

# ANNEXES

## **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**

January 2014

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Commissioned by the  
**WFP Office of Evaluation**





Annex 1: Terms of Reference	4
Annex 2 Methodology	22
Annex 3: Evaluation Matrix	26
Annex 4: Bibliography	36
Annex 5: List of People Met/ Interviewed	40
Annex 6: Field mission schedule	42
Annex 7: Attendance list External Debriefing	45
Annex 8 Humanitarian Funding for Madagascar	47
Annex 9 Main Findings in Evaluation PRRO 10442.0	48
Annex 10: Map of WFP Interventions in Madagascar	50
Annex 11: Overview PRRO 200065 Budget Revisions 3 and 5	51
Annex 12: Evolution of planning figures for PRRO 200063	52
Annex 13: Relation between PRRO 200065 indicators and WFP policy framework	53
Annex 15: Other projects and programmes implemented in PRRO areas of interventions	55
Annex 14: SALOHI target zones by partner	59
Annex 16: Analysis PRRO coverage in 2012	60
Annex 17: Case study on the South-West region	61
Annex 18: GFD / FFA beneficiaries in the South and South-West, 2010 – 2013, by district	63
Annex 19: The results of FFA projects in the East / South-East	64
Annex 20: Analysis of prepositioning strategy	66
Annex 21: Results of the Focus Group Discussions held in the South and South-West	70
Annex 22: Extended overall assessment	72

## Annex 1: Terms of Reference



### EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

*Measuring Results, Sharing Lessons*

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[FINAL,03 OCT.2013]

#### TERMS OF REFERENCE

#### OPERATION EVALUATION

**MADAGASCAR PROTRACTED RELIEF AND RECOVERY (PRRO) 200065**  
**“RESPONSE TO RECURRENT NATURAL DISASTERS AND SEASONAL FOOD**  
**INSECURITY IN MADAGASCAR”**

## 1. Introduction

1. These Terms of Reference (TOR) are for the evaluation of the Madagascar protracted relief and recovery operation (PRRO) 200065 “Response to Recurrent Natural Disasters and Seasonal Food Insecurity in Madagascar”. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will take place from September 2013 to March 2014. In line with WFP’s outsourced approach for operations evaluations (OpEvs), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation, and to guide the company’s Evaluation Manager and Team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR will be finalized based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the final TOR.

## 2. Reasons for the Evaluation

### 2.1. Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission 12 Operations Evaluations (OpEvs) in 2013; 24 in 2014 and up to 30 in 2015.
5. Operations to be evaluated are selected based on utility and risk criteria.<sup>1</sup> From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO) Madagascar PRRO 200065 “Response to Recurrent Natural Disasters and Seasonal Food Insecurity in Madagascar” for an independent evaluation. In particular, the evaluation has been timed to ensure that findings can feed into future decisions on programme design.

### 2.2. Objectives

6. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning:
  - **Accountability** – The evaluation will assess and report on the performance and results of the operation. A management response to the evaluation recommendations will be prepared.
  - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and

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<sup>1</sup> The utility criteria looked both at the timeliness of the evaluation given the operation’s cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs’ internal control self-assessments.

strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

1.

### 3. Stakeholders and Users

7. **Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. Table one below provides a preliminary stakeholders' analysis, which will be deepened by the evaluation team. At inception stage, the evaluation team will conduct a thorough stakeholder analysis and present it in the inception package.

**Table 1: Preliminary stakeholders' analysis**

Stakeholders	Interest in the evaluation
<b>INTERNAL STAKEHOLDERS</b>	
<b>Country Office (CO)</b>	Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation.
<b>Regional Bureau (RB) for Southern Africa (OMJ) based in Johannesburg</b>	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
<b>Office of Evaluation (OEV)</b>	2. OEV is responsible for commissioning OpEvs over 2013-2015. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
<b>WFP Executive Board (EB)</b>	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis report of all OpEvs, which will be presented to the EB at its November session.
<b>EXTERNAL STAKEHOLDERS</b>	
<b>Beneficiaries</b>	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
<b>Government</b>	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. The 2009 coup and resulting political crisis have, however, hampered an effective collaboration with the Government (strict restrictions at that time) even though the collaboration of UN agencies, and WFP in particular, with technical structures resumed in 2011. Various ministries are partners in the implementation of WFP activities, including the Ministry of Health, the National Office of Nutrition (ONN) and the National Office of the Management of Risks and Disasters.
<b>UN Country team</b>	The UNCT's harmonized action should contribute to the realisation of the government developmental objectives. In view of the upcoming formulation of the next United Nations Development Assistance Framework (UNDAF), the UNCT has therefore an interest in ensuring that

	WFP operation is effective in contributing to the UN concerted efforts. Various agencies are also direct partners of WFP at policy and activity level.
<b>NGOs</b>	NGOs are WFP's partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships.
<b>Donors</b>	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.

3.

8. **Users.** The primary users of this evaluation will be:

- ⇒ The CO and its partners in decision-making related notably to programme implementation and/or design, country strategy and partnerships.
- ⇒ Given RB's core functions of strategic guidance, programme support and oversight, the RB is also expected to use the evaluation findings as well as the office responsible for support to RBs under the Chief Operating Officer.
- ⇒ OEV will use the evaluation findings to feed into an annual synthesis report of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

4.

### 3. Subject of the Evaluation

#### 3.1 WFP Operation

9. Madagascar ranks 151 out of 187 according to the UNDP 2012 Human Development Index. Poverty has increased dramatically between 2008 and 2012, with over two thirds of the population living below the national poverty line. In the last four decades, over 50 natural disasters have affected the country: while the east is affected by cyclones and floods, the south suffers from drought. The increasing fragility of entire ecosystems, resulting from deforestation and poor land management practices is a major cause of the increased susceptibility to shocks and related food insecurity. Since the unconstitutional change of power in 2009, the country has been experiencing an unresolved political crisis. Most donors have cut off non-humanitarian aid, while the Government's capacity to deliver basic social services remains limited. Insecurity surged and illegal trading of natural and protected species is on the rise.
10. Since 1991, WFP has responded to cyclones, flooding and droughts in Madagascar through various emergency operations (EMOPs). Following a series of consultations with United Nations agencies, Government and NGOs in late 2005, it was concluded that a PRRO would be a more effective mechanism for WFP to respond to seasonal shocks, mitigate their impact and build community resilience.
11. WFP currently implements two operations in Madagascar, targeting almost one million people in 2013. The PRRO addresses the food needs of vulnerable households in disaster-affected areas, mainly in the south and along the eastern coastline. WFP provides relief assistance to affected communities through general

food distributions while supporting early recovery through food-for-assets and cash-for-assets programmes. Food/cash-for-assets programmes help disaster-affected communities rebuild their lives and restore their livelihoods. WFP is also promoting the purchase of food from small-holder farmers' associations in the south of the island, with the aim to stimulate local agriculture and boost the local economy.

12. Under its country programme 103400, WFP has been addressing chronic food insecurity and stunting in the southern and south-eastern regions and urban areas through 3 components that complement the PRRO interventions: i) support to basic education; ii) mitigation of natural disasters and environmental protection; and iii) prevention of malnutrition through seasonal blanket feeding for children aged 6-23 months as well as support to tuberculosis patients and people living with HIV (PLHIV). The CP was launched in 2005 for an initial period of 5 years. However, as a result of the political crisis, it has been extended in time until end-2014.
13. The project document including the project logframe, related amendments (Budget revisions) and the latest resource situation are available by clicking [here](#).<sup>2</sup> The key characteristics of the operation are outlined in table two below:

**Table 2: Key characteristics of the operation**

<b>Approval</b>	The operation was approved by the Executive Director in August 2010	
<b>Duration</b>	Initial: 2 years (1 July 2010 – 30 June 2012)	Revised: 4 years (01 July 2010 - 30 June 2014)
<b>Amendments</b>	<p>There have been 5 amendments to the initial operation.</p> <p>Purpose of budget revisions:</p> <p>BR 1, BR2 and BR4 were mainly of a technical nature, adjusting various budget costs elements to reflect actual costs.</p> <p>BR 3 (June 2012): Extended in time the operation by one year (until June 2013) to continue to assist 516,000 beneficiaries per year. Introduced some programmatic changes: i) shift from general food distributions (GFD) to food for assets (FFA); ii) introduced a cash transfer pilot project; iii) reduced the threshold for the treatment of moderate acute malnutrition (MAM) from 10 to 8 percent of global acute malnutrition; and iv) introduced a capacity development component. Increased the food requirements by 19,612 mt and resulted in an overall budget increase of US\$16.4 million.</p> <p>BR 5 (July 2013): Extended in time the operation by one year (until June 2014). Emergency response through GFD is shortened and replaced by low-tech FFA activities that contribute to increase communities' resilience to natural disasters. Shifted the treatment of MAM to the CP. Increased food requirements by 23,932 mt of</p>	

<sup>2</sup> From WFP.org – Countries – Madagascar – Operations.



	food and US\$284,000 of cash transfers. Resulted in an overall budget increase of US\$18.2 million.																														
Planned beneficiaries	Initial: 516,000 (per year)	Revised: 516,000 (per year)																													
Planned food requirements	Initial: In-kind: 32,795 mt of food Cash and voucher: -	Revised: In-kind: 76, 339 mt of food Cash and voucher : US\$566,000																													
<div><div><p>Planned % of beneficiaries by component and activity*</p><table><caption>Planned % of beneficiaries by component and activity*</caption><thead><tr><th>Component and Activity</th><th>Percentage</th></tr></thead><tbody><tr><td>Relief - GFD</td><td>49%</td></tr><tr><td>Relief - Low-tech FFA</td><td>11%</td></tr><tr><td>Relief - Nutrition</td><td>4%</td></tr><tr><td>Recovery - FFW</td><td>31%</td></tr><tr><td>Recovery - GFD</td><td>4%</td></tr><tr><td>Unlabeled</td><td>4%</td></tr></tbody></table></div><div><p>Planned % of food requirements by component and activity*</p><table><caption>Planned % of food requirements by component and activity*</caption><thead><tr><th>Component and Activity</th><th>Percentage</th></tr></thead><tbody><tr><td>Relief - GFD</td><td>39%</td></tr><tr><td>Relief - Low-tech FFA</td><td>14%</td></tr><tr><td>Relief - Nutrition</td><td>3%</td></tr><tr><td>Recovery - FFW</td><td>36%</td></tr><tr><td>Recovery - GFD</td><td>8%</td></tr><tr><td>Unlabeled</td><td>3%</td></tr></tbody></table></div></div> <p>* As per original project document</p>				Component and Activity	Percentage	Relief - GFD	49%	Relief - Low-tech FFA	11%	Relief - Nutrition	4%	Recovery - FFW	31%	Recovery - GFD	4%	Unlabeled	4%	Component and Activity	Percentage	Relief - GFD	39%	Relief - Low-tech FFA	14%	Relief - Nutrition	3%	Recovery - FFW	36%	Recovery - GFD	8%	Unlabeled	3%
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Main Partners	Government: Ministry of Health, National Office of Nutrition, National Office for risks management (BNGRC), and Minagri	UN agencies: FAO, IFAD, OCHA, UNICEF	NGOs: International NGOs: CARE International, CARITAS, INTERAIDE, MEDAIR, Reggio Terzo Mondo, CRS, WWF, Gret, Welthungerhilfe. National NGOs: 22																												
US\$ requirements	Initial: US\$24.9 million	Revised: US\$63.6 million																													
Contribution level (as of August 2013)	The operation received US\$26.4 million - 41.5% of the total project requirements.																														
Top five donors (as of August 2013)	Multilateral (35% of total contributions); USA (16%); France (14%); Japan (8%) and UN CERF (7%).																														

14. Table three below summarizes the operation's specific objectives and corresponding activities:

**Table 3: Objectives and activities**

	<b>Corporate Strategic Objectives*</b>	<b>Operation specific objectives</b>	<b>Activities</b>
MDG's 1,4 & 5	Strategic Objective 1	Reduce acute malnutrition in children under 5 in targeted populations.	<b>RELIEF</b> <ul style="list-style-type: none"> <li>Targeted supplementary feeding for moderately malnourished children aged 6-59 months and pregnant and lactating women.</li> <li>GFD</li> <li>Low-tech FFA</li> </ul> <b>EARLY RECOVERY</b> <ul style="list-style-type: none"> <li>FFA</li> </ul>
		Improve food consumption for targeted emergency-affected households.	
	Strategic Objective 3	Restore the livelihoods of food-insecure households.	
	Strategic Objective 5	<p>Help the Government in establishing sustainable mechanisms to respond to natural disasters.</p> <p>Increase marketing opportunities at national level through WFP local purchases.</p>	<b>EARLY RECOVERY</b> <ul style="list-style-type: none"> <li>Capacity development</li> <li>Technical support to farmers</li> <li>Local purchase</li> </ul>

\* The CO will realign the logframe with the new Strategic Plan (2014-2018) and new Strategic Results Framework for the year 2014. However, given that this evaluation will cover the period 2010-2013, reference is made to the Strategic Plan (2008-2013).

## 4. Evaluation Approach

### 4.1. Scope

15. **Scope.** The evaluation will cover the Madagascar PRRO 200065 including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation is 2010-2013, which captures the time from the development of the operation until the conclusion of the evaluation. The nutrition intervention was recently shifted from the PRRO to the CP. However, given that it has been part of the PRRO response strategy for 3 years, it could fall within the scope of this evaluation.

### 4.2. Evaluation Questions

16. The evaluation will address the following three questions:

**Question 1: How appropriate is the operation?** Areas for analysis will include the extent to which the objectives, targeting, choice of activities and of transfer modalities:

1. Are appropriate to the needs of the food-insecure population.
2. Are coherent with relevant stated national policies, including sector policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with WFP's country programme.
3. Are coherent with WFP strategies, policies and normative guidance.
- 5.

**Question 2: What are the results of the operation?** While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse:

4. the level of attainment of the planned outputs;
5. the extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects;
6. how different activities of the operation dovetail and are synergetic with other WFP interventions such as the CP and the Purchase-for-Progress pilot project as well as with what other actors are doing to contribute to the overriding WFP objective in the country. Concerning synergies between WFP interventions, particular attention will be placed on activities that have been implemented under both the CP and PRRO such as FFA and MAM treatment.
7. The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation;
- 6.

**Question 3: Why and how has the operation produced the observed results?** The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:

8. Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
9. Externally (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.

#### **4.3. Evaluability Assessment**

17. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods.
18. In answering question one, the team will be able to rely on assessment reports, minutes from the project review committee, the project document and logframe, evaluations or reviews of the current and past operations as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.

19. For question two the operation has been designed in line with the corporate strategic results framework (SRF 2008-2013) and selected outputs, outcomes and targets are recorded in the logframe. Monitoring reports as well as annual standard project reports (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives.
20. However, answering question two is likely to pose some challenges owing in part to: i) the absence of baseline data for the activities, which will need to be reconstructed using findings from various assessment reports and ii) data gaps in relation to efficiency.
21. For question three, the team members will have access to some institutional planning documents and are likely to elicit further information from key informant interviews.
22. The SRF was revised in two occasions during the course of this operation (in end-2010 and end-2011). This resulted in a realignment of the logframe and some adjustments to the country office's M&E plan that the evaluation should carefully look at.
23. Other evaluability challenges include the limited capacity of government counterparts, especially at local level, that could affect the level of engagement of government partners in the consultations envisaged during the field mission. In addition, uncertainties on the election calendar may have security implications and limit the movements of the evaluation team within the country.

#### **4.4. Methodology**

24. The methodology will be designed by the evaluation team during the inception phase and validated by the evaluation manager. It should:
  10. Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact, sustainability (or connectedness for emergency operations);
  11. Use applicable standards (e.g. SPHERE standards);
  12. Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. In particular, the sampling technique to select field visit sites will need to demonstrate impartiality and participatory methods will be emphasised with the main stakeholders, including the CO.
  13. Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
  14. Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
  15. Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

#### **4.5. Quality Assurance**

25. OEV's Evaluation Quality Assurance System (EQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review

thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the evaluation process and products conform to best practice and meet OEV's quality standards. EQAS does not interfere with the views and independence of the evaluation team.

26. At the start of the evaluation, OEV will orient the evaluation manager on EQAS and share related documents. EQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP.
27. The evaluation company is ultimately responsible for the quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.
28. OEV will also subject the evaluation report to an external post-hoc quality assurance review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards.

7.

