

# OPERATION EVALUATION

Madagascar Protracted relief and recovery (PRRO) 200065  
“Response to Recurrent Natural Disasters and Seasonal Food  
Insecurity in Madagascar”:

An Evaluation of WFP’s Operation  
July 2010 – November 2013

April 2014



**World Food Programme**

Management response cleared by:

Country Director: Willem van Milink/ 24/04/2014

Evaluation Recommendations	<b>Management</b> <b>Accepted, partially accepted or not accepted</b> and COMMENT on the Recommendation, providing clear reasoning for partially accepted and not accepted	Management - Action to be taken			
		Action	Responsible CO unit	Timeframe	Further funding required (Y or N)
<b>Recommendation 1:</b> Once the new President and parliament are installed, WFP should aim at further engaging with the Government of Madagascar at national levels, both in terms of capacity building but also for reestablishment of one single food security early warning system and for overall coordination of FFA/CFA interventions in the area of social protection and rural development.	<b>Accepted</b> Prior to the onset of the crisis in 2009, WFP (CO and RB/ODJ) had indeed assisted and supported the GoM in the establishment of the National Vulnerability Assessment Committee (NVAC) that would have served as the national early warning structure.	Provide technical and financial support to the GoM/BNGRC in resuming the NVAC establishment process. This would be in partnership and coordination with the SADC/RVAC/PMU and the VAM/OMJ/RB.	VAM	The GoM/NVAC Focal point is scheduled to attend the 2014 Regional-VAC dissemination meeting	Y
<b>Recommendation 2:</b> Continue to engage with other international and national stakeholders on food security/social protection, with the explicit aim to go more into joint programming and carefully managed 'joint' implementation of project and programmes. The involvement of GoM regional technical directorates (agriculture, livestock, environment and waters and forests, health) and of regional/commune-level authorities in the process of consultation carried out within regional clusters should be encouraged.	<b>Accepted</b> <p>The new political environment is expected to be more conducive for developing new and strengthening existing partnerships.</p> <p>In coordination with programmes of other partners, WFP will endeavor to develop robust partnerships in the areas of food security and safety nets particularly with relevant government institutions in order to ensure projects effective implementation and success.</p>	<p>Engage discussions with technical GoM ministries, in particular the Ministry of Agriculture to build foundations of a Government-led coordination.</p> <p>Engage in consultative process with communities, government, and partners throughout the process of designing WFP new operations in order to identify the most appropriate range of interventions and foster joint planning.</p>	Programme/Management  Programme/SOs	Once new Government installed  Ongoing	N  Y

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<b>Recommendation 3:</b> WFP shall reconsider incorporating nutrition activities in the follow-up PRRO with the aim to support Government health services on preparedness and response to emergencies. It could be considered to address nutrition through capacity building (both in terms of equipment and training) of central and regional levels for nutrition monitoring (in particular on GAM) and as preparedness measure to be ready for quick scaling-up of treatment of moderate acute malnutrition if conditions require to do so.	<b>Accepted</b>  While GAM prevalence rates in PRRO target areas do not justify direct MAM treatment interventions by WFP, the government system is currently weak in terms of its treatment capacity for SAM and MAM. Certainly in case of a surge in prevalence rates, e.g. as a result of disaster impact, the health system is not positioned to effectively respond. NGOs and UNICEF are filling this gap only in some areas. In coordination with all stakeholders a coherent approach to GAM/MAM treatment capacity building of the Government should be designed to ensure long-term sustainability of such services. The new operations starting in 2015 (CP and PRRO) provide an opportunity to incorporate such support interventions.	Define roles and responsibilities with government counterpart and other stakeholders regarding emergency preparedness and response for nutrition. In particular, clarify thresholds for MAM treatment interventions.  Build capacity at central and regional level for nutrition monitoring and assessment, in collaboration with UN and NGO partners. Explore possible systems that could be reinforced at district level.  Integrate treatment of moderate acute malnutrition in training modules and response plans.	Nutrition/Programme	March 2015	Y
<b>Recommendation 4:</b> WFP should rethink the objectives, indicators and approaches for the FFA / CFA labour projects in the next PRRO. Elements that need to be better defined/elaborated are: (a) rationale to be applied for population groups (vulnerability profiles) targeting and with what objectives (with specific indicators on resilience improvement) for each specific group; (b) capacity criteria to be applied for selection of partner agencies according to the type of interventions, level of complexity and the tonnage/budget they should	<b>Accepted</b>  The design of the new operations starting in 2015 (CP and PRRO) is an opportunity to address some of the concerns raised by the Evaluation. This process is also expected to reach a better analysis of disaster-related vulnerability and better appreciation of how the food security problem being addressed is linked to disaster risk reduction and resilience. In addition, with support from the RB, the 3PA process will be initiated to better inform programming decisions not only for WFP, but for key partners	(a) With support from the RB initiate a 3PA process which will include Seasonal Livelihood Programming – which is a participatory planning/programming tool, to be conducted in key selected districts. This will be adapted to local conditions, and capacities.  (b) Revision of Standard Operation Procedures including selection of partners	Programme  Programme/Management  Programme	September-December 2014  December 2014  December 2014	Y  Y  N



