoods and prevent negative coping strategies?</p> <p><b>Are</b> there any differences for PwD and OP? Is it realistic to expect the JP to meet the needs and priorities of the most vulnerable including PwD and OPs? In your opinion how accurate, thorough, and sound was the JP's assessment and analysis of the vulnerability?</p>	<p>dynamics in your opinion? Is there evidence of a positive or negative impact?</p> <p><b>Is</b> the JP aligned with national strategies and priorities including the Covid-19 response plan?</p> <p><b>Has</b> this cause any problem between the JP and MoSD or other actors?</p> <p><b>What</b> more can the JP do to align with national strategies and priorities?</p> <p><b>Did</b> the JP respond to the needs of government stakeholders such as MoSD?</p> <p><b>How</b> were changes in the context recorded? Did you track the time taken to adjust and respond to changes in context?</p> <p><b>What</b> was the impact of those changes on the timeline?</p> <p><b>Did</b> the JP manage to accelerate implementation after Covid-19?</p> <p><b>Are</b> the objectives of the JP realistic and sufficiently ambitious?</p> <p><b>In</b> what ways does the JP sustain and promote livelihoods and prevent negative coping strategies?</p> <p><b>Are</b> there any differences for PwD and OP? Is it realistic to expect the JP to meet the needs and priorities of the most vulnerable including PwD and OPs? In your opinion how accurate, thorough, and sound was the JP's assessment and analysis of the vulnerability?</p>
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<p><b>Could</b> the JP be more ambitious in this regard? What more could be done to promote the rights of right bearers? What more can be done on the demand side?</p> <p><b>What</b> more can be done on the supply side (with duty bearers)? In your opinion how accurate, thorough, and sound was the JPs assessment and analysis of the vulnerability? Does the problem statement rely on accurate analysis and understanding of the context and beneficiary needs?</p> <p><b>Is</b> there evidence of ongoing assessment of protection risks and needs of vulnerable groups?</p> <p>Did the JP adequately engage, coordinate, disseminate and facilitate collective decision making within the UN system and with the Social Protection sector to promote a principles and coherent understanding and approach to Social Protection Floors?</p> <p><b>Is</b> there more that the JP could do on the supply or demands side to enable actors to build on the foundations established by the JP and to help pursue its long terms set objective of building a more coherent and response social protection system through social protection floors?</p> <p><b>To</b> what extent has the JP adequately and effectively promoted Gender Equality and Empowerment of Women? Would you say that gender dynamics adequately captured within the JP's assessments and analysis tools? How could gender assessment and analysis be improved to better capture gender dynamics? If gender dynamics were better incorporate how would this benefit the planning implementation and results of the JP?</p> <p><b>To</b> what extent is the JP aligned with the strategies and priorities of ILO UNICEF and WFP? Are there any areas where the JP is not aligned, at the agency level? Has this caused any problems between the partner organizations? What more can be done by the partners to align activities with their own strategies?</p> <p><b>Is</b> the continuation of the JP important to enhance and enable more responsive and coherent social protection systems?</p> <p><b>What</b> elements did you plan for to be sustained?</p> <p>What elements do you think will continue to benefit and create a positive impact after the completion of the programme?</p>	<p>analysis be improved to better capture gender dynamics? If gender dynamics were better incorporate how would this benefit the planning implementation and results of the JP?</p> <p><b>Is</b> the continuation of the JP important to enhance and enable more responsive and coherent social protection systems?</p> <p><b>What</b> is the value added of the collaboration between the three agencies?</p> <p><b>Are</b> there any unintended effects to the collaboration?</p> <p><b>Did</b> the collaboration create discrepancies in implementation and communication?</p> <p><b>How</b> were external challenges resolved?</p>	<p><b>Does</b> the problem statement rely on accurate analysis and understanding of the context and beneficiary needs?</p> <p><b>Is</b> there evidence of ongoing assessment of protection risks and needs of vulnerable groups?</p> <p><b>What</b> more should the JP do to create an enabling environment?</p> <p><b>Is</b> there more that the JP could do on the supply or demands side to enable actors to build on the foundations established by the JP and to help pursue its long terms set objective of building a more coherent and response social protection system through social protection floors?</p> <p><b>To</b> what extent has the JP adequately and effectively promoted Gender Equality and Empowerment of Women?</p> <p><b>Is</b> the continuation of the JP important to enhance and enable more responsive and coherent social protection systems?</p> <p><b>What</b> elements do you think will continue to benefit and create a positive impact after the completion of the programme?</p> <p><b>Is</b> the current social protection eco system conducive to sustainable benefits from the JP?</p> <p><b>Can</b> you provide examples of changes in stakeholders perceptions?</p>	<p><b>Does</b> the problem statement rely on accurate analysis and understanding of the context and beneficiary needs?</p> <p><b>Is</b> there evidence of ongoing assessment of protection risks and needs of vulnerable groups?</p> <p><b>What</b> more should the JP do to create an enabling environment?</p> <p><b>Is</b> there more that the JP could do on the supply or demands side to enable actors to build on the foundations established by the JP and to help pursue its long terms set objective of building a more coherent and response social protection system through social protection floors?</p> <p><b>To</b> what extent has the JP adequately and effectively promoted Gender Equality and Empowerment of Women?</p> <p><b>Is</b> the continuation of the JP important to enhance and enable more responsive and coherent social protection systems?</p> <p><b>What</b> elements do you think will continue to benefit and create a positive impact after the completion of the programme?</p> <p><b>Is</b> the current social protection eco system conducive to sustainable benefits from the JP?</p> <p><b>Can</b> you provide examples of changes in stakeholders perceptions?</p>
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## Annex 11. Focus Group Guides