## 5. Phases and deliverables

29. Table four below highlights the main activities of the evaluation, which will unfold in five phases.

8. **Table 4: Activities, deliverables and timeline by evaluation phase**

Entity responsible	Activities	Key dates
<b>PHASE 1 – PREPARATION</b>		
OEV	Desk review, consultation and preparation of TOR	September
CO / RB	Stakeholders comments on TOR	26-30 Sept 2013
OEV	❖ <b>Final TOR</b>	<b>1 Oct 2013</b>
OEV	Evaluation company selection and contracting	11 Oct 2013
<b>PHASE 2 – INCEPTION</b>		
OEV	Management hand-over to the EM (including briefing on EQAS, expectations and requirements for the evaluation).	14-17 Oct 2013
EM	Evaluation team briefing on EQAS, expectations and requirements for the evaluation.	21-23 Oct 2013
ET	Desk review, initial consultation with the CO/RB, drafting of the Inception Package (including methodology and evaluation mission planning)	24 Oct – 7 Nov 2013
EM	Quality Assurance of the Inception Package	8 Nov 2013
EM	❖ <b>Final Inception Package</b>	<b>11 Nov 2013</b>
<b>PHASE 3 – EVALUATION MISSION</b>		
CO	Preparation of the evaluation mission (including setting up meetings, arranging field visits, etc)	Nov 2013
ET	Introductory briefing	18 Nov 2013

ET	Interviews with key internal and external stakeholders, project site visits, etc	18 Nov – 5 Dec 2013
ET	Exit debriefing	5 Dec 2013
ET	❖ <b>Aide memoire</b>	<b>5 Dec 2013</b>
	<b>PHASE 4 – REPORTING</b>	
ET	Evaluation Report drafting	8 Dec – 9 Jan 2014
EM	Quality Assurance of draft Evaluation Report	10-16 Jan 2014
EM	❖ <b>Draft Evaluation Report</b>	<b>16 Jan 2014</b>
CO/RB/OEV	Stakeholders comments on Evaluation Report	17-31 Jan 2014
EM	Comments matrix	3-5 Feb 2014
ET	Revision of the Evaluation Report	6-14 Feb 2014
EM	❖ <b>Final Evaluation Report</b>	<b>17 Feb 2014</b>
EM	❖ <b>Evaluation brief</b>	<b>21 Feb 2014</b>
	<b>PHASE 5 – FOLLOW-UP</b>	
RB	Coordination of the preparation of the Management Response	17 Feb 2014
	❖ <b>Management Response</b>	<b>28 Feb 2014</b>
OEV	Post-hoc Quality Assurance	TBD
OEV	Publication of findings and integration of findings into OEV's lessons learning tools.	Upon completion
OEV	Preparation of annual synthesis of operations evaluations.	June 2014

9.

30. **Deliverables.** The evaluation company will be responsible for producing as per the timeline presented in table 4 above the following deliverables in line with the EQAS guidance and following the EQAS templates:

- **Inception package (IP)** – This package focuses on methodological and planning aspects and will be considered the operational plan of the evaluation. It will present a preliminary analysis of the context and of the operation and present the evaluation methodology articulated around a deepened evaluability and stakeholders' analysis; an evaluation matrix; and the sampling technique and data collection tools. It will also present the division of tasks amongst team members as well as a detailed timeline for stakeholders' consultation.
- **Aide memoire** – This document (powerpoint presentation) will present the initial analysis from the data stemming from the desk review and evaluation mission and will support the exit-debriefing at the end of the evaluation phase.
- **Evaluation report (ER)** – The evaluation report will present the findings, conclusions and recommendations of the evaluation. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. . Recommendations will be provided on what changes can be made to enhance the achievements of objectives. Recommendations will be limited in number, actionable and targeted to the

relevant users. These will form the basis of the WFP management response to the evaluation.

- **Evaluation brief** – A two-page brief of the evaluation will summarise the evaluation report and serve to enhance dissemination of its main findings.

31. Of these deliverables, the aide memoire will be drafted in French as well as the evaluation brief, while the inception package and the evaluation report will be drafted in English.

32. The evaluation TOR, report, management response and brief will be public and posted on the WFP External Website ([wfp.org/evaluation](http://wfp.org/evaluation)). The other evaluation products will be kept internal.

## **6. Organization of the Evaluation**

### **6.1 Outsourced approach**

33. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.

34. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.

35. The company, the evaluation manager and the evaluation team members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).

36. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders' participation throughout the evaluation process. Yet, to safeguard the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

10.

### **6.2 Evaluation Management**

37. The evaluation will be managed by the company's Evaluation Manager for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:

- ⇒ Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc).
- ⇒ Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication and promote stakeholders' participation throughout the evaluation process.
- ⇒ Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and

generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.

- ⇒ Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
- ⇒ Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.
- ⇒ Provide feedback on the evaluation process as part of a 360 assessment of the evaluation.

11.

### **6.3 Evaluation Conduct**

38. The evaluation team will conduct the evaluation under the direction of the evaluation manager. The team will be hired by the company following agreement with OEV on its composition.

39. **Team composition.** The evaluation team is expected to include 3 members, including an international evaluator who will be the team leader, a second international evaluator and 1 national evaluator. It should include women and men of mixed cultural backgrounds and nationals of Madagascar.

40. The estimated number of days is expected to be in the range of 40-50 for the team leader; 30-40 for the second international evaluator and the national evaluator.

41. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in:

- ⇒ Emergency preparedness and response
- ⇒ Livelihoods/ food security and rural development
- ⇒ Nutrition
- ⇒ Community mobilization
- ⇒ Capacity development/ institutional capacity
- ⇒ Monitoring and evaluation

42. All team members should have strong analytical and communication skills; evaluation experience and familiarity with the country or region.

43. The Team Leader should speak fluently and write in English and French (to work in the field and be able to read/understand all the documentation and write the evaluation report), while local consultants may speak only French, plus additional local languages if required.

44. **The Team leader** will have technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools and demonstrated experience in leading similar evaluations. She/he will also have leadership and communication skills, including a track record of excellent French and English writing and presentation skills.

45. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team during the evaluation process; iii) leading the evaluation mission and representing the evaluation team in meetings with stakeholders; iv) drafting and revising, as required, the inception package, aide



memoire and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

46. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.

47. Team members will: i) contribute to the design of the evaluation methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s) and v) provide feedback on the evaluation process as part of a 360 assessment of the evaluation.

## **7. Roles and Responsibilities of WFP Stakeholders**

48. **The Country Office.** The CO management will be responsible to:

- ⇒ Assign a focal point for the evaluation to liaise with the OEV focal point during the preparation phase and with the company evaluation manager thereafter. Rijaso Rakotoarinoroandria, M&E Officer and Naouar Labidi, Deputy Country Director will be the CO focal points for this evaluation.
- ⇒ Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits and the exit briefing; provide logistic support during the fieldwork; and arrange for interpretation, if required.
- ⇒ Participate in a number of discussions with the evaluation team on the evaluation design, and on the operation, its performance and results. In particular, the CO should participate in the evaluation team briefing and debriefing (possibly done in the form of a workshop) and in various teleconferences with the evaluation manager and team on the evaluation products.
- ⇒ Comment on the TORs and the evaluation report.
- ⇒ Prepare a management response to the evaluation.
- ⇒ Provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

49. **The Regional Bureau.** The RB management will be responsible to:

- ⇒ Assign a focal point for the evaluation to liaise with the OEV focal point during the preparation phase and with the company evaluation manager thereafter, as required. Silvia Biondi, Regional Monitoring and Evaluation Advisor, OMJ will be the RB focal point for this evaluation.
- ⇒ Participate in a number of discussions with the evaluation team on the evaluation design, and on the operation, its performance and results. In particular, the RB should participate in the evaluation team briefing and debriefing (possibly done in the form of a workshop) and in various teleconferences with the evaluation manager and team on the evaluation products.
- ⇒ Comment on the TORs and the evaluation report.
- ⇒ Coordinate the management response to the evaluation and track the implementation of the recommendations.

- ⇒ Provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

12.

50. **Headquarters.** Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report. These include: Operations Department (OS), Policy, Programme and Innovation Division (OSZ), Emergency Preparedness (OME), Procurement Division (OSP), Logistics Division (OSL), Government Partnerships Division (PGG).

51. **The Office of Evaluation.** OEV is responsible for commissioning the evaluation and Julie Thoulouzan, Evaluation Officer is the OEV focal point. OEV's responsibilities include to:

- ⇒ Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
- ⇒ Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance and quality checklists as well as orient the evaluation manager on WFP policies, strategies, processes and systems as they relate to the operation being evaluated.
- ⇒ Comment on, and approve, the evaluation report.
- ⇒ Submit the evaluation report to an external post-hoc quality assurance process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
- ⇒ Publish the final evaluation report (together with its quality assessment) on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration as well as in other lessons-learning platforms, as relevant.
- ⇒ Conduct a 360 assessment (based on an e-survey) to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

13.

## **8. Communication and budget**

### **8.1. Communication**

52. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 7 paragraph 51 describes how findings will be disseminated.

53. It should be further noted that to enhance the learning from this evaluation, the evaluation manager and team will emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.

### **8.2. Budget**

54. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo October 2012). The cost to be borne by the CO, if applicable, will be established by the WFP Budget & Programming Division (RMB).

55. **Budget.** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will:

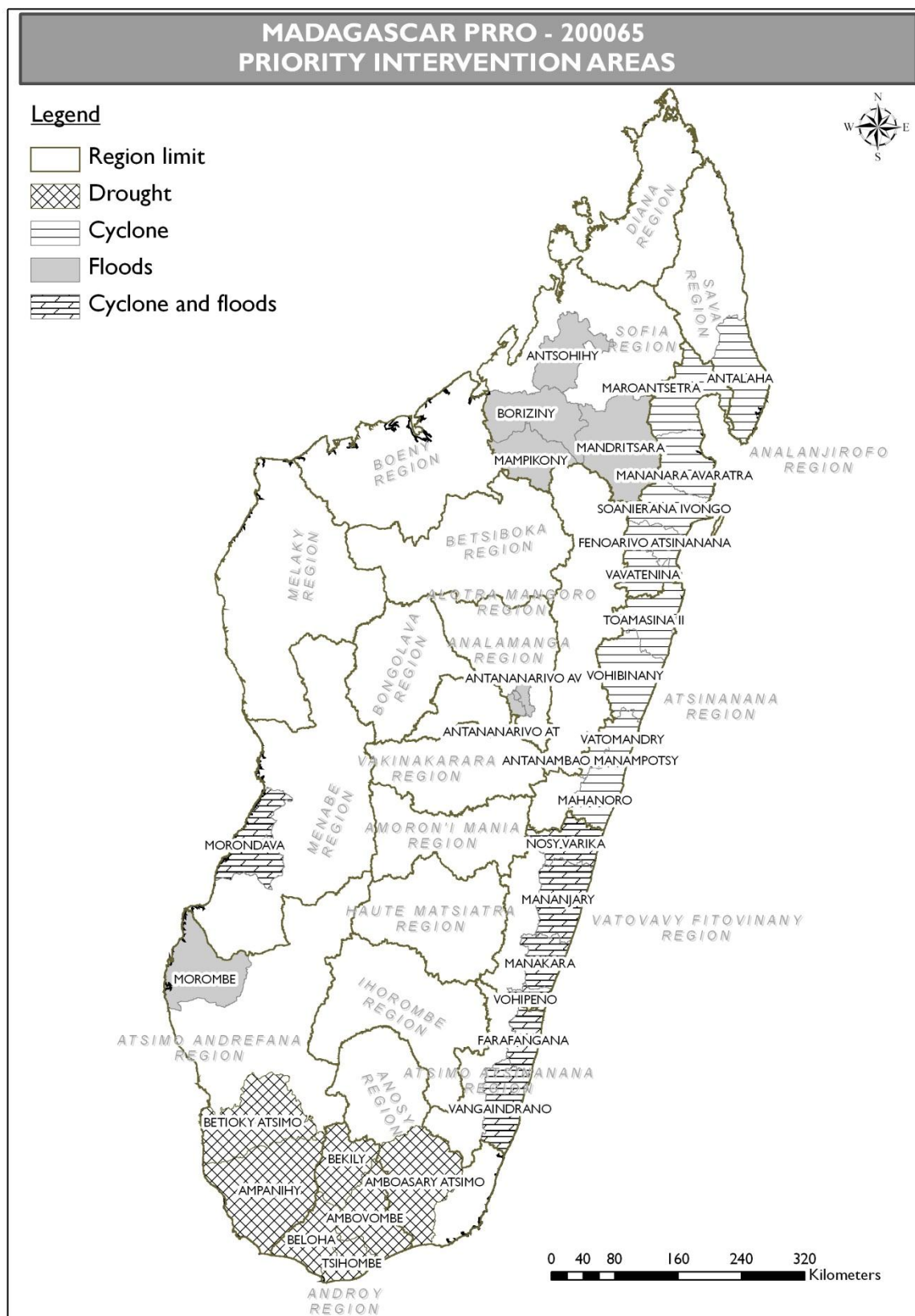
- ⇒ Use the management fee corresponding to a small operation
- ⇒ Take into account the planned number of days per function noted in section 6.3.
- ⇒ budget for economy international travel.
- ⇒ budget for domestic air travel.

Please send queries to Julie Thoulouzan, Evaluation Officer:

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Phone number: + 39 06 65 13 35 04

## Annex 1: Map



## **Acronyms**

BR	Budget Revision
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
CO	Country Office (WFP)
DAC	Development Assistance Committee
EB	(WFP's) Executive Board
EQAS	Evaluation Quality Assurance System
EM	Evaluation Manager
ER	Evaluation Report
ET	Evaluation Team
HQ	Headquarters (WFP)
IP	Inception Package
LTA	Long-Term Agreement
NGO	Non-Governmental Organisation
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
Mt	Metric Ton
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
RB	Regional Bureau (WFP)
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNEG	United Nations Evaluation Group
WFP	World Food Programme

## Annex 2 Methodology

### Overall approach adopted for the evaluation

56. As part of a series of operations evaluations to be undertaken in the period 2013-2015, the WFP Office of Evaluation (OEV) selected WFP programme “Madagascar protracted relief and recovery operation (PRRO) 200065 (Response to Recurrent Natural Disasters and Seasonal Food Insecurity in Madagascar)” for an independent evaluation.
57. As stated in the Terms of Reference (see Annex 1), the external evaluation of PRRO 200065 served two mutually reinforcing objectives:
- **Accountability** –The evaluation team assessed and reported on the performance and results of the operation. Based on the recommendations formulated by the evaluation team, WFP will prepare a management response and see to its implementation.
  - **Learning** – The evaluation team determined the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. The analysis provides evidence-based findings that inform operational and strategic decision-making, at the level of the Country office and the Regional Bureau (ODJ) in particular. Also, WFP is committed to active dissemination and incorporation of the findings into relevant lesson sharing systems.
58. Under the outsourced approach to OpEvs, the evaluation was commissioned to IRAM, a French consulting firm with a long-term agreement with WFP. The initial preparation for the evaluation was taken care of by OEV. IRAM engaged in the following consecutive phases of work in the evaluation process: 1) Inception; 2) Evaluation Mission; and 3) Reporting. These phases took place in the period from October 2013 to February 2014. The final phase consisted of the preparation of the management response and other required follow-up activities to be undertaken by WFP. The timeframe was designed in such a way that it can reasonably be expected that the results will feed into the process of future decision-making on a follow-up programme after completion of the current PRRO which runs up to June 2014.
59. The evaluation was conducted in full conformity with the final TOR of 3 October 2013 as prepared by the OEV focal point. Also the evaluation proceeded in line with the WFP EQAS norms and standards. The UN Evaluation Group’s (UNEG) norms and standards were respected. This pertains to all aspects of the evaluation.
60. IRAM assured that the evaluation methodology was elaborated during the inception phase in line with the ToR:
16. Application of relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact, sustainability (or connectedness for emergency operations);
  17. Use of applicable standards (e.g. SPHERE standards);
  18. Based on impartiality and lack of biases through relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and

- use of mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means;
19. Geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
  20. Based on analysis of the project document and thorough stakeholders analysis;
  21. Use of an evaluation matrix as the key organizing tool for the evaluation.
  22. Complying with the requirement to promote the CO's participation throughout the evaluation process although not at the detriment of the evaluation's impartiality.
61. The scope of the evaluation was the Madagascar PRRO 200065 including all activities and processes related to its formulation, implementation, resourcing, monitoring, and evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation is 2010-2013, which captured the time from the development of the operation until the conclusion of the evaluation. The nutrition component under the relief interventions in the PRRO was recently shifted from the PRRO to the CP. It nevertheless was taken up within the scope of this evaluation because it formed part of the PRRO response strategy for a period of 3 years.

### **Three key evaluation questions**

62. In line with the ToR, the evaluation addressed the following three main evaluation questions:

#### **Question 1: How appropriate is the operation?**

Areas for analysis included the extent to which the objectives, targeting, and choice of activities and of transfer modalities:

- Are appropriate to the needs of the food-insecure population.
- Are coherent with relevant stated national policies, including sector policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with WFP's country programme.
- Are coherent with WFP strategies, policies and normative guidance.

#### **Question 2: What are the results of the operation?**

While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation has analysed:

- the level of attainment of the planned outputs.
- the extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects.
- how different activities of the operation dovetail and are synergetic with other WFP interventions such as the CP and the Purchase-for-Progress pilot project as well as with what other actors are doing to contribute to the overriding WFP objective in the country. Concerning synergies between WFP interventions, particular attention will be placed on activities that have been implemented under both the CP and PRRO such as FFA and MAM treatment.
- The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation.

### **Question 3: Why and how has the operation produced the observed results?**

The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry therefore has focused on:

- Internal factors (within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
- External factors (outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.

### **Data collection tools**

63. The collection of information for the evaluation is done through a set of tools and approaches which together ensured good triangulation of sources and aimed at obtaining a complete picture. As explained in the Evaluation Framework (see Annex 3), the main tools that were used are:

- Document review (set made available by the WFP CO plus a wide range of other documents obtained from main stakeholders and through web search)
- Semi-Structured Interviews with a range of key stakeholders at Tana level and in the towns where WFP Sub-Offices are located (Ambovombe and Tuléar). This comprised WFP staff, other UN agencies, entities within the Government of Madagascar engaged in disaster responses and mitigation, the main international donors on relief and recovery programmes in Madagascar, a series of selected Cooperating Partners for WFP engaged in the implementation of the PRRO and/or the Country Programme activities. The common checklist that was used as basis for the interviews was derived from the Evaluation Framework.
- During the Community visits efforts were made to visit the FFA/CFA project sites for assessment of the type and quality of the works undertaken. Focus Group Discussions were held with a representative group of villagers knowledgeable on the PRRO programme activities. After a joint start, the group was usually split in two to allow a separate discussion on the programme with a group of women. Also, during the community visit there was a separate discussion with the field staff of the Cooperating Partner. The questions were again derived from the Evaluation Framework but put in a format that was manageable during 2-3 hour Community visits (see Annex 5).