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improvement as main entry points for FFA activities across the disaster cycle. Prepositioning in cyclone-prone parts of the country should be maintained in order to facilitate quick release of food for relief operations in case of disasters during the cyclone season. Under this logic, it would be relevant to consider new selection mechanisms for FFA projects (e.g. NGO Calls for Proposals focusing on certain types of livelihood improvements that target specific categories of households like small livestock breeding, horticulture, cultivation of root crops and tubers, development of <i>tanety</i> ).	With the introduction of more robust tools such as Seasonal Livelihood Programming, a more resilience focus will be introduced in programming and the selection of FFA activities will be to the extent possible informed by this process.	in Madagascar as well as contribute to the identification of the key components of a disaster risk reduction/mitigation strategy in target areas.			
<b>Recommendation 6:</b> The technical quality and the durability of the large-scale or complex projects (such as irrigation infrastructure, reforestation, water catchment basins) will be enhanced if the funds allocated by the PRRO can include resources (i) to achieve adequate technical feasibility (especially if the infrastructures include bridges, slopes, embankments and channels building or rehabilitation), (ii) in some cases to support the purchase of specific materials (concrete, metal frame) to ensure the strength of the	<b>Partially accepted</b>  The CO believes that efforts should be made to encourage complementary partnership and community mobilization rather than having WFP providing systematically means for these complementary actions.  However, WFP will try to ensure adequate resources to achieve technical feasibility through increased consultation with technical experts (Government technical staff, FAO, specialized NGOs) and to support the purchase of specific materials when required, although availability of sufficient resources may constitute a limiting factor. As mentioned above, a SLP process involving communities as well	As part of the formulation of the new PRRO WFP will attempt to develop a multi-annual planning approach including a FFA funding and advocacy strategy to be prepared in consultation with the regional bureau. Although PRRO's duration is not conducive s for longer-term planning and implementation- however, a consultative approach will be engaged through the SLP process with support from the RB.	Programme/M anagement	September-December 2014	Y

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infrastructure put in place, or (iii) to provide means for complementary actions (vegetation cover for slopes above irrigation field, for example).WFP should ensure that the PRRO builds on and engages in local multi-annual planning (gathering local communities, WFP and NGO partners) for definition of such longer-term and more integrated approaches.	as partners will be initiated to inform programming and scheduling of activities.				
<b>Recommendation 7:</b> In order to ensure that available resources are used in the best way possible and to raise the profile of WFP among donors, there is a need for WFP Madagascar to improve programme management quality, and to ensure that the VAM unit and the Sub-Offices have sufficient resources to undertake the necessary studies and analyses to support programming and monitoring during implementation. Within the limits posed by the context of constrained financial resources, it is needed to adjust WFP technical and administrative capacities to the geographic and quantitative ambitions and sectors of intervention (nutrition, food security projects, local purchase, capacity building on policy making) that the PRRO covers.	<b>Accepted</b>  Several issues related to VAM and M&E system were mentioned into the document but no specific recommendations were provided.	The country office is reviewing the M&E system, including through the design of adequate M&E plans and related budget with direct support of the RB and developing a strategy with sub-offices and partners. Output, process and outcome indicators will be regularly collected and reported on, with technical support from the Regional Bureau.	VAM/M&E Unit	June 2014	Y
		Ensure that adequate resources for VAM and M&E related activities are budgeted in the new operations (CP and PRRO).	Management	June-Sept 2014	Y

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<b>Recommendation 8:</b> A collective learning process should be implemented by WFP, combining development of best practices, regular consultations with partner NGOs, and regular review of interventions in a participative way with beneficiary communities. In the same perspective, it is suggested to consider establishing partnerships with NGOs with multi-annual frameworks in order to improve their capacity building and to contribute to the hand-over strategy. This should entail the various administrative, technical and financial aspects and should specify the support and capacity building by WFP to the partner.	<b>Accepted</b>  WFP will build on the many existing partnerships in order to improve the capacity building and learning process.	Conduct a participatory annual review by component (technical aspect, best practices sharing, lessons learned) with all cooperating partners	Programme/M&E	December 2014	Y
<b>Recommendation 9:</b> A more proactive strategy focusing on local purchase should be pursued by WFP Madagascar, through both tendering procedures towards private companies and direct transactions with farmers' organizations (FOs). Regarding transactions with FOs, it would be necessary to prepare multi-annual letters of Understanding between WFP, the NGOs providing technical support to FOs, and possibly	<b>Partially accepted</b>  The country office has managed to mobilize resources for hiring a Procurement Officer that will help in developing a local food procurement strategy at strengthening of smallholder farmers' associations and agricultural production.  Activities will be carried out to support NGOs providing technical assistance to farmers'	Develop a strategy to guide and enhance local food procurement while strengthening agricultural production through smallholder farmers' associations and in cooperation with partners and local market dynamics.	Procurement/Programme/Management	From May 2014 until end of 2015	N



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FOs themselves. Preferably, these LoUs should go beyond the type of LoU that currently exists between WFP and AROPA. In particular, it would be very helpful to provide some guaranteed outlets to farmers so that the technical support partners and FOs can settle medium-term strategies. In this perspective, it also could be explored whether there are options to integrate one or more 'new commodities in the food basket. The aim would be to use of more local products (for example, cassava, local cultivated species of dry beans, maize) that are part of traditional diets, still taking into consideration nutrition, food safety and costs aspects). Implementation of these activities requires a certain financial tolerance (accept cost prices slightly higher than international market prices). These local purchases should be primarily implemented in the areas of intervention of the PRRO and as such would contribute to the farmers' vulnerability reduction.	associations within the limits of financial availability.				