Topic of Discussion	Question	Time
Registration	Participants register sex, age, if they have a disability, and whether they are household head or not	10 minuets
Introduction	Outline purpose of the meeting	10 minuets
Relevance/Appropriateness	<p>Has the JP changed the way that decisions are taken within your family?</p> <p>Did the assistance empower/disempower you during the pilot and how?</p> <p>Do you feel that your concerns are considered? In what ways does MoSD listen to your concerns and act? Did you ever express a concern to MoSD? If so, how was it communicated? How did they respond to it? And how satisfied are you with their response?</p> <p>In what ways does WFP listen to your concerns and act?</p> <p>Do you feel like the transfer amount was appropriate?</p> <p>What are your needs? What do you need from the government? What do you need from other service providers?</p> <p>What protection needs do you have? What protection rights do you hold and what do you think that duty bearers have to offer?</p> <p>Were you consulted in the design of the pilot? If so how and by whom?</p>	30 minuets
Efficiency	Was the pilot assistance your received timely and efficient? Are there any issues you face related to the transfer?	10 minuets
Effectiveness	<p>What do you think about the assistance you received?</p> <p>What were the main benefits on you and your family?</p> <p>To what extent did the assistance you received help you meet your needs?</p> <p>What do you do when you don't have enough money to cover your needs? How do you cope?</p>	30 minuets

	<p>What, other than money, would have made you feel capable to meet your protection needs?</p> <p>What are your rights as PwD and/or OP?</p> <p>Do you know what services does MoSD provide to PwD and OP?</p> <p>Did the pilot create a negative/positive impact on you and your family?</p> <p>How were you informed about the pilot?</p>	
Sustainability?	<p>What were you promised at the beginning of the pilot? Were your expectations and were the promises made by programme implementers met?</p> <p>Were you consulted or informed of the possibility of beneficiary consultations after the pilot was completed?</p>	10 minuets
Coherence	<p>Are you singled out because you're a PwD or an OP?</p> <p>How do you evaluate the complementarity of the money received from the pilot with other services you receive?</p>	15 minuets

# Annex 12. Evaluation Timeline

## EVALUATION TIMELINE

Steps	By whom	Month
<b>Phase 1: Inception</b>		
Team desk review	Evaluation Team	July – November
Inception meeting	Evaluation Management and Evaluation Team	July
Inception report- draft	Evaluation Team	July
Feedback and review (SC, DEQS, EMG)	Evaluation Management	September
Inception report – Final	Evaluation Team	September
Approval of inception report	Evaluation Management	September
<b>Phase 2: Data Collection</b>		
Brief the evaluation team	SC Chair/ Evaluation management group	October
FGDs	Evaluation Team	October
KIIs	Evaluation Team	October
<b>Phase 3: Reporting</b>		
Debriefing/Summary Report	Evaluation Team	December
Draft report	Evaluation Team	December
Final evaluation report	Evaluation Team	February

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## Acronyms

<b>AWRAD</b>	Arab World for Research and Development
<b>CBT</b>	Cash Based Transfer
<b>CM</b>	Case Management
<b>CRPD</b>	Convention on the Rights of Persons with Disabilities
<b>CSO's</b>	Civil Society Organizations
<b>D-poverty</b>	Deep Poverty
<b>ESCWA</b>	United Nations Economic and Social Commission for Western Asia
<b>ET</b>	Evaluation Team
<b>EU</b>	European Union
<b>GUPWD</b>	Palestinian General Union of People with Disability
<b>ILO</b>	International Labour Organization
<b>JP</b>	Joint Programme
<b>MAPS</b>	Mainstreaming, Accelerating and Policy Support
<b>MoH</b>	Ministry of Health
<b>MoL</b>	Ministry of Labour
<b>MoSD</b>	Ministry of Social Development
<b>MSNA</b>	Multi-Sector Needs Assessment
<b>N/A</b>	Not Applicable
<b>NCTP</b>	The National Cash Transfer Programme
<b>NGO's</b>	Non-Governmental Organisations
<b>NIS</b>	New Israeli Shekel
<b>ODA</b>	Official Development Assistance
<b>OP</b>	Older Persons
<b>oPt</b>	occupied Palestinian territory
<b>PA</b>	Palestinian Authority

<b>PCBS</b>	The Palestinian Central Bureau of Statistics
<b>PECS</b>	Palestinian Expenditure and Consumption Survey
<b>PMT</b>	Proxy Means Testing
<b>PNCTP</b>	Palestinian National Cash Transfer Programme
<b>PUNO</b>	Participating United Nations Organizations
<b>PwD</b>	Persons with Disabilities
<b>RB</b>	Regional bureau
<b>RC</b>	Resident Coordinator
<b>SDG</b>	Sustainable Development Goals
<b>SDSS</b>	Social Development Sector Strategy
<b>SoP</b>	State of Palestine
<b>SP</b>	Social Protection
<b>SPF</b>	Social Protection Floor
<b>TBC</b>	To Be Confirmed
<b>ToC</b>	Theory of Change
<b>UN</b>	United Nations
<b>UNCT</b>	United Nations Country Team
<b>UNCTAD</b>	United Nations Conference on Trade and Development
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNICEF</b>	United Nations Children's Fund
<b>UNRC</b>	UN Resident Coordinator System
<b>UNSDG</b>	United Nations Sustainable Development Goals
<b>USD</b>	United States dollar
<b>VNR</b>	Voluntary National Review
<b>WB</b>	World Bank
<b>WFP</b>	World Food Programme



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