### **Data analysis and reporting**

23. Upon collection of these data, the team collated and triangulated the various bits and pieces of information in order to build a grounded vision on the



programme in relation to the questions in the Evaluation Framework. The focus was on obtaining a thorough understanding of the context, the programme activities as undertaken, the results achieved, and analysis of the internal and external factors that have influenced the implementation processes and how these translated into real change for the beneficiaries. Where needed, this step entailed searching for additional information to fill (major) gaps in the information base. Also, it was ensured that data was cross-checked with the respective key informants (or documents) in case of contradictions.

24. At the end of the mission, two feedback sessions were held: a longer session with the staff of the WFP Country Office where the focus was on joint analysis of the findings, and a shorter one mainly aimed at presenting key findings to the stakeholders consulted during the mission followed by a short round of discussion.
25. Upon completion of the field phase, the team jointly worked on preparation of the Evaluation Report in line with EQAS guidance for Operational Evaluations.

## Annex 3: Evaluation Matrix

Sub Question	Sub Sub-Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Key Question 1: How appropriate is the operation?						
A. Are the objectives, targeting, and choice of activities and of transfer modalities appropriate to meet the needs of the food-insecure population in Madagascar?	A1. Are the <b>PRRO's objectives</b> appropriate to meet the (evolution of) needs of the food-insecure population in Madagascar?	A1-1. Correspondence between the set of objectives for PRRO 200065 and <u>priority needs among food-insecure people in Madagascar</u>	KII <sup>3</sup> (WFP CO, other UN, donors, GoM)  WFP Regional Bureau  Desk review (CFSVA 2010, CFSAM 2011 and 2013)  FGD in communities visited (beneficiaries and non beneficiaries)	SSI <sup>4</sup>  WFP / web search  Checklist	Triangulation of the results from the mentioned sources	OK
	A2. Is the <b>geographical targeting</b> appropriate to meet the (evolution of) needs of the food-insecure population in Madagascar in the period 2010-2013?	A2-1. Correlation between targeting in the PRRO and the <u>geographical food insecurity patterns in Madagascar</u>	KII (WFP CO, other UN, donors, GoM)  Desk review (CFSVA 2010, CFSAM 2011 and 2013, other assessment reports)	SSI  WFP / web search		OK

<sup>3</sup>Key informants Interview

<sup>4</sup> Semi-Structured Interviews

Sub Question	Sub Sub-Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
	A3. Is the <b>choice of activities and transfer modalities</b> appropriate to meet the (evolution of) needs of the food-insecure population in Madagascar in the period 2010-2013?	<p>A3-1. Clear decision-making process for the modality and timeframes within:</p> <ul style="list-style-type: none"> <li>- <u>the relief component</u> of the PRRO (needs assessment data available? Sectoral capacity assessments done?)</li> <li>- <u>the disaster preparedness and mitigation component</u> of the PRRO (added through BR5, July 2013) (types of work, planned timeframes, mechanisms for targeting at community and household level, food/cash transfer modalities)</li> <li>- <u>the early recovery component</u> of the PRRO (types of work, planned timeframes, mechanisms for targeting at community and household level, food/cash transfer modalities)</li> <li>- <u>the capacity building component</u> of the PRRO (added through BR5, July 2013; local authorities disaster management capacities, technical capacities of farmers)</li> </ul> <p>A3-5. <u>Internal coherence between the activities</u> in the PRRO, including the recently added activities under SO2 and SO5.</p>	<p>KII (WFP CO)</p> <p>WFP Regional Bureau</p> <p>FDG with Beneficiaries and non beneficiaries</p>	SSI	Juxtaposition of findings from the interviews with various staff members (international and national)	OK
B. Are the objectives, targeting, choice of activities and transfer modalities coherent with national policies and strategies? Do they seek complementarity with the intervention	<p>B1. Is the PRRO <u>coherent with relevant national policies</u>?</p> <ul style="list-style-type: none"> <li>- MAP</li> <li>- SNGRC/PNGRC</li> <li>- CAH</li> <li>- cyclone and drought contingency plans</li> <li>- agriculture sectoral policies</li> <li>- nutrition sectoral policies</li> <li>- ...</li> </ul> <p>B2. Does the PRRO seek</p>	<p>B1-1. Coherence of SO1 <u>relief activities</u> (targeted SFP, GFD, low-tech FFA) in the PRRO with mentioned national policies (objectives, targeting and activities)</p> <p>B1-2. Coherence of SO2 <u>preparedness and mitigation</u> FFA/CFA projects in the PRRO with mentioned national policies (objectives, targeting and activities)</p> <p>B1-3. Coherence of SO3 <u>early recovery</u> FFA/CFA projects in the PRRO with mentioned national policies (objectives, targeting and activities)</p> <p>B1-4. Coherence of SO5 <u>capacity building</u> activities in the PRRO with mentioned national policies (objectives, targeting and activities)</p> <p>B2-1. Complementarity of the <u>relief component</u></p>	<p>KII (WFP CO, GoM, UN, donors)</p> <p>Desk review</p>	<p>SSI</p> <p>WFP / web search</p>	Comparison of documents plus triangulation through key stakeholder interview	OK
	B2. Does the PRRO seek	B2-1. Complementarity of the <u>relief component</u>	KII (WFP	SSI	Triangul	

Sub Question	Sub Sub-Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
s of relevant humanitarian and development partners as well as with WFP's country programme?	<u>complementarity with the interventions of relevant humanitarian and development partners for Madagascar?</u> (World Bank, EC, USAID, French Cooperation, GIZ, Japan)	(targeted SFP, GFD, low-tech FFA) in the PRRO with other humanitarian / development interventions in Madagascar	CO/SOs, GoM, UN, donors)	WFP / web search Checklist	ation of findings from various sources	OK
		B2-2.Complementarity of the <u>preparedness and mitigation component</u> (FFA/CFA projects) in the PRRO with other humanitarian / development interventions in Madagascar	WFP Regional Bureau Desk review			
		B2-3.Complementarity of the <u>early recovery component</u> (FFA/CFA projects) in the PRRO with other humanitarian / development interventions in Madagascar	FGD in communities visited			
		B2-4.Complementarity of the <u>capacity building</u> activities in the PRRO with other humanitarian / development interventions in Madagascar	KII (WFP CO/SOs, GoM, UN, donors) Desk review	SSI WFP / web search	Triangulation of findings from various sources	OK
	B3. Does the PRRO seek <u>complementarity with other WFP programmes in Madagascar</u> (CP, EMOP)?	B3-1. Complementarity of the various components in the PRRO with other WFP interventions in Madagascar (EMOP, CP): - <b>SO1</b> (relief component) - <b>SO2</b> (preparedness and mitigation component) - <b>SO3</b> (early recovery component) - <b>SO5</b> (capacity building component)	KII (WFP CO/SOs) WFP Regional Bureau Desk review FGD in communities visited	SSI WFP documentation Checklist	Triangulation of findings from various sources	OK
C. Are the objectives, targeting, the choice of activities and transfer modalities coherent with WFP strategies, policies and	C1. Are the activities in this PRRO <u>coherent with WFP Strategic Results Framework 2008-2013?</u>	C1-1. Coherence of the various components in the PRRO with the WFP Strategic Results Framework 2008-2013 (objectives, indicators, targeting, choice of activities, transfer modalities) - <b>SO1</b> (relief component) - <b>SO2</b> (preparedness and mitigation component) - <b>SO3</b> (early recovery component) - <b>SO5</b> (capacity building component)	Desk review (project document and the BRs, SRF 2008-2013)	WFP	Juxtaposition of the documents	OK

Sub Question	Sub Sub-Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
normative guidance?	C2. Are the activities in this PRRO <u>coherent with the WFP policy framework and available normative guidance</u> ? - Safety Nets Policy 2012 - Nutrition Policy 2012 - Policy on DRR 2011 - Food Aid and Livelihoods in Emergencies 2010 - Capacity Development and Hand-over 2009 - Gender policy 2009 - Vouchers/cash transfers, 2008	C2-1. Coherence of the PRRO <u>relief component</u> with relevant WFP policy documents (in particular the 2010 Food Aid and Livelihoods in Emergencies policy, 2012 Nutrition Policy, and 2009 Gender Policy) C2-2. Coherence of the PRRO <u>preparedness and mitigation component</u> with relevant WFP policy documents (in particular the 2011 Policy on DRR, 2012 Safety Nets Policy, 2008 Vouchers & Cash transfers Policy, and 2009 Gender Policy) C2-3. Coherence of the PRRO <u>early recovery component</u> with relevant WFP policy documents (in particular the 2011 Policy on DRR, 2008 Vouchers & Cash Transfers policy, and 2009 Gender Policy) C2-4. Coherence of the PRRO <u>capacity building component</u> with relevant WFP policy documents (in particular the 2009 Capacity Development and Hand-over policy)	Desk review (project document and the mentioned WFP policy documents)  WFP Regional Bureau	WFP	Juxtaposition of the documents	OK

Sub Question	Sub-sub- Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Key Question 2: What are the results of the operation?						
D. What is the level of <u>attainment of planned outputs</u> for the various components in the PRRO? (disaggregate		D1-1. Actual outputs per year for the various components and correspondence with annual plans 2010, 2011, 2012 and 2013 (geographical targeting, types of interventions, no. of beneficiaries): - Targeted SFP / GFD / low-tech FFA ( <u>relief component</u> ) - FFA/CFA ( <u>preparedness and mitigation</u> )	Desk review (SPRs 2010, 2011 and 2012; Annual Operational Plan 2013 and collated monthly output data up	WFP CO  Cross check interpretation with CO and RB	Preparing tables and/or graphs	OK

Sub Question	Sub-sub- Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
d between women, men, boys and girls)?		<u>component)</u> - FFA/CFA ( <u>early recovery component</u> ) - Technical support to farmers / BNGRC support ( <u>capacity building component</u> )	to end September for 2013)			
E. To what extent have the outputs realized led to <u>realisation of the operation objectives as well as to unintended effects?</u> (disaggregated between women, men, boys and girls)		E1-1a. <u>Level of realization since July 2010</u> of the PRRO objectives for the various components: - <u>Relief component</u> (GAM stabilization, FCS above set threshold) - <u>Preparedness and mitigation component</u> (CAS above the set threshold, community management of created assets above set threshold; start date July 2013) - <u>Early recovery component</u> (FCS above set threshold, CSI decrease for over 80% of targeted beneficiaries with high CSI, CAS above the set threshold) - <u>Capacity building component</u> (at least 20% foods locally purchased; start date July 2013).	Desk review (Project document, SPRs, WFP monitoring data)  ?	WFP CO  Cross check interpretation with CO and RB interviews	Preparing tables and/or graphs	Good for SO1 and SO3 up to end 2012.  Unclear if evidence will be there for SO2 and SO5 and for 2013
		E1-1b. Listing of any <u>unintended effects</u> that occurred for activities under the various components in the PRRO: - Targeted SFP / GFD / low-tech FFA activities under the relief component (July 2010 till present) - FFA/CFA projects under the preparedness and	KII (WFP CO/SOs, CPs)  FGD in communities	SSI  Checklist	Collation / triangulation of findings	Depending on what

Sub Question	Sub-sub- Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
		mitigation component (July 2013 till present) - FFA/CFA projects under the early recovery component (July 2010 till present) - Capacity building activities (July 2013 till present)	visited			information is shared
F. How have the different activities in the PRRO dovetailed and are they synergetic with other WFP interventions in Madagascar as well as with what other actors are doing to contribute to the overriding WFP objective in the country?	F1. How have the different activities under the PRRO <b><u>converged with other WFP operations and programmes in Madagascar?</u></b> Are there <b><u>any other synergies beyond the level of targeting the same beneficiaries?</u></b> (PRRO, CP, EMOP)	F1-1. Geographical convergence between the activities under the PRRO and other WFP activities in MAG(look at both original PRRO logframe and the revised logframe of July 2013)	KI (WFP CO/SOs, CPs)	SSI	Triangulation of statements of different respondents	OK
		F1-2. Coordinated <u>timeframes for phasing in and phasing out</u> of the various components under the EMOP, PRRO and CP activities of WFP in MAG				
	F2. <b><u>Links and synergies between the different activities in the PRRO and interventions by other actors in Madagascar?</u></b> (World Bank, EC, USAID, French Cooperation, GIZ, Japan, others as applicable)	F2-1. Relations between the PRRO activities and objectives and the overall <u>UNDAF framework</u> for Madagascar	KI (WFP, donors, other UN agencies)  Review UNDAF doc and PRRO project document	SSI	Triangulation of different sources of information	OK
		F2-2 Links and synergies between activities under the PRRO and <u>food security and nutrition interventions of other actors in the same regions / districts / communities</u>	KI (WFP, CPs, donors, other NGOs)  Review of documentation on other food security programmes in Madagascar	SSI  WFP / donors / UN agencies web search	Triangulation of different sources of information	OK
G. Has the PRRO been implemented in an efficient way and	G1. <b><u>Smoothness and timeliness of the implementation</u></b> of the PRRO as compared to the annual operational plans:	G1-1. Smoothness and timeliness of the implementation of various components in the PRRO as compared to the operational plan: - Targeted SFP / GFD / low-tech FFA ( <u>relief component</u> )	KI (WFP CO/SOs, CPs)	SSI	Collation and triangulation of statements	Depending on what

Sub Question	Sub-sub- Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
against acceptable costs levels?	<ul style="list-style-type: none"> <li>- planning processes (WFP, CPs)</li> <li>- food logistics incl. prepositioning; occurrence of pipeline breaks (WFP, CPs)</li> <li>- distribution systems (CPs)</li> <li>- financial/narrative reporting (CPs)</li> <li>- overall administration (WFP)</li> </ul>	<ul style="list-style-type: none"> <li>- FFA/CFA (<u>preparedness and mitigation component</u>)</li> <li>- FFA/CFA (<u>early recovery component</u>)</li> <li>- Technical support to farmers / BNGRC support (<u>capacity building component</u>)</li> </ul>			ts of different respondents	t information is shared
	G2. Can <b>costs per beneficiary reached</b> by the PRRO rated to be acceptable and in line with the result achieved	<p>G2-1. The costs per beneficiary reached by the various activities under the PRRO are rated as acceptable and in line with results achieved:</p> <ul style="list-style-type: none"> <li>- Targeted SFP / GFD / low-tech FFA (<u>relief component</u>)</li> <li>- FFA/CFA (<u>preparedness and mitigation component</u>; since July 2013)</li> <li>- FFA/CFA (<u>early recovery component</u>)</li> <li>- Technical support to farmers / BNGRC support (<u>capacity building component</u>)</li> </ul>	<p>KI (WFP CO)</p> <p>Desk review</p>	<p>SSI</p> <p>WFP MAG docs/data</p>	Main focus on appreciation by WFP staff of costs level	No general benchmarks available (cost levels are context-specific)
H. What is the likelihood that the <u>benefits of the PRRO will continue after the end of the operation?</u>		<p>H1-1. <u>Achieved level of protection of households/communities against new shocks (droughts, cyclones):</u></p> <ul style="list-style-type: none"> <li>- For targeted SFP / GFD / low-tech FFA (<u>relief component</u>)</li> <li>- FFA/CFA (<u>preparedness and mitigation component</u>; since July 2013)</li> <li>- FFA/CFA (<u>early recovery component</u>)</li> </ul>	<p>KI (WFP CO/SOs, CPs)</p> <p>FGD in communities visited</p>	<p>SSI</p> <p>Checklist</p>	Collation of findings from mentioned sources of informati	Based on perceptions



Sub Question	Sub-sub- Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
		- Technical support to farmers / BNGRC support ( <u>capacity building component</u> ; since July 2013)			on	

Sub Question	Sub-sub- Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Key Question 3: Why and how has the operation produced the observed results?						
I. What are the main internal factors that explain which results have been achieved and how they have been achieved?	I1. What are <b><u>strengths and weaknesses in the internal organization within WFP Madagascar</u></b> that have affected the implementation and successfulness of the PRRO?	I1-1. WFP Madagascar has an <u>efficient organizational structure</u> with clear institutional arrangements, including issues related to staffing, capacity and technical backstopping from RB/HQ	KI (WFP CO/SOs, CPs)  WFP Regional Bureau  Review WFP MAG documentation	SSI  Request to WFP MAG	Triangulation of findings from mentioned sources of information	Based on perceptions
		I1-2. <u>Effective data handling, communication and decision-making systems</u> are used within the WFP CO and SOs in MAG for: - <u>smooth actualization (updating)</u> of the programme design if required because of changes in the context - <u>efficient implementation of activities</u> according to the operational plan - <u>sufficient monitoring/evaluation</u> of the PRRO - Relevant and realistic methods to assess FS, as well as monitor project outcomes and impact.				
	I2. Has the <b><u>guidance from OMJ and HQ beyond the available corporate documentation</u></b> been sufficient for ensuring successful implementation of the PRRO?	I2-1. WFP Madagascar receives relevant and effective <u>strategic and technical backstopping from the Regional Bureau</u>	KI (WFP CO/SOs)  WFP Regional Bureau  Review mission reports and other	SSI  Request to OMJ / WFP MAG	Triangulation of findings from mentioned sources of information	Based on perceptions
		I2-2. WFP Madagascar receives relevant and effective <u>strategic and technical guidance from HQ</u>				

Sub Question	Sub-sub- Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
			documentation as available			
	I3. Did WFP Madagascar avail of a <b>good network of CPs</b> for effective implementation of the various components in the PRRO?	<p>I3-1. WFP Madagascar avails of a <u>network of well-qualified CPs and good coordination mechanisms</u> for implementing the various activities under the PRRO:</p> <ul style="list-style-type: none"> <li>- For targeted SFP / GFD / low-tech FFA (<u>relief component</u>)</li> <li>- FFA/CFA (<u>preparedness and mitigation component</u>; since July 2013)</li> <li>- FFA/CFA (<u>early recovery component</u>)</li> <li>- Technical support to farmers / BNGRC support (<u>capacity building component</u>; since July 2013)</li> </ul>	<p>KI (WFP CO/SOs, CPs)</p> <p>Ask feedback from end users (beneficiaries, local authorities)</p>	SSI	Triangulation of findings from mentioned sources of information	Based on perceptions
J. What are the main external factors that explain which results have been achieved and how they have been achieved?	<p>J1. What are the main <b>opportunities and threats in the external operating environment in Madagascar</b> that have influenced the results achieved by the PRRO in the period 2010-2013?</p> <ul style="list-style-type: none"> <li>- natural environment, climate and infrastructure</li> <li>- political conditions</li> <li>- economical influences</li> <li>- other UN/NGO programmes in the geographical areas targeted by the WFP PRRO</li> <li>- socio- cultural dimensions</li> </ul>	<p>J1-1. <u>External opportunities and threats</u> that affected the activities under the various components in the PRRO:</p> <ul style="list-style-type: none"> <li>- For targeted SFP / GFD / low-tech FFA (<u>relief component</u>)</li> <li>- FFA/CFA (<u>preparedness and mitigation component</u>; since July 2013)</li> <li>- FFA/CFA (<u>early recovery component</u>)</li> <li>- Technical support to farmers / BNGRC support (<u>capacity building component</u>; since July 2013)</li> </ul>	<p>KI (WFP CO/SOs, CPs)</p> <p>General desk review</p> <p>FGD in communities visited</p>	<p>SSI</p> <p>WWW search</p> <p>checklist</p>	Triangulation of findings from mentioned sources of information	Based on perceptions
	J2. Are there any <b>factors beyond the national context setting in Madagascar and beyond control of WFP</b> that influenced the results achieved by the PRRO?	<p>J2-1. <u>Evolution of PRRO funding over time</u> as against annual requirements</p> <p>J2-2. <u>Factors at regional and international level</u> that influenced PRRO results (incentives or limitations caused by socio-economic, climatic, political, and technical factors)</p>	<p>WFP SPRs and other documentation</p> <p>KI (WFP CO/SOs, donors)</p>	<p>Request to WFP</p> <p>SSI</p>	<p>Preparing tables and/or graphs</p> <p>Triangulation of findings from</p>	<p>OK</p> <p>Based on per</p>

Sub Question	Sub-sub- Question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
					mentioned sources of information	ceptions

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## Annex 5: List of People Met/ Interviewed

Date	Organization	Name	Position	Email	Met by:
<b>Government of Madagascar</b>					
11 Nov '13	BNGRC	Raymond RANDRIATAHINA	Executive Secretary	<a href="mailto:Sp.bngrc@bngrc.mg">Sp.bngrc@bngrc.mg</a>	AH, GR, LL
12 Nov '13	CPGU	Colonel Mamy RAZAKANAIVO	Secrétaire Exécutif	<a href="mailto:razakanaivom@yahoo.fr">razakanaivom@yahoo.fr</a>	GR
12 & 29 Nov '13	ONN	Lova Fanantenana RALAMBOMAHAY Christian RANJALAHY	Responsable de la relation avec les partenaires Auditeur Interne	<a href="mailto:cn@onn.mg">cn@onn.mg</a>	GR (12/11 & 29/11), AH (29/11)
<b>Donors</b>					
12 Nov '13	USAID Madagascar	Aleathea MUSAH	Director Health, Population and Nutrition, Food Security office, DRR	<a href="mailto:amusah@usaid.gov">amusah@usaid.gov</a>	AH, LL
13 Nov '13	USAID Madagascar	Solonirina RANAIVOJAONA	Food Aid Monitoring and Disaster Specialist	<a href="mailto:sranaivojaona@usaid.gov">sranaivojaona@usaid.gov</a>	GR, AH
12 Nov '13	EC Delegation Madagascar	Jacqueline UWAMWIZA	Programme Manager Rural Development and Food Security	<a href="mailto:Jacqueline.Uwamwiza@eeas.europa.eu">Jacqueline.Uwamwiza@eeas.europa.eu</a>	AH, LL, GR
13 Nov '13	GIZ	Alan WALSCH	Bureau de la GIZ à Antananarivo Directeur Résident	<a href="mailto:alan.walsch@giz.de">alan.walsch@giz.de</a>	LL
14 Nov '13	Ambassade de France	Laurent LAPEYRE	Attaché de coopération	<a href="mailto:laurent.lapeyre@diplomatie.gouv.fr">laurent.lapeyre@diplomatie.gouv.fr</a>	LL
<b>UN agencies</b>					
13 Nov '13	FAO	Alexandre HUYNH	Emergency & Recovery Coordinator	<a href="mailto:Alexandre.huynh@fao.org">Alexandre.huynh@fao.org</a>	GR, AH



14 & 28 Nov '13	UNICEF	Jacky Roland RANDIMBIARISON Matthias LANSARD Nanama SIMEON	Education specialist  Politique et partenariat Nutrition Manager	<a href="mailto:jrandimbiarison@unicef.org">jrandimbiarison@unicef.org</a> <a href="mailto:mlansard@unicef.org">mlansard@unicef.org</a> <a href="mailto:snamana@unicef.org">snamana@unicef.org</a>	<b>LL (14/11) &amp; AH (28/11)</b>
14 Nov '13	PNUD	Moustapha DIALLO	Disaster Risk Management Advisor	<a href="mailto:moustapha.diallo@undp.org">moustapha.diallo@undp.org</a>	<b>AH, GR</b>
14 Nov '13	OCHA	Rija RAKOTOSON	Humanitarian Affairs Specialist	<a href="mailto:rakotoson@un.org">rakotoson@un.org</a>	<b>AH, GR</b>
29 Nov '13	IFAD	Haingo Rakotndratsima	Operations Manager	<a href="mailto:h.rakotondratsima@ifad.org">h.rakotondratsima@ifad.org</a>	<b>AH, LL</b>
<b>Cooperating Partners to WFP for the PRRO</b>					
12 Nov '13	CARE International	Mamy ANDRIASMASINORO	Emergency Operations Manager	<a href="mailto:Mamy.andriamasinoro@co.care.org">Mamy.andriamasinoro@co.care.org</a>	<b>AH, GR</b>
13 Nov '13	ASOS	Jean-Claude RAKOTOMALALA	Executive Secretary	<a href="mailto:jcrakotomalala@yahoo.fr">jcrakotomalala@yahoo.fr</a>	<b>GR</b>
13 Nov '13	RTM	Annalisa MANSUTTI Eleonore RAHARINORO	Country Representative Health and Nutrition Coordinator	<a href="mailto:Annalisa.mansutti@reggioterzomondo.org">Annalisa.mansutti@reggioterzomondo.org</a> <a href="mailto:Coord-tana@reggioterzomondo.org">Coord-tana@reggioterzomondo.org</a>	<b>GR</b>
13 Nov '13	InterAide	Damien DU PORTAL	Représentant InterAide à Madagascar et responsable des operations Madagascar Rural	<a href="mailto:damien.duportal@interaide.org">damien.duportal@interaide.org</a>	<b>LL</b>
15 Nov '13	CARITAS	Père Abel ANDRIAMBOLOLOTIAN A, Mme Sahondra RAHARILALAO	(a) Secrétaire Général (b) Responsable Urgence	<a href="mailto:caritasm@moov.mg">caritasm@moov.mg</a> <a href="mailto:caritasurgence@yahoo.fr">caritasurgence@yahoo.fr</a>	<b>GR</b>
<b>Other stakeholders</b>					
13 Nov '13	CRS	Jennifer PETERSON	Chief of Party Salohi consortium	<a href="mailto:Jennifer.peterson@crs.org">Jennifer.peterson@crs.org</a>	<b>AH, GR</b>
13 Nov '13	MSF	Beatriz BEATO SIRVENT	Chef de Mission	<a href="mailto:Msff-tana-cdm@paris.msf.org">Msff-tana-cdm@paris.msf.org</a>	<b>AH, GR</b>

## Annex 6: Field mission schedule

Date/ Time	Stakeholder/Location	Team Member(s)	Purpose	Focus	Tools
<b>18-11-2013</b>	WFP staff / Tamatave	AH, GR, LL	Briefing	Local context in the East, port logistics, partner network dynamics, coordination	Checklist WFP meetings
	CPs (Caritas, CARE, ODDIT, St. Gabriel) / Tamatave		Group discussion	Local context, cyclone responses and preparedness / recovery	Checklist CP meetings
<b>19-11-2013</b>	CARE / Vatomandry	AH, GR, LL	Assessment of contexte, implementation processes and results	Village resettlement due to floods	Observations during site visits GFD with communities
	TAOTAONKAFA / Vatomandry			Hydroagricultural infrastructures, rural tracks, pedestrian paths	
	Caritas / Vatomandry			HH rehabilitation	
<b>20-11-2013</b>	St. Gabriel / Vatomandry	AH, GR, LL		Latrines, hydro-agricultural infrastructures ; GFD	
<b>23-11-2013</b>	WFP Ambovombe / Ambosoary	LL, AH	Visit to warehouse, Briefing	Local context in the South, port logistics, partner network dynamics, coordination	Checklist WFP meetings
	CP meeting (CSA, WWF, CARE)/ Ambosoary		Group discussion	Local context, cyclone and drought responses and preparedness / recovery	Checklist CP meetings
	CSA and WWF / Ambosoary		Assessment of contexte, implementation processes and results	FFT / FFA : reforestation + literacy	Observations during site visits GFD with communities
	CARE / Ifotaka			FFA : rural tracks	
<b>24-11-2013</b>	Avotsaina / Ambovombe	AH	Assessment of contexte, implementation processes and results	CFW: rural track	
	Ampelamitraoke / Ambovombe			FFA : reforestation, rural tracks	
	Kiomba / / Ambovombe			FFA : reforestation / fruits cactus and others species (not anymore under PRRO)	
<b>25-11-2013</b>	CDD / Tulear II	GR	Assessment of contexte, implementation processes and results	FFA: irrigation channels	Observations during site visits GFD with communities
	CARE / Tulear II			FFA: irrigation channels, rural tracks	
	CP meeting (CARE, MADR,	AH		...	

	MANAO)/ Bekily				
	MADR / Ambahita Beamalo			FFA: irrigation channels, rural tracks + CFW: ??	
	CARE / Manantenina			FFA	
	CARE / Vangaindrano			rural tracks + " digues " for refuge/evacuation ( from remote village during floods )	
<b>26-11-2013</b>	Morafeno / Bekily	AH		FFA: digging/ rehabilitation	
	MANAO / Bekily			FFA: irrigation channels CFW: Hydro agricultural infrastructures, wells	
<b>27-11-2013</b>	Fihamy / Ampanihy	GR, AH	Assessment of contexte, implementation processes and results	ponds, water restraints, rural tracks	Observations during site visits GFD with communities
	Mahafaly Mandroso / Ampanihy			ponds, water restraints, rural tracks	
	Hiara-Hampandroso / Ampanihy			rural tracks + reforestation/cactus + irrigation schemes	
	AAA / Mahabo	LL		FFA: reforestation	
	AAA / Ambalolo			CFW: Irrigation channels	
	Caritas / Tsararafa			FFA : reforestation	
	<b>28-11-2013</b>	Meeting ACF, GIZ, AVSF / Betioky		GR, AH	
TAMAFA / Betioky			ponds, water restraints, rural tracks + reforestation /cactus + irrigation schemes + agricultural relaunching		
InterAide / Vohipeno		LL	Assessment of contexte, implementation processes and results	FFA : irrigation channels, agricultural relaunching, rural tracks	Observations during site visits GFD with communities
ORN / Marofarihy				Irrigation channels	
<b>29-11-2013</b>	WFP / Tulear	GR, AH	Briefing	Local context in the South West, port logistics, partner network dynamics, coordination	
	CP meeting (CDD, CARE,		Group discussion	Local context, cyclone and	

	TANY MAITSO)			drought responses and preparedness / recovery	
	InterAide / Ranomafana	LL		Prepositioning	
	RTM / Manakara			FFA: reforestation + food aid monitor	
	BDEM / Ifanadiana			FFA: Irrigation channels	

## Annex 7: Attendance list External Debriefing

### Réunion de restitution de la mission d'évaluation du PRRO Bureau du PAM Ambatoroka, 4 Décembre 2013

N	Nom et Prénom	Organisation	Téléphone	Email
	RANDRIATAHINA		034 05 480	
1	Raymond LCL	BNGRC	02	<a href="mailto:sp.bngrc@bngrc.mg">sp.bngrc@bngrc.mg</a>
	RATSARAHEVITRA		034 81 089	
2	Andriamisetra	CPGU	93	<a href="mailto:ratsarahevitraandriamisetra@yahoo.fr">ratsarahevitraandriamisetra@yahoo.fr</a>
	RANDRIAMANANTSOA		034 14 121	
3	Edmond	BNGRC	42	<a href="mailto:madedmondmad@gmail.com">madedmondmad@gmail.com</a>
	AINAHARIVELO Annie		034 89 321	
4	Robdera	CPGU	45	<a href="mailto:annieharivelo@yahoo.fr">annieharivelo@yahoo.fr</a>
	MAHAZOASY Nestor	ONN/UnSE	034 05 158	
	ANDRIATSARAFARA		45	<a href="mailto:nestor@onn.mg">nestor@onn.mg</a>
6	Lalaharizaka	ONN	034 02 561	
			74	<a href="mailto:lala_onn@yahoo.fr">lala_onn@yahoo.fr</a>
			033 23 851	
7	RAJAOBELINA Tantely	ADRA	89	<a href="mailto:programs.assis.co@adra.mg">programs.assis.co@adra.mg</a>
	RATSIMBAZAFY Noro		034 05 157	
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## Annex 8 Humanitarian Funding for Madagascar

Humanitarian funding was provided as international response to the natural disasters hitting Madagascar. The amounts of support in the past years however have been rather small, and there are large variations in the amounts per donor from year to year, see table below:

*Table 1: Madagascar Total Humanitarian Funding per Donor 2010 - 2013 (million US\$)<sup>5</sup>*

	2010	2011	2012	2013 <sup>6</sup>
<b>EC</b>	8.87	0.59	8.30	0.83
<b>CERF</b>	4.37	5.99	2.00	8.00
<b>United States</b>	3.25	0.05	0.19	-
<b>France</b>	2.05	3.13	2.60	3.54
<b>Germany</b>	1.24	2.15	5.63	4.32
<b>United Kingdom</b>	1.22	-	-	-
<b>Switzerland</b>	0.16	0.72	0.98	0.60
<b>Japan</b>	-	-	1.98	-
<b>Canada</b>	-	-	1.04	-
<b>Others</b>	-	0.78	0.90	1.1
<b>Totals</b>	<b>21.52</b>	<b>13.32</b>	<b>23.63</b>	<b>18.40</b>

<sup>5</sup> Constructed based on data available through the OCHA Financial Tracking Service. See: <http://fts.unocha.org/pageloader.aspx?page=emerg-emergencyCountryDetails&cc=mdg&yr=2013>

<sup>6</sup> Up to 27<sup>th</sup> October 2013.

## Annex 9 Main Findings in Evaluation PRRO 10442.0

### Design issues:

- After a succession of EMOPs, a PRRO is a relevant approach within the context of recurrent natural disasters and food insecurity in Madagascar. A PRRO allows responding quickly to new emergencies combined with early recovery activities and interventions during the phase prior to emergencies (particularly in the South).
- Geographical targeting for the PRRO is in line with needs assessment findings.
- Food rations within the PRRO are adequate and in line with local preferences (PRRO included 4,000 MT of sorghum for the South).

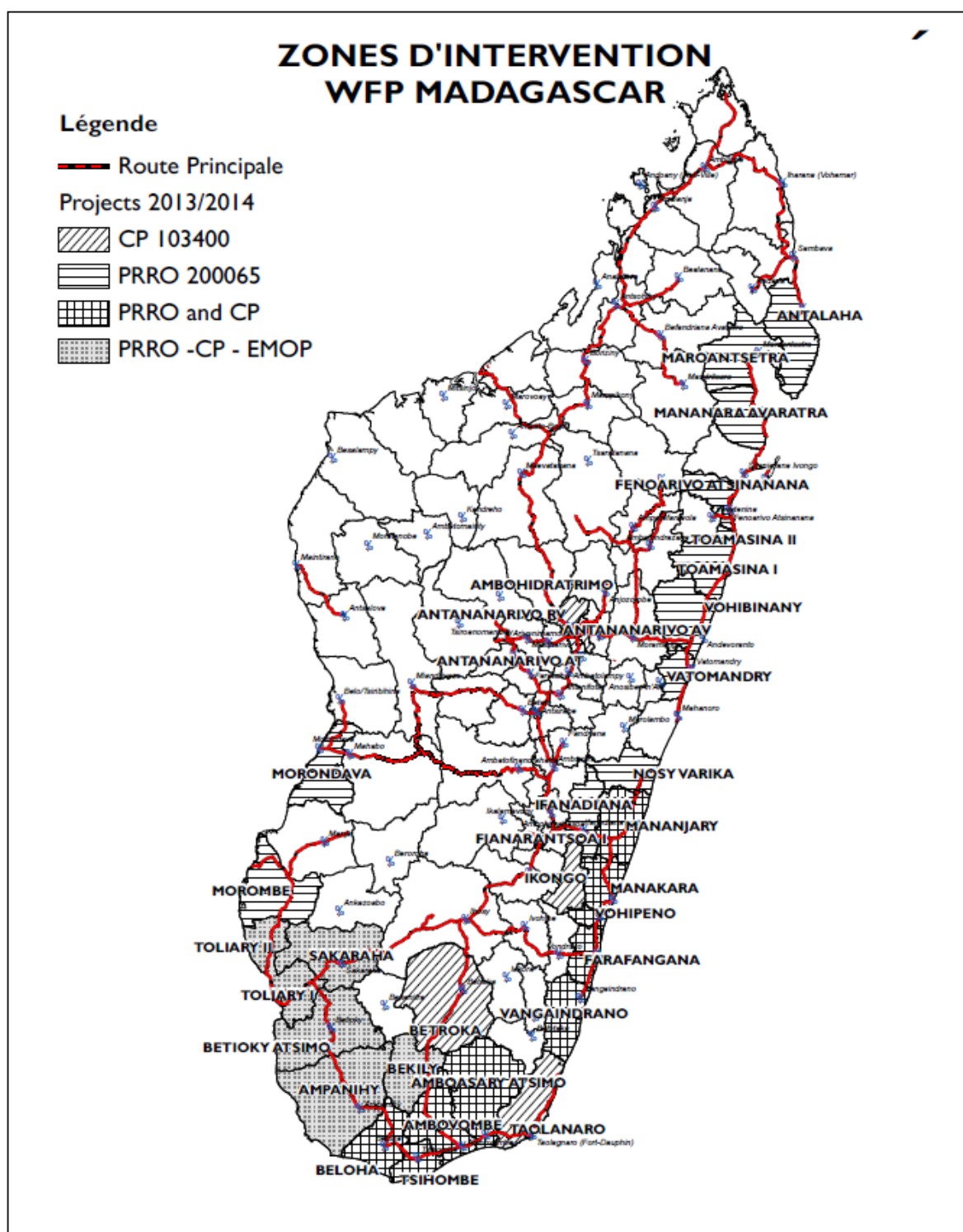
### Results:

- Coverage has been beyond the number of beneficiaries foreseen. WFP was able to borrow food to respond to the crisis in 2006 when funding levels were not yet very high.
- Needs assessments were undertaken after all major sudden shocks (cyclones) and formed an appropriate base for decision-making. In line with Government requirements, the duration of GFD has been kept short and Food-for-Work was applied as mechanism to contribute to rehabilitation of community assets and infrastructures.
- SAP and SIRSA formed good information bases to define what interventions were needed in relation to droughts in the South. The sentinel sites that were envisaged for other parts of the country were not established because the Government announced it would install a national system.
- The logistics system was well in place, and functioned properly (including smooth customs clearance). Prepositioning was adequate both in terms of locations and volumes of food (actually often beyond needs). Utilization of the commodities that are prepositioned in case no (major) cyclones occur is less optimal as there is lack of clear vision how FFA projects can contribute to disaster preparedness. The prepositioning approach has been replicated by BNGRC and Unicef.
- The management of the PRRO is affected by lack of a system to monitor inputs and results for both the relief and recovery components. Budget management was rated to be good.
- The partner network is rather fragmented. The 18 partners for the PRRO overall appreciate the collaboration with WFP, but were critical about the lengthy project elaboration process and late payments.
- Although it was acknowledged that attribution is problematic as PRRO outcome indicators are multi-factorial in nature and a sufficient database allowing comparisons with non-intervention areas is lacking, the results achieved by the PRRO are modest only, both in terms of % of the household budget allocated to food and prevalence of malnutrition. There is anecdotal evidence of the impact of FFW projects in terms of acreage cultivated, better access to markets, and stabilization of rice prices. But in many cases, the FFW projects did not create durable assets and mainly have served short-term objectives. The reasons for this were (a) lack of clear objectives and criteria for FFW in the recovery phase; (b) lack of funding so that cheaper less durable inputs had to be used; and (c) many partner agencies have staff with limited competences. The recovery component also was less effective as there were insufficient linkages with the Country Programme.
- Capacity building has taken place to support BNGRC, UN and NGO partners, the Food Security and Nutrition cluster, the Logistics cluster, the Thematic Group on Disaster Risk Management, and the Food Security Task Force in the 'Grand Sud'.



- WFP has managed the platform for Early Warning Information (SAP) and a platform for information sharing during the cyclone responses.

## Annex 10: Map of WFP Interventions in Madagascar



## **Annex 11: Overview PRRO 200065 Budget Revisions 3 and 5**

### **Budget Revision 3 (June 2012):**

Extension of project duration by one year (up to end June 2013), increase in food requirements (by 19,612 MT) and overall budget (by US\$16.4 million), and set of programmatic changes:

#### **Relief component:**

- Drought-affected zones: reduced duration of general food distribution (GFD) (now 5 days) followed by Food-for-Assets (FFA) projects (20 days)
- Continuation of 25-days GFD in cyclone-affected areas

#### **Early recovery component:**

- Shift of pregnant and lactating women (PLW) nutrition component to the CP;
- Continuation of targeted supplementary feeding for 90 days for treatment of moderate acute malnutrition (MAM);
- Increased duration of FFA micro-projects (100 instead of 60-days);
- Pilot on 25-days Cash-for-Assets (CFA) after harvest (5,000 participants);
- Addition of capacity development component aimed at supporting local authorities in collaboration with BNGRC (re-engagement with Government after elections), and technical support to farmers associations.

### **Budget Revision 5 (July 2013):**

Extension of project duration by one year (up to end June 2014), increase in food requirements (by 23,932 MT), cash transfers budget (by US\$284,000), and overall budget (US\$18.2 million), revision of the composition of the daily food rations, and again some programmatic changes:

#### **Relief component:**

- Introduction of 10-days Food-for-Assets (FFA) projects after 15-days GFD in cyclone-affected areas, and increase in no. of FFA participants;

#### **Early recovery component:**

- Hand-over of MAM treatment to the CP (closure of nutrition component);
- Shift to 140-days FFA (instead of 100 days) and increase in no. of participants, and continuation of the CFA pilot for 5,000 participants;

Addition of training on Emergency Food Security Assessments (EFSA) under the capacity development component.

## Annex 12: Evolution of planning figures for PRRO 200063<sup>7</sup>

*Table 2: Evolution of planned no. of beneficiaries, PRRO 200065*

		Project Document (July 2010)	BR3 (June 2012)	BR5 (July 2013)
<b>SO1 (relief)</b>	GFD Drought	24,000	22,020	22,000
	GFD Cyclone	289,000	27,200	27,000
	FFW Drought	73,000	0	0
	FFW Cyclone	0	20,000	27,000
	Nutr Pregnant and Lactating Women	27,000	0	0
	TSF 6-59 months		27,500	0
<b>SO3 (recovery)</b>	GFD Drought	26,000	0	0
	FFW Drought	77,000	140,500	160,000
	FFW Cyclone	120,000	254,280	255,000
	CFA Drought	0	25,000	25,000
<b>Total</b>		<b>516,000</b>	<b>516,000</b>	<b>516,000</b>

*Table 3: Evolution of planned tonnage, PRRO 200065*

Planned Tonnage		Project Document (July 2010)	BR3 (June 2012)	BR5 (July 2013)
<b>SO1 (relief)</b>	GFD Drought	2,548	2,612	2,802
	GFD Cyclone	10,084	10,402	10,611
	FFW Drought	4,685	0	0
	FFW Cyclone	0	4,901	5,149
	Nutr Pregnant and Lactating Women	0	219	219
	TSF 6-59 months	1,094	1,172	1,172
<b>SO3 (recovery)</b>	GFD Drought	2,738	2,738	2,738
	FFW Drought	5,022	12,042	23,598
	FFW Cyclone	6,624	18,321	30,051
<b>Total</b>		<b>32,795</b>	<b>52,407</b>	<b>76,340</b>

<sup>7</sup> All figures are taken from the WFP project documentation.

## Annex 13: Relation between PRRO 200065 indicators and WFP policy framework

14. The table below gives an overview of the PRRO objectives, indicators and planned activities, and indicates to which elements in the WFP corporate policy framework they are related:

Table 4: PRRO 200065 Logframe outcome indicators

Indicators	Activities	Related WFP policies	Remarks
<b>SO 1: Save Lives and Protect Livelihoods in Emergencies<sup>8</sup></b>			
Prevalence of acute malnutrition among children under 5 (weight-for-height as %) <sup>9</sup>	3-month nutrition rehabilitation (targeting MAM cases 6-59 months of age, blanket feeding for Pregnant and Lactating Women) where GAM rates exceed 10% <sup>10</sup>	Nutrition Policy (2012): Support to Governments for MAM treatment (children 6-59 months) and prevention of acute malnutrition among PLW. Focus on geographical areas with GAM >10% or 5-9% when aggravating factors <sup>11</sup> exist.	<ul style="list-style-type: none"> <li>- PRRO based on Sphere thresholds for starting nutrition programmes, not geared to preventive approaches.</li> <li>- Area-specific GAM rates often not available.</li> <li>- CP limited to South, in other areas where PRRO operates nutrition component now is lacking.</li> </ul>
Household Food Consumption Score (FCS)	GFD <sup>12</sup> Low-tech FFA	<b>WFP Strategic Plan 2008-2013:</b> Next to its focus on saving lives during acute emergencies (Goal 1), SO1 is supporting livelihoods and self-reliance of vulnerable groups (Goal 2). Tools are GFD and targeted food assistance, but vouchers and cash have proven important. Requires accurate and credible needs assessments.	<ul style="list-style-type: none"> <li>- Need to differentiate between: <ul style="list-style-type: none"> <li>- South East / East where focus is on provision of relief after cyclones and floods (SO1), combined with FS-oriented support for DRR (SO2 / SO3).</li> <li>- South where the main rationale is to address prolonged FS problems (SO2/SO3) combined with relief during droughts and other shocks (SO1).</li> </ul> </li> </ul>
<b>SO 2: Prevent Acute Hunger and Invest in Disaster Preparedness and Mitigation measures<sup>13</sup></b>			
<b>SO 3: Restore and Rebuild Lives and Livelihoods in Post-Conflict, Post-Disaster or Transition Situations<sup>14</sup></b>			
<b>SO2:</b> Community Asset Score (CAS) Level of community ownership of assets created  <b>SO3:</b>	FFA  CFA <sup>15</sup>	<b>Policy on DRR (2011):</b> WFP focuses on food assistance to vulnerable households and communities during and after disasters. Emphasis on participatory approaches, partnerships with government and UN, and on generation of multiple outcomes.	<ul style="list-style-type: none"> <li>- Addition of CFA offers new opportunities to support food insecure communities/households beyond the lean season, which is in line with SO2 and SO3.</li> <li>- Collaboration with other UN agencies in relation to FFA/CFA projects not embedded in PRRO document/BRs.</li> </ul>

<sup>8</sup> The relevant goals under SO1 in relation to this PRRO are to reduce acute malnutrition caused by shocks to below-emergency levels and to protect livelihoods / enhance self-reliance in emergencies and early recovery.

<sup>9</sup> In BR5 (June 2013), the nutrition outcome indicator was removed from the logframe.

<sup>10</sup> As part of BR3 (June 2012), the nutrition support to pregnant and lactating women was moved to the CP, and the threshold for starting MAM treatment programmes was set at 8% given that the target areas are affected by cyclones, floods and/or droughts, and that overall vulnerability is increased due to the deterioration of basic health services due to the political and economic crisis. In BR5 (June 2013), the PRRO nutrition component was closed when also MAM treatment was moved to the CP.

<sup>11</sup> Aggravating factors include food availability below energy requirement; child mortality rate >1/10,000/day; epidemic of measles or whooping cough; and high prevalence of respiratory or diarrhoeal diseases.

<sup>12</sup> In BR3 (June 2012), the GFD in relation to drought was shortened to max. 5 days. In BR5 (June 2013) the length of GFD after cyclones/floods was reduced from 25 days to 15 days plus 10 days of FFA.

<sup>13</sup> SO2 was added in BR5 (June 2013). Goal 2 for SO2 is relevant for the PRRO: To support and strengthen resiliency of communities to shocks through safety nets / asset creation, including climate change adaptation.

<sup>14</sup> The most relevant part under SO3 is Goal 2: To support the re-establishment of livelihoods and food and nutrition security of communities and families affected by shocks.

<sup>15</sup> CFA pilot projects after the harvest season (25-day duration) were added in BR3.

Household Food Consumption Score (FCS) Coping Strategies Index (CSI)* Community Asset Score (CAS)*		<u>Vouchers / Cash transfers</u> (2008 & 2011): To be based on market assessment, availability of financial systems, security conditions, implementation costs, expected impacts, and beneficiary preferences. Requires good protocols, appropriate technological solutions, strong M&E, partnerships with NGOs and private sector. Aim for integration with national social protection schemes.	<ul style="list-style-type: none"> <li>- The CFA feasibility study (Sept. 2011) showed that a mixture of food and cash is best in the South of Madagascar<sup>16</sup>.</li> <li>- WFP follows a gradual scaling-up approach for CFA.</li> <li>- Integration with national social protection schemes is still far-fetched in the Madagascar reality, but this could quickly change after the election.</li> </ul>
<b>SO 5: Strengthen the Capacities of Countries to Reduce Hunger, including through Hand-Over Strategies and Local Purchase<sup>17</sup></b>			
Percentage of food purchased locally	<p>Capacity development local authorities in collaboration with BNGRC</p> <p>Technical support to farmer associations</p> <p>Development of inter-agency strategy and training plan on food security</p> <p>Re-establishment of a system for food security monitoring in sentinel sites</p>	<p><u>Capacity development and Handover</u> (2009): The policy promotes (a) local purchase and (b) hand-over strategies to national government. Need for advocacy together with civil society to create an enabling environment, and for strong partnerships with national governments.</p> <p><u>Policy on DRR</u> (2011): WFP supports governments to develop national disaster risk reduction policies and programmes related to food security. WFP promotes partnerships that leverage comparative advantages for building resilience.</p>	<ul style="list-style-type: none"> <li>- Due to the political crisis initially it was not possible for WFP to strongly engage with national Government bodies. Late 2011 the Resident Coordinator asked UN agencies to resume collaborative work at national levels.</li> <li>- The corporate WFP capacity-development toolbox at country level (VAM, M&amp;E, nutrition, logistics and school feeding) is not fully used in Madagascar.</li> <li>- Stimulation of local purchase is in line with corporate policies. However, in order to be successful it requires more than just technical training.</li> </ul>

\*\* These outcome indicators for SO3 were added to the logframe in BR 5 (June 2013)

<sup>16</sup> The feasibility study found that cash transfers are cheaper and a promising modality but that it needs to be used in line with food supply levels on local markets. As explained in the CFA Concept Note and BR3, Bekily was chosen for a CFA pilot as market and security conditions are favourable, and experienced partners (CARE and MANAO) are present. In the Bekily pilot, CFA is scheduled twice per year (February, July) directly after the harvests. FFA is done in the lean season (November-January).

<sup>17</sup> Added through BR5. Goal 1 for SO5 indicates that WFP intends to undertake more local purchase, especially from smallholder farming. The aim is to pursue sustainable development and to transform the food and nutrition assistance modality into a productive investment in local communities.

## Annex 15: Other projects and programmes implemented in PRRO areas of interventions

- a) In the areas of WFP interventions, several projects and programs coexist, among which the most important are SALOHI<sup>18</sup> (financed by USAID, Food-for-Peace II), DIPECHO<sup>19</sup> I+ II, PASA<sup>20</sup> and PRONUMAD<sup>21</sup> program (all financed by the European Union). See Table below for an overview of the international assistance provided. These projects allowed the presence and the development of a considerable number of international and national NGOs. Many of them also are acting as partner agency to WFP, esp. for the PRRO (and the EMOP). These agencies have good knowledge of the local context, and in most cases have acquired a lot of know-how on food distribution technics.
- b) **SALOHI** is the most important multi-annual programme (2009-2014) in terms of budget (US\$ 85 million); it is supported by USAID. The value of in-kind transfers is 27,168 MT food (equivalent to US\$19,3 million). The program targets the East and South-East of Madagascar and is implemented by a consortium of 4 international NGOS (CRS<sup>22</sup> as lead agency, CARE, Land O'Lakes, and ADRA)<sup>23</sup>. It originally targeted seven regions, 21 districts, 120 communes and 100,000 chronically food insecure households. However, according to recent external assessment (SALOHI, 2013)<sup>24</sup>, the program was able to significantly exceed the original beneficiary target and reaches 130,000 households, approximately 630,000 people. This programme is operating in the area of rural development and DRR, its general goal aiming to reduce food insecurity and vulnerability by (i) improving the health and nutritional status of children under five, (ii) improving household livelihoods, and (iii) strengthening community resilience and capacity to withstand shocks.
- c) **DIPECHO I and II** (respectively 10/2008-04/2010 and 06/2010 – 12/2011) were implemented in 4 countries (Comoros, Madagascar, Malawi and Mozambique). The budgets were relatively small (respectively 5 and 6 M€)<sup>25</sup>. The global objective was to reduce the impact of future disasters in the South-East African and South-West Indian Ocean regions, by preparing vulnerable populations in the areas most affected by recurrent natural hazards. Specific objectives of DIPECHO II were (i) reducing hazard by limiting soil erosion (reforestation) and restoring natural protection (mangrove rehabilitation, sea

<sup>18</sup> Strengthening and Accessing Livelihood Opportunities for Household Incomes

<sup>19</sup> "Disaster Preparedness ECHO", the European Commission's Disaster Preparedness programme in the framework of humanitarian aid, implemented by the Directorate-General for Humanitarian Aid - ECHO

<sup>20</sup> Programme d'Appui à la Sécurité Alimentaire

<sup>21</sup> Programme d'Appui à la Nutrition à Madagascar

<sup>22</sup> For SALOHI, CRS works through four local Cooperating partners: BDEM, CARITAS, ODDIT and FITEA.

<sup>23</sup> The programme is present in five geographical zones: the South (CARE and CRS), Up South-East (ADRA and CRS/BDEM), Down South-East (Land O'Lakes), Centr (ADRA and CRS/FITEA), and East (CARE and CRS/CARITAS) (Ref. SALOHI Map interventions in Annex 13).

<sup>24</sup> SALOHI MYAP - Final Evaluation Report - January 2014 - Draft

<sup>25</sup> - Draft – commission decision on the financing of humanitarian operations from the general budget of the European Communities in the south-east African and south-west Indian Ocean region (DIPECHO) - (ECHO/DIP/BUD/2008/04000)

- Draft – commission decision on the financing of humanitarian actions in the south-east African and south-west Indian Ocean region from the general budget of the European Union (Second DIPECHO Action Plan) - (ECHO/DIP/BUD/2010/04000)

shore stabilization.) and (ii) reducing vulnerability through introduction of cyclone resistant construction techniques, promotion of community shelter, and increased coordination with the Bureau Régional de Gestion des Crises.

- d) At field level, the coordination among various partners (UN agencies like WFP, FAO and UNICEF, NGOs, and other actors like the FID<sup>26</sup> and the Regional Office for Nutrition) is primarily done within the regional clusters on Food Security and Livelihoods, which are a translation of the national clusters led by WFP, FAO and UNICEF. The functions of these clusters are information exchange and interventions coordination on DRR and rural development sectors. They work on the basis of data issued by various information systems, in particular the data issued by the FAO Coordination Unit for Emergency and Rehabilitation Agricultural Operations and the annual assessment mission on Crop and Food Security (CFSAM) undertaken by FAO and WFP. These information are completed by the local knowledge of DRDR<sup>27</sup> and the NGOs in the region (e.g. the SSSA<sup>28</sup> implemented in the framework of the SALOHI project). One may emphasize that it would be interesting to also involve technical services of civil engineering in rural sector, in connection with recovery and mitigation actions (as for example: rural tracks, bridges and irrigation schemes rehabilitation).
- e) Some NGOs (especially CARE but also CARITAS, BDEM, ODDIT and CRS) are engaged in implementation of SALOHI and also act as partners to WFP for the PRRO. In places where both programmes intervene (Ref. map in Annex 13), it might be difficult to differentiate between the PRRO value added from what is achieved through SALOHI:
  - Geographical areas in the East, South-East and South correspond to the same priority areas identified by World Food Program (WFP) for high levels of vulnerability to shocks, and food insecurity.
  - In comparison, PRRO interventions are similar to SALOHI. Spectra of SALOHI technical interventions are also wider compared to PRRO. Improvement of nutritional status and overall health of women and young children is at the heart of the SALOHI program (SO1). The SALOHI response to calamities targets the people enforcement to mitigate the impacts of natural disasters through the continuum in 3 phases (Preparation/Prevention – Response – Rehabilitation). The most vulnerable beneficiaries are either smallholder farmers with limited access to land, pastoralists or female-headed households.
  - All the NGOs participating to SALOHI, except Land O'Lakes and FITEA, have been PRRO partners.

Additionally, it is worth to note that the SSSA was originally planned in conjunction with WFP and the Government, but this collaboration was not effective due to USAID restrictions on government collaboration, and contracting difficulties with WFP<sup>29</sup>.

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<sup>26</sup> Fonds d'Intervention pour le Développement (=IDF)

<sup>27</sup> Direction Régionale du Développement Rural (ou Directeur Régional du Développement Rural)

<sup>28</sup> Système de Suivi de la Sécurité Alimentaire

<sup>29</sup> According to WFP team, the tentative partnership on Food Security Information System issued by SALOHI was proposing to consider PRRO as a service provider to SALOHI program. As such, PRRO would have been subject to SALOHI audit and US legislation, which was impossible for WFP, as a UN agency.



- f) DIPECHO I + II programmes are very different in nature and not comparable to the PRRO, neither in term of budget nor in terms of amplitude of action. DIPECHO objectives do not target specifically nutrition issue as the PRRO initially did. In Madagascar, its geographical areas of intervention covered the same area as PRRO, but they also include North-East of the country. In the South and South-East, the only common partner NGO with the PRRO was CARE<sup>30</sup>. It is worth mentioning that DIPECHO intended to impulse a partners platform in order to share information and to support a best practice making process. However, the results were somehow limited<sup>31</sup>. Due to lack of staffing, WFP could hardly participate to it
- g) It is generally difficult to distinguish the specific impacts of PRRO where different projects co-exist in the same places. However, when PRRO interventions on FFA are implemented by partner NGOs in some specific areas where they are already working, it may constitute a factor of value added. These NGOs, in dialogue with local communities, may act as a local coordinator of various interventions, and design the FFA micro-projects in coherency with their objectives and main stream interventions, PRRO being used as a complementary mean or an opportunity to reach them via labour extensive action (on rural tracks building, dam or irrigation channel renovation, reforestation plots, innovative agricultural technics or species introduction, etc.).
- h) At last, WFP has established a collaboration with AROPA<sup>32</sup> project financed by IFAD in the framework of the “local purchases” sub-component. A letter of Understanding for commercial partnerships for direct purchases of local staple food to famers Unions and Cooperatives supported by this project have been signed in June 2010 (for 2010-2013 period). A second one was in preparation end of 2013 (for the 2013-2015 period)<sup>33</sup>. These LoU present a general framework for this collaboration. Main local products pre-identified are maize, rice, sorghum, beans. No price neither quantity are specified in these documents. These elements should be normally completed each campaign by a specific contract. Production zones are the intervention regions of the AROPA also corresponding to PRRO areas of interventions (Anosy and Androy). WFP role is to take care of the packaging and transport operations at lower cost, while AROPA is in charge of the farmers support for production, post-harvest and products collect organization. The implementation cost is taken in charge by each one of the projects according to its own activities.

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<sup>30</sup> The other NGOs under DIPECHO I + II in the other parts of the country were among others ICCO/SAF-FJHKM, Medecins du Monde, Medair, and UN-HABITAT.

<sup>31</sup> DIPECHO and FS/DRR Monitoring Mission to Madagascar – Mission report - European Commission – Humanitarian Aid Office (ECHO) - 19/06/2011 – 09/07/2011

<sup>32</sup> Appui au Renforcement des Organisations Professionnelles et aux Services Agricoles

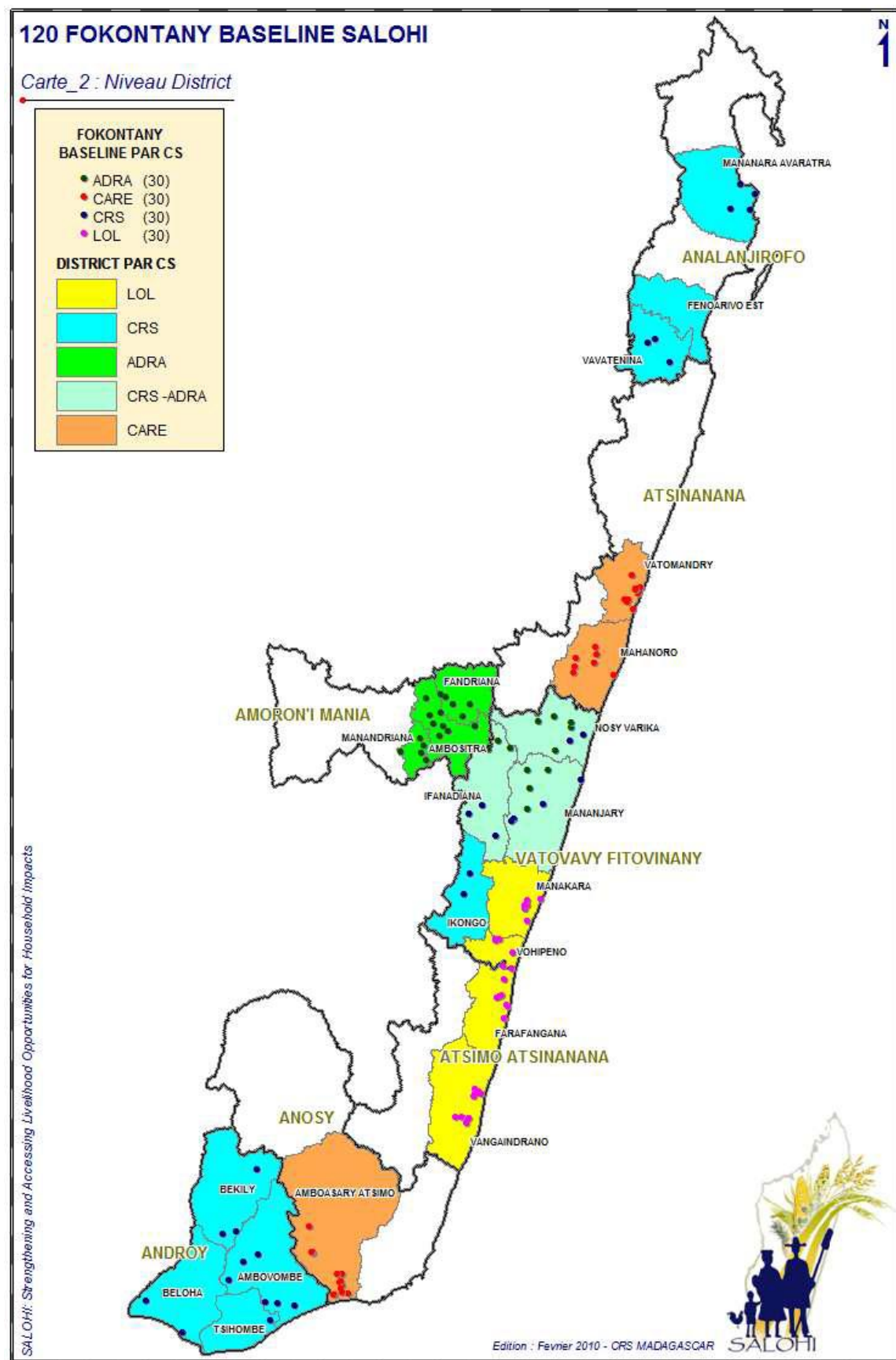
<sup>33</sup> Lettres d'entente de partenariat commercial entre AROPA et PAM Madagascar pour l'achat direct de produits locaux auprès des Unions et coopératives de producteurs – Juin 2010-juin 2013 & 2013-2015

Donors and National Counterpart	Project name	Budget	Duration	Regions	Area of intervention	Partners
European Union	DIPECHO I - II	DIPECHO I : 5 M€ DIPECHO II: 6 M€	DIPECHO I: 10/2008-04/2010 DIPECHO II: 06/2010 – 12/2011	Comoros, Madagascar, Malawi and Mozambique  In Madagascar : South East regions	DIPECHO I & II: disaster preparedness actions in the south-east African and the south-west Indian Ocean region  (DIPECHO II: hazards reduction by (i) limiting soil erosion and restoring natural protection, (ii) reducing vulnerability (cyclone resistant construction techniques, community shelter, coordination with the BNGRC).	In Madagascar: ICCO, CARE in the Sout-East + MdM, Medair, UNHABITAT, etc. ,
	PASAM - PRONUMAD	M€ 29, whose 17,6 M€ are allocated to NGOs	NGOs projects duration: 2 to 4 years  Period of execution: 2006 to 2011	78% of the 5 calls for proposal budget is allocated to South East and South regions.	PASA: Food security development via agricultural production and professional organizations.  PRONUMAD: malnutrition prevention via food access/availability and nutrition education	NGOs : AFDI, CARE, DWHH, GRET, INTERAIDE, RTM, ALT, AZAFADY, AIM, EDM, TAFA.
USAID	SALOH	85 M US\$	19 May 2009 – 30 June 2014	21 districts in East, South East, South and Inlands (East of Amoron'i Mania region only)	The goal of the program is to reduce food insecurity and vulnerability reduction by (i) improving the health and nutritional status of children under five, (ii) improving household livelihoods, and (iii) strengthening community resilience and capacity to withstand shocks.	International Consortium of 4 NGOs (CRS, ADRA, CARE, Land O'Lakes) with some local church NGOs partners (BDEM, FITEA, CARITAS, et ODDIT)
France / AFD – Ministry of Agriculture / BVPI NP	BVPI SEHP	21 M€	2006-2012	South East: Atsimo Atsinana, Vatovavy Fitovinany  Interlands: Amoron'i Mania, Vakinankaratra	<ul style="list-style-type: none"> <li>- Small irrigations schemes rehabilitation</li> <li>- Water catchment areas protection</li> <li>- Agro-ecological intensification</li> </ul>	DRDR, CBO, FOS
IFAD/Ministry of Agriculture	AROPA	56,4 M US\$	2009 – 2018	Anosy, Haute Matsiatra, Ihorombe, Amoron'i Mania	To strengthen farmers organisations to improve incomes and to reduce vulnerability of small scale farmers	IMF, FOS, DRDR, CSA/FRDA
IFAD/Ministry of Agriculture	PPRR <sup>34</sup>	28 M US	2005-2012	Analanjorofo & Atsinanana regions	Farmers market access, products value added increasing, agricultural intensification / diversification, acces to adapted banking services.	IMF, FOS, DRDR, CSA/FRDA
World Bank - FID	EFSRP <sup>35</sup>	40 M US\$	12/2009- 06/2013	National coverage	To facilitate temporary employment to vulnerable population through labour intensive micro-projects (FFW and CFW).  To restore access to social and economic services after natural disasters (cyclones and flood)	

<sup>34</sup> Programme de Promotion des Revenus Ruraux

<sup>35</sup> Emergency Food Security and Reconstruction Project

## Annex 14: SALOHI target zones by partner



## Annex 16: Analysis PRRO coverage in 2012

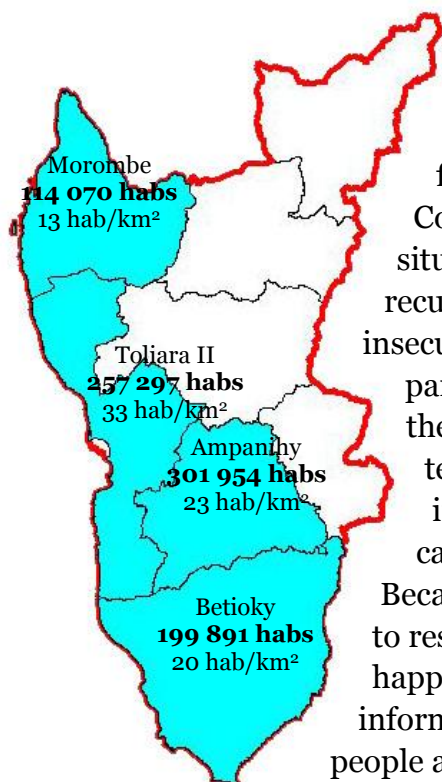
WFP	Corridor	District	Cooperating Partners	No. of Ben. GFD	No. of Ben. FFA	Tonnage (WFP)*	Tonnage (IP)**	Report available ? Y/N
Covered from Country Office in Tana	Nord-Est	Brickaville	CARE	8,560	27,510	1417.08	851.11	Yes
			Fanantenana	4,438		135.61	111.40	Yes
			HELP	9,668		52.67		No
			St Gabriel		5,520	236.90	178.95	Yes
		Vatomandry	CARE	5,400	23,322	566.78	442.64	Yes
			Caritas		13,525	33.50		No
			Taotaonkafa		5,465	98.35	98.35	Yes
		Taomasina	ODDIT		5,255	152.10	135.2	Yes
	Sud-Est	Farafangana	Caritas	7,720		359.51	214.28	Yes
			WHH	8,090	21,069	954.12	832.43	Yes
		Manakara	RTM	4,511		88.62		No
			Interaide		9,375	374.29	214.83	Yes
			ORN		5,810	274.73	94.59	Yes
		Mananjary	BDEM	8,055		301.90	201.99	Yes
		Nosy Varika	BDEM	2,775	6,340	100.43		Yes
		Vangaindrano	CARE	5,575	13,175	278.96	163.00	Yes
			Miarintsoa		3,325	34.9		No
	Mahajanga	Mahajanga	Boeny Miranga	515	3,125	90.29		No
	Tana	Antananarivo	Miarintsoa	4,701		27.22		No
SO Ambovombe	Grand-Sud	Taolanaro	AGEX	900		5.28		No
		Ambovombe	Kiomba		5,860	108.35		No
			Ampelamitr.			12.05		No
		Tsihombe	SATRAHA		5,845	47.46	47.46	Yes
			AGEX ECAR		6,740	126.29	72.05	Yes
			Ampelamitr.			36.1		No
		Bekily	MADR		10,775	274.73	273.95	Yes
			MANAO		18,115	413.07	209.15	Yes
		Amboasary	SAF FJKM		10,825	380.09	398.63	Yes
			CARE		21,260	242.67		No
		Beloha	AGEX		12,100	61.0		No
			SATRAHA		12,195	65.3	65.3	No
SO Tuléar	Sud-Ouest	Betioky	CDD		41,500	991.10		No
			TAMAFa		90,115	1008.21		No
		Ampanihy	2H		19,120	604.36	186.12	Yes
			FIHAMY		30,975	412.78	362.97	Yes
			MMDS		52,025	801.35	742.50	Yes
			TANY MAITSO		37,165	497.46		No
		Morombe	Caritas		4,665	97.11		No
		Morondava	Caritas		13,475	100.02		No
	TOTALS			70,908	512,249	11,863	5,896.9	

\* Information as per WFP database

\*\* Information from Cooperating Partner final report

## Annex 17: Case study on the South-West region

All of the population that lives in these districts are agro-pastoral and / or fishermen<sup>36</sup>. In consequence, their economic activities strongly depend on the availability and accessibility of water sources. Given the semi-arid climate and the relief of these regions, rains and surface streams play an important role.



In 2012, this zone was affected by two major disasters : the locust plague<sup>37</sup> and floods<sup>38</sup>.

Combined with a situation of recurrent food insecurity in these parts of the island, the situation tended to develop into a catastrophe.

Because of the presence of its local partners WFP has managed to respond to this situation, as part of the PRRO. This response happened even though there was not enough field-level information about food security conditions. The number of people at risk was considerable as these districts are quite populated (only next to Toliara I).

« Sur les 300.000 Ha prévus à traiter dans le cadre de la lutte Anti – Acridienne dans le Sud de Madagascar pour la saison 2011 – 2012, seul 300 Ha a fait l'objet de ce traitement »

Depuis 2010, les effets de la perturbation climatique entraînent une pluviométrie supérieure à la normale dans cette Région. Il faut savoir que le sol est aride et ferrugineux ce qui entraîne un faible ruissellement de l'eau de pluie dans cette région. En 2012, la combinaison de la croissance de la pluviométrie et la nature du sol a généré des inondations dans cette partie de l'île.

From the point of view of geographical coverage, the choice for FFA activities was relevant as it allowed reaching out to many vulnerable households in line with the equilibrium in the traditional social system of the targeted communities. For the households with land or herds, the results of these FFA activities have supported the infrastructure that is necessary to undertake low-tech agriculture and livestock herding which reinforces their capacity to face new disasters or periods of food insecurity.

However, given the considerable amounts of food that were distributed, the high number of beneficiaries, and the implementation capacities of local partners, WFP for this PRRO would have been more effective and efficient if there had been a package of activities: mare (high tech) + Farmer Field School, or strengthening of irrigation infrastructures (High tech) + Farmer Field School) in some of the zones for a longer period of time (two harvest seasons) and then rotate the FFA projects to other zones afterwards. In parallel, WFP could have engaged in other types of

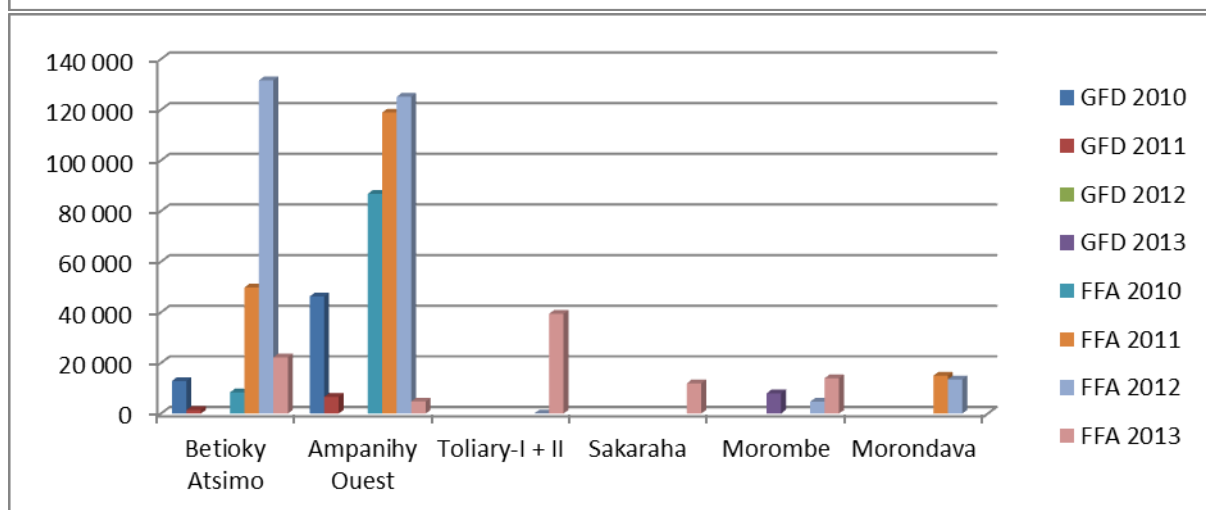
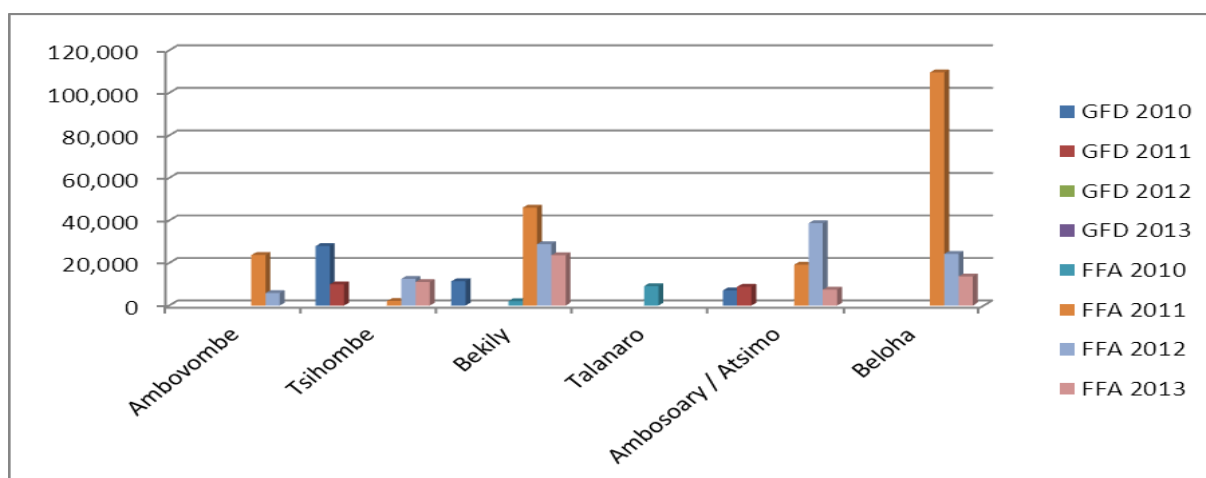
<sup>36</sup> Source : INSTAT

<sup>37</sup> Source : [www.madapplus.info](http://www.madapplus.info) et [www.afriquinfos.com](http://www.afriquinfos.com)

<sup>38</sup> Source : Météo Madagascar

projects like promoting the cultivation of Raketa and reforestation, which are answering to other existing needs in this zone to protect the ecosystems. This approach would also have the benefit of leading to more durable results.

## Annex 18: GFD / FFA beneficiaries in the South and South-West, 2010 – 2013, by district





## Annex 19: The results of FFA projects in the East / South-East

The visits to FFA projects and focus group discussions provided some insights on the specific effects and durability of the various types of FFA projects:

- Habitat: models of improved houses resistant to cyclones, developed in the framework of DIPECHO programs by NGOs, such as CARE, have been spread in some villages in the East coast where former houses were swept away. The approach relies on the training of carpenters and FFA for the execution of projects. People express great satisfaction with these houses, whose construction techniques are inspired from traditional techniques<sup>39</sup>. However, the limited number of proposed houses has led to tension between the residents in some villages (*“these are people close to the village chief who were chosen”*).
- Agricultural recovery: actions of agricultural relaunching (zucchini, yams, maize) are very well adapted to the most vulnerable population. They indeed provide households with no or little access to irrigated plots the opportunity to access to sources of income, improve the diet and reduce the length of the lean. However, these actions require that the targeted families can have access to (communal) land with water source nearby to allow watering. It is also necessary that the partner NGO provides technical advice and organizes gradual empowerment of farmers to get inputs (including seeds) and for marketing of their products by their own<sup>40</sup>.
- Small-scale irrigation infrastructures (drainage and irrigation channels): the lack of access to irrigated rice fields is a strong factor of food vulnerability, and all actions to access to them or to increase the irrigated areas are to be encouraged. However, due to absence of initial diagnosis and specific follow-up, it is difficult to say if the beneficiaries of the FFA for the establishment of new irrigation facilities or their extensions include households with no rice land access and with what institutional arrangements. On another register, in some cases, the durability of rehabilitated facilities can be questioned because of poor technical quality of execution and the absence of vegetal protection of the banks and slopes.
- Water catchment laying out and agro-ecological intensification on tanety: several watershed development projects were made in the context of the PRRO. They prove particularly relevant as they limit both erosion and silting up, and at the same time limit flooding and irrigated paddy field destruction in the event of climatic hazards. Furthermore, agro-ecological intensification on tanety (contour line cropping, association with legumes, basket compost, fruit trees, etc.) constitutes priority actions for households with no access to rice fields. However, these types of FFA for the benefit of vulnerable households impose prior verification on land access conditions and need to be built on agreements with communities (dina) to plan schemes of natural resources sustainable management (control of slash-and-burn cultivation technics).
- Rural tracks and bridges: the building or renovation of transport infrastructures allows connecting villages and as such, constitutes a “public good”. It allows each one and or collectively to increase the flow of productions with a better sale price, to access to cheaper products as well as educational services and health available in the surrounding towns. Beneficiaries also mention it facilitates social networking (*“the young are now buying bicycles”*). The sustainability of the infrastructures is variable depending on the technical quality of achievements and/or lack of adequate materials (one case was observed where the bridge collapsed during flood period, due to the pressure of the water.), and on the existence and effectiveness of local committees for management and maintenance of facilities.
- Reforestation: reforestation actions permit to limit erosion, to slow down the process of river and paddy field silting, and thus limit flooding and the crops destruction in the event of climatic hazards. The approaches can include the planting of trees for timber or energy (charcoal, firewood) on communal land and fruit trees for households. These actions are particularly pertinent in the vicinity of protected natural parks, because populations need to

<sup>39</sup> Unfortunately, the purchase price of the wooden beams specifically necessary for the houses building and the cost of the work of the carpenters seem to be crippling for the dissemination of this type of houses.

<sup>40</sup> For example, yam cropping is promoted by FAO, but the market chain seems to be still little structured in Madagascar.



compensate the ban on exploiting the natural resources available in these areas. However, reforestation schemes are lengthy operations, requiring specific technical expertise in forestry, the setting up of local natural resources management institutions and capacity-building. Otherwise, the effects may prove to be counterproductive and to discourage beneficiaries (tree mortality, underestimation of the necessary maintenance work, etc.).

## Annex 20: Analysis of prepositioning strategy

Prepositioning volumes have remained the same during the 3 years PRRO period, that is to say 103 tons for each one of the partner NGOs warehouses (In addition, storage in the Tamatave WFP warehouse is about 680 tons. However, this warehouse is not only dedicated for East Coast, but also for all the northern part of Madagascar in case of emergency). According to WFP parameters, these quantities allow bringing relief food assistance to 12 500 persons during 20 days per prepositioning site<sup>41</sup>, that is to say an estimation of 2 500 households. In other word, each prepositioning site allows to deliver a total of 250 000 daily ration in case of emergency operation. According to WFP, these 20 days allow ton intervene directly right after a cyclone while road access are limited (road cut-off due to land slide, fallen trees, damaged bridges) and offer a time lapse to organize food relief operations as necessary which could vary from 5 to 10 days, according to the accessibility.

According to WFP, *“the use of the stocks in case of disaster is part of general responses through the coordination of the BNGRC, following the response plan as it is stipulated in the national contingency plan. Based on the level of comprehensiveness of the first information coming from the field (from local authorities, decentralized offices of BNGRC, NGOs, WFP field staff....) a serie of assessments (flight survey, multi cluster rapid assessment...) could be carried out through the humanitarian clusters/national coordination sectorial groups, which assessments provide the elements for the relief activities (geographical targeting, beneficiary targeting and caseload). If recommended, by the rapid assessment, an in-depth assessment could be conducted for any specific cluster in any specific area where recovery operation may be needed. Geographical interventions are prioritized according to the assessment results and focused on the most affected areas, and then to the most vulnerable and affected households”*<sup>42</sup>.

The real use of the prepositioning stocks is difficult to appreciate, due to absence of disaggregated tonnages figures for GFD and FFA in the SPRs and in the data made available during the mission (excel file “*Distribution\_OEv\_241213*”). It is therefore impossible to calculate during how many days GFD and FFA have been respectively distributed and to how many beneficiaries.

*Number of beneficiaries and food tonnage in South-East regions between 2010 and 2012*

	<b>2010</b>	<b>2011</b>	<b>2012</b>
<b>Nb of beneficiaries GFD</b>	23 663	7 469	36 726
<b>Nb of beneficiaries FFA</b>	156 335	101 472	63 094

<sup>41</sup> According to WFP CO, this figure is based on an average number of victims being in position to receive relief food aid (GFD, VCT low-tech) after a medium intensity cyclone. In addition, this estimation is also based on local storage capacity, partner capacities and storage risks (food deterioration) (WFP, 2013. Critères pour définir la quantité de vivres à prépositionner par site de prépositionnement 2013/2014).

<sup>42</sup> Additional information communicated from WFP CO VAM officer on the 21th of February 2014.

<b>Total tonnage (MT)</b>	<b>1233</b>	<b>2072</b>	<b>5280</b>
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Source: calculation from excel file "Distribution\_OEv\_241213"

On the other hand (see below table A), the confrontation of the regional population to the relief operation potential shows that 4% of the total population in the 3 East regions may be rescued in case of disaster (3% for the Vatovavy Fitovinany and Atsimo Atsinanana regions and 6% for Antsinanana region). For comparison, a field evaluation has been conducted by FAO and the regional cluster SAMS in June 2012<sup>43</sup> in various parts in the country after the cyclones Giovanna (14/02/2012) and Irina (29/02/2012), both on category III. According to this study, 14 000 households in the East, 51 000 households in South-East and 19 000 households in North-East were estimated to be severely food insecure<sup>44</sup>. Considering an average family size of 5 persons, only the South East areas would already represent a total of 255 000 persons to be rescued through the GFD mechanism, which is more than 4 times the available food in the WFP pre-positioning in the same area. If we consider the hypothesis of delivering GFD during 15 days (government directives) for 0,460 kg per day and per person (0,4 kg of rice and 0,06 kg of beans), that would represent a volume of 17 595 tons of food, to be compared to 515 tons available in the 5 prepositioning sites.

In fact, simulations based on the estimate population in the South East districts (see below table B) show that on the base of 0,46 kg of food distributed during 15 days, the 5 prepositioning stocks allow to relief among 74 638 people, that is to say 3,91% of the 1 909 000 people living in the 6 districts.

These examples should be further developed and consolidated before drawing definitive conclusions. However, given PRRO strategy to reduce at a minimum level the general food distribution and food prepositioning, this finding reveals that relief WFP capacity is quite limited. That confirms than in the case of an important or a succession of minor cyclones, there is a need to develop intense coordination with other food aid agencies or national organisms, this coordination being insured by the regional clusters, or if so, to launch an EMOP.

#### *A. Population per region and pre-positioning for 2013-2014 in the East Coast<sup>45</sup>*

Population per region in 2011	Sites	Partners for pre-positioning	Nb of beneficiaries during 20 days	Prepositioned quantities (mT)				
				Rice	LS	Oil	HEB	Total
Vatovavy Fitovinana: 1 342 135	Nosy Varika	Taotaonkafa	12 250	87,00	13,05	1,05	1,80	<b>102,90</b>
	Mananjary	Interaide	12 250	87,00	13,05	1,05	1,80	<b>102,90</b>
	Manakara	Interaide	12 250	87,00	13,05	1,05	1,80	<b>102,90</b>
Atsimo	Farafangana	WHH	12 250	87,00	13,05	1,05	1,80	<b>102,90</b>

<sup>43</sup> Cyclones Giovanna & Irina - Rapport d'évaluation approfondie - Madagascar - juin 2012 - Cluster de coordination Sécurité Alimentaire & Moyens de Subsistance

<sup>44</sup> In the districts of Vohemar, Brickaville, Manakara, Farafangana, Midongy Atsimo and Vangaindrano Besides, the most affected areas to be prioritized for agricultural recovery were Atsinanana region (especially Brickaville, Vatamandry, Mahanoro and Toamasina II districts) and Atsimo Antsinanana region (Vangaindrano district).

<sup>45</sup> Sources: (a) Presentation « Sites de prépositionnement PAM - Trois dernières années » done by PRRO to the evaluation mission in November 2013; (b) opulationpopulation per region in 2011: Instat Madagascar

Atsinana region: 851 545	Vangaindrano	CARE	12 250	87,00	13,05	1,05	1,80	<b>102,90</b>
<b>Total Population South East: 2 193 680</b>	<b>Total Pre- positioning South East</b>	-	<b>61 250</b>	<b>435,00</b>	<b>65,25</b>	<b>5,25</b>	<b>9,00</b>	<b>514,50</b>
Antsinanana region: 1 204 006	WFP warehouse Tamatave	-	78 240	578,00	86,70	6,83	6,25	<b>677,78</b>
<b>Total population 3 regions: 3 397 686</b>	<b>Total Pre- positioning East Coast</b>	-	<b>139 490</b>	<b>1 013</b>	<b>152</b>	<b>12</b>	<b>15</b>	<b>1 192</b>

*B. Amount of GFD necessary for a relief intervention according to the rate of affected people in the South East Districts*

Districts	Population	(a)	(b)	(a)	(b)	(a)	(b)	(a)	(b)	(a)	(b)
		1%	6,9 kg	2%	6,9 kg	3%	6,9 kg	3,91%	6,9 kg	5%	6,9 kg
Farafangana	332 785	3 328	22 962	6 656	45 924	9 984	68 886	13 010	89 772	16 639	114 811
Manakara atsimo	355 744	3 557	24 546	7 115	49 093	10 672	73 639	13 908	95 965	17 787	122 732
Mananjary	308 332	3 083	21 275	6 167	42 550	9 250	63 825	12 054	83 176	15 417	106 375
Mananar Avaratra	163 439	1 634	11 277	3 269	22 555	4 903	33 832	6 390	44 089	8 172	56 386
Nosy Varika	235 040	2 350	16 218	4 701	32 436	7 051	48 653	9 189	63 404	11 752	81 089
Vangaindrano	320 863	3 209	22 140	6 417	44 279	9 626	66 419	12 544	86 556	16 043	110 698
Vohipeno	148 301	1 483	10 233	2 966	20 466	4 449	30 698	5 798	40 006	7 415	51 164
Midongy Atsimo	44 603	446	3 078	892	6 155	1 338	9 233	1 744	12 032	2 230	15 388
<b>TOTAL</b>	<b>1 909 107</b>	<b>19 091</b>	<b>131 728</b>	<b>38 182</b>	<b>263 457</b>	<b>57 273</b>	<b>395 185</b>	<b>74 638</b>	<b>515 000</b>	<b>95 455</b>	<b>658 642</b>

Population: INSTAT 2012

(a) % of population affected by cyclones or/and floods

(b) Amount of necessary GFD on the basis of a ration 0,46 kg during 15 days (0,4 kg of rice and 0,06 kg of beans, that is to say 6,9 kg for the whole period). Unit: kg



## Annex 21: Results of the Focus Group Discussions held in the South and South-West

In the focus group discussions, the following positive effects were mentioned to have been experienced in the communities beyond the direct food security benefits:

- Overall, FFA micro-projects on dam construction/rehabilitation are seen to have the highest impact as they enable communities to expand the acreage under irrigation and/or assures that the ‘mares’ (watering holes) in the community will be filled.
- Cleaning of irrigation channels is undertaken in many locations. It is a type of works that usually is undertaken anyways (also in the absence of FFA schemes) as it enables the community to expand the acreage under irrigation<sup>46</sup>. Logically, the highest benefits of such micro-projects are reaped by the richest households that own large plots in the scheme. The impact is more limited for owners of smaller plots and for the landless although they also benefit because of increased demands for daily labour and increased opportunities for ‘*métayage*’ arrangements<sup>47</sup>.
- Training on use of ‘basket compost’ techniques for vegetable and bean cultivation (esp. targeting vulnerable women-headed households without access to larger plots of land).
- FFA micro-projects on establishment/renovation/enlargement of ‘mares’ (also called ‘*impluviums*’: water basins for watering animals and human consumption) have a positive impact on the whole community, as each household possesses a small herd of cattle, goats and sheep, and owns a small garden that benefits from regular watering. In various locations there has been ‘self-replication’ of this type of micro-projects without any external assistance from WFP or others. In the approach adopted for this PRRO, the ‘mares’ are dug manually and the walls are not cemented.
- FFA micro-projects on road rehabilitation improve access to the markets in the vicinity of the villages and also the main district markets.

15. Also some more critical aspects were brought to the attention of the evaluators. They are presented below, together with some remarks made by the evaluators:

Comments from community discussions	Evaluators remarks
The FFA projects are not large enough to include all needy households in the community.	Overall population coverage is considerable in the South and South-West, maybe the situation is that in some communities many people are covered whereas in others it is just marginal?
The FFA ration is the same for smaller and larger households. Most communities asked for inclusion of oil in the ration (like USAID Salohi programme).	This is because it is a sort of ‘salary in kind’ that relates to the fixed number of hours worked. The consequence however is that the ration does not cover all consumption needs in larger households.
The low-costs materials that are used in the FFA projects are not very durable. They last for 4-5 years but then have to be renewed.	It depends on the focus of the PRRO, if the ambition is to bring longer-term change, then more durable materials should be used.
The ‘mares’ regularly need to be cleaned as the rain and	This is an activity that is less suitable for FFA / CFA.

<sup>46</sup> Main focus on rice production, other crops like maize and vegetables are grown in the second season.

<sup>47</sup> Daily labour wages are very low in Madagascar which keeps most of population below the poverty line. The ‘*métayage*’ (share cropping) system in Madagascar often has the form of sharing the harvest on a 50/50 basis.

surface run-off carries sand, earth and rocks. This work can best be done before the dry season starts but now is often done in the form of FFA projects in the lean season when the work is hardest as the sediment then is more difficult to remove, and it is the hottest period of the year.	
None of the FFA projects in the PRRO focus on the livestock and fisheries sector <sup>48</sup> .	This indeed seems to be areas where WFP could consider to engage.
Sustainable scaling-up of agricultural production levels requires a larger package of support than what can be supplied by WFP only. It includes improving farmers' access to fertilizer, improved seeds (maize, various types of beans, rice), and agricultural extension services (e.g. through Farmer Field Schools on better rice farming and double cropping).	This underlines the need for WFP to coordinate and jointly programme with other agencies.

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<sup>48</sup> These sectors are very promising but not well developed in Madagascar due to lack of veterinary services, the problem of livestock thefts in the South, climate change affecting fish production in the Indian Ocean, lack of a cold chain, etc.

## Annex 22: Extended overall assessment

### 1. **Relevance, coherence and appropriateness:**

- ⇒ WFP avails of the right mandate and instruments to be one of the main actors on food security in Madagascar. The PRRO is fully in line with the priorities in the corporate Strategic Results Framework 2008-2013 (main focus on food assistance, not food aid). From a needs perspective it is absolutely justified that WFP engages in the disaster-prone parts of Madagascar that are affected by recurrent cyclones, floods and/or droughts (the latter did not happen in past years). The political crisis and economic stagnation since 2009 have further exacerbated socio-economic conditions in Madagascar which were already marked by high levels of chronic food insecurity and undernutrition in most of the rural areas across the island.
- ⇒ Across the board, the PRRO is coherent with the priorities in national policies and programmes on rural development and disaster management. There also is good alignment with the Government's Contingency Plans on Drought and Cyclones that were recently developed. The PRRO contains some elements of supporting the Government at national level, esp. for capacity building of BNGRC and until early 2011 in relation to the SAP food security information system. Most of the PRRO activities however take place at community-level, and it is primarily left to the partners to ensure that projects are in line with Local Development Plans (if they exist).
- ⇒ WFP takes part in all major coordination mechanisms at national level. Most of the PRRO activities however are operated stand-alone activities or only loosely linked to Government service provision or interventions in the WFP Country Programme or by others programmes (USAID Salohi, DIPECHO/EU, World Bank, UNICEF, FAO). In particular it was noted that sustainable scaling-up of agricultural production would require a larger package of support (fertilizers, improved seeds, agricultural extension services, etc.). The Sub-Offices actively engage in Food Security Sub-Cluster meetings in Tulear and Ambovombe. In the South-East, the coordination activity is on-going as well but rather constrained by having only one WFP Food Monitor based in Manakara. Coordination relies mainly on initiatives taken by the partner NGOs, FAO, and others. The relevance of PRRO interventions would be more substantial if WFP Madagascar and its partners would undertake joint programming at district and community level with other main actors on food security (FAO, EU, Salohi, etc.).
- ⇒ Geographical targeting decisions are primarily based on information provided by the various food security assessment systems (CFSAM reports, post-disaster needs assessments, the SAP system that was operational until early 2011, the SSSA within communes covered by Salohi, etc.) in combination with field-level knowledge of WFP staff, partner agencies and the suggestions of the food security sub-clusters at zonal level.



- ⇒ Initially the PRRO programme for the drought-prone areas consisted of a package combining nutrition and food security components. This was a very appropriate approach in principle, but the problem was that the two sectors were not dealt with in the same way. While the PRRO addressed food security throughout the disaster cycle (alongside more development-oriented FFA under the Country Programme), nutrition actions were made dependent on surpassing emergency thresholds (which did not happen in the past years). Because within WFP policies, nutrition increasingly is being tackled from a perspective of prevention and reduction of chronic malnutrition, it was justified to transfer the nutrition component to the Country Programme, although this in practice meant that the East no longer was covered and that GAM was taken out as outcome indicator for the PRRO.
- ⇒ For FFA projects, certain practices have evolved over the years, e.g. participatory decision-making at community-level (selection of type of projects and participants), and the timing of the projects within the agricultural cycle. Similar mechanisms are currently being worked out for the roll-out of CFA. The corollary is that the type of works undertaken very often is a replication of what is done or seen elsewhere ('menu' with limited options). The approach of profiling recovery caseloads in three main groups as suggested by the HQ Formulation Mission for the PRRO has not been adopted. One of the reasons could be that there always is a certain time pressure as FFA projects need to be finalized before the main harvesting seasons start, so that the focus is more on getting the FFA project started than on studying the causal factors behind household food insecurity among various groups within the community.

## 2. **Efficiency:**

- ⇒ There is considerable fragmentation in the PRRO portfolio. Over the years, there has been a trend to cover more districts and engage more Cooperating partners for the PRRO, even though tonnages (read: donor contributions) were stagnating / decreasing. This has resulted in a very high workload for WFP staff (esp. at the level of the Country Office) which is compounded by the fact that systems for administrative organization in the programme unit are insufficiently developed. The latter has e.g. led to a situation with limited supervision of the partners (in particular in the areas in the East / South-East that basically are managed out of the Country Office). Related to the high workload and geographical dispersion, it was noted that the VAM unit that is working hard but just cannot produce the various M&E outputs required from them.
- ⇒ The partner network for the PRRO consists of a handful international NGOs (CARE being by far the largest in terms of quantities of food handled) plus many local NGOs that mostly operate at local levels or in a single district. Sometimes, the partners are local branches of national agencies (Caritas, SAF FJKM, ORN, AGEX). It is striking that some of these local agencies have handled very large quantities (up to 1,000 MT per year).

- ⇒ For GFD/FFA, the numbers of beneficiaries and amounts per zone fluctuated considerably from year to year, among others to meet the post-Hubert and post-Giovanna needs on the eastern coastal strip in 2010 resp. 2012 (zones which WFP manages from Tana, somewhat supported by the logistics base in Tamatave). Apart from 2013 (Post-Haruna EMOP and large budget deficits for the PRRO), the tonnage for the South-West (Tulear SO) has stayed consistently high (some districts showing extremely high coverage of 40% up to 65% of the population) while the amounts for the South (Ambovombe SO) have gradually decreased (but in one district >100% of the total population was covered in 2011). The performance in terms of gender has been rather good: for both GFD and FFW and in each of the years, women have slightly outnumbered men.
- ⇒ The food basket composition was in line with local preferences. The cereal component in the food ration consisted of rice for the East and South-East. For the South and South-West, the main cereal used first was sorghum (USAID donation in-kind) but later on a switch was made to maize which is the main staple in that part of Madagascar but actually nutritionally inferior to sorghum.
- ⇒ After some years of preparation, WFP managed in 2013 to start up a series of pilots on cash-based approaches. The Country office gets substantial technical backstopping in this new modality and closely manages the pilots. However, there still are various challenges to be overcome, e.g. the identification of the most appropriate 'financial service provider' channel for money transfers, and the right amount of cash that should be paid per day (with the aim to offer a transfer that equals the food ration). Despite the piloting character of the Cash-for-Assets projects, WFP has not sufficiently invested in a good comparative analysis of the benefits provided by the cash transfer vs. the food ration.

### 3. **Effectiveness:**

- ⇒ No nutrition activities were undertaken under the PRRO. Over the past years, the component has gradually been shifted to the Country Programme. The absence of treatment-oriented nutrition interventions primarily a result of the fact that no major droughts occurred in recent years. However, another factor is the lack of nutrition monitoring data so that there was no trigger for action. It is a missed opportunity that GAM rates (prevalence of Global Acute Malnutrition) have been removed from the logframe
- ⇒ Through a combination of free food rations and Food-for-Work projects, the PRRO until end 2013 has distributed 31,788 MT (42% of what was planned). The picture on the annual level of realization (actuals versus planned) is not completely clear as the information in the Standard Project Reports is different from the overviews that the Country Office prepared for the evaluation team.
- ⇒ The PRRO is a bit opaque on what results should be measured on top of the standard indicators that are prescribed by the WFP Strategic Results Framework. This is caused by the fact that the PRRO has not adopted the clear profiling of FFA/CFA caseloads that was suggested by the HQ Formulation Mission for the PRRO. The PRRO is covering a diverse group of labour project participants that are a combination of the most food insecure in need of 'social

protection' (transfers providing temporary support with short-term effects) plus households with able-bodied people that can find daily jobs, that have access to productive land, etc. (also benefitting from the transfers with short-term impact but also reaping longer-term benefits for improving their livelihoods). Because targeting is done in line with preferences of community leaders, there is a situation where exclusion and inclusion errors co-exist. Exclusion errors occur when highly needy people not able to work and do not benefit if 'free food' distribution is not liked by the community leaders ("*It creates tensions!*"). Some sort of 'inclusion errors' occur in communities where vulnerable groups like elderly and households with a handicapped person were specifically targeted to be FFA/CFA participants!

- ⇒ There are also some other factors that impede result measurement (in terms of improved household food security) in the case of this PRRO. The situation is that most communities are not only served by the PRRO but also by other programmes (including the 2013 EMOP in the South and South-West) so that attribution becomes difficult. Another complication is that the short-term effects through the food ration (or cash ration) primarily exist during the period when the works are undertaken while the longer-term effects of the works accomplished take more time to translate into higher food production, better access to food, and improved food consumption, and that these results are not of similar size for all households and also dependent on many other factors including rainfall and access to agricultural inputs.
- ⇒ The Food Consumption Score is the only outcome indicator for the FFA-projects in the PRRO that has been monitored across the years. The results for the drought-prone areas are not very encouraging. The information taken from the SPRs indicates that even immediately after the main harvest a very large proportion of FFW beneficiaries in these zones have a poor diet. The target for the relief objective (80% of households with FCS>21) was only met in 2011 while the target for the early recovery objective (FCS>35) was not met in any of the years.
- ⇒ The pilots on Cash-for-Assets projects have not yet led to a body of results that could be assessed by the evaluation team. From the field visits that were undertaken, it is gathered that in some geographical areas and among the poorer groups in the communities preference is still for food, especially during the '*soudure*' when market prices are high.
- ⇒ No aggregate information is available on the works accomplished through the Food-for-Work / Cash-for-Work projects within the PRRO. Such information would be very helpful however to show to donors and other stakeholders what concrete results have been achieved by the PRRO, e.g. in terms of total km of road rehabilitated, total hectares of farming land under irrigation (re)established, total volume of water storage potential created at village level and how many people that could serve for e.g. a drought spell of 1-2 months, the total no. of houses rebuilt, etc. Although it is realized that it would have been difficult to benchmark this type of information with other projects and programmes sources, it still would be very useful to make some internal

comparisons within the PRRO by comparing the summaries per zone and by year. An often mentioned observation is that the works accomplished are not very durable because of the use of low-cost materials that last 4-5 years max.

#### 4. **Impact:**

⇒ Overall impact assessment is difficult for this PRRO, for a combination of reasons:

- Variability of agro-ecological conditions (including cyclones) that can make or break achievements in terms of improving food security conditions. Conditions in the past years have been relatively good.
- The political crisis has had very negative impact on food security conditions throughout the country because of the stagnation of the economy and public services provision. If the current Presidential elections process will be the start of a more stable period, it can be expected that food security conditions will also improve.
- Attribution problems as the WFP PRRO is not the only intervention in most of the communities covered.
- Lack of profiling of FFA/CFA caseloads which generally is a combination of the most food insecure in need of 'social protection' like support, plus households with certain asset base. The approach of profiling recovery caseloads in three main groups as suggested by the HQ Formulation Mission for the PRRO has not been adopted and most projects are not sufficiently clear in terms of the intended coverage.
- Lack of/insufficient baseline and monitoring data. Some indicators were only added recently. Results measurements from the Post-Distribution Monitoring system are scarce, and difficult to interpret. Absence of aggregate information on the concrete results of the works undertaken.

⇒ Together with the shift of the nutrition component to the Country Programme, GAM rates (prevalence of Global Acute Malnutrition) were taken out of the PRRO logframe while these actually could still well have served as one of the indicators to assess the overall impact of the FFA/CFA projects, especially in areas and population groups with really fragile food security conditions.

#### 5. **Sustainability and connectedness:**

Promotion of sustained results (system and behaviour changes) would be desired for the PRRO to have sustainable impacts. It ideally should be a key point in the project approach. Within the PRRO document, it is envisaged through a two-pronged strategy: (i) capacity strengthening targeting local partners and (ii) support to food security policies that are adapted to drought/cyclone-prone regions. In the document, that strategy included a component of local purchase development and a progressive shifting from prepositioning stocks to community-level food security strategic reserves, as well as creation of a single food security early warning information system. Due to various reasons, concrete PRRO results in term of sustainability are limited. As already mentioned, it seems that PRRO actions on partner strengthening have been limited. Support to Government policy making process as well as the information system have been highly constrained due to the political situation.

No budget allocation was made to explore the promotion of community-level strategic reserves and no operational plan has been developed for it.

- ⇒ As noted under relevance, sustainable scaling-up of agricultural production would require a package of support (inputs, training, marketing) alongside the FFA / CFA projects. In this respect, the sustainability of the results of the PRRO interventions would be more substantial if WFP Madagascar and its partners would undertake joint programming at regional, district and community level with other main actors on food security (FAO, EU, Salohi, etc.). Such a connected strategy would ensure strategic coherency, technical and temporal complementarity and reaping of synergies within the various actions. It would also speed up capacity building among the partners which would lead to better impact for the beneficiaries.
- ⇒ At the field level, the sustainability of the results for the beneficiaries, specifically the possibilities for the most vulnerable to durably elude poverty and vulnerability, depends of the type of asset created, the quality of the works, approach for selecting participants in the FFA/CFA works, etc. This relies on PRRO staff's and partner NGOs' expertise and know-how. The current FLA-based approach where there is a succession of short-term projects for specific FFAs is not conducive to improve technical capacities of in particular the smaller local NGOs.

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