

OPERATION EVALUATION

Malawi Protracted Relief and Recovery Operation (2014-2017), 200692, Responding to Humanitarian Needs and Strengthening Resilience, Mid-term Evaluation **Mid-term Evaluation Report**

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Operation fact sheet

OPERATION			
Approval	The operation was approved by the EB in November 2014.		
Amendments	<p>There have been four amendments to the initial project document with one pending (April 2016): BR#1 (March 2015) was initiated to accommodate the changing number of beneficiaries and reflect the actual food needs of the food insecure population in line with the MVAC assessment recommendation of November 2014 as well as to include the food needs of the flood-affected populations as recommended by the national preliminary response plan (PRP).</p> <p>BR#2 (April 2015) was aimed at extending the provision of lean season assistance (known as the MVAC response) by an additional month, from 1 to 30 April 2015, to cover food needs associated with the prolonged 2014/15 lean season.</p> <p>BR#3 (June 2015) responded to the MVAC assessment conducted in late February/early March 2015, which recommended the provision of humanitarian assistance to an additional approximately 249,000 people affected by floods. Assistance provided as a combination of in-kind food and cash transfers.</p> <p>BR#4 (September 2015) aims to scale up WFP response during the 2015/2016 lean season to address increased relief needs. No additional changes were made to activities, transfer modalities and rations previously planned.</p> <p>BR#5 (April 2016) aims to reach an additional 32,390 relief beneficiaries and extra 50,000 resilience beneficiaries from April to November 2016.</p>		
Duration	1 December 2014 – 31 March 2017 (28 months)		
Planned beneficiaries	Initial: 1,700,000	Revised (BR#5): 2,888,390	
Planned food requirements	Initial: In-kind food: 143,993 mt of food commodities; Cash and vouchers: 26,865,654 US\$	Revised (BR#5): In-kind food 253738 mt of food commodities; Cash and vouchers: 44 398 018 US\$	
US\$ requirements	Initial: 142,957,887 US\$	Revised (BR#5): 250,018,962 US\$	
OBJECTIVES, OUTCOMES AND ACTIVITIES (as per logframe in project document)			
Support to MDGs 1, 3, 7 & 8 and the Zero Hunger Challenge; in line with UNDAF 2012-2106	WFP Strategic Objective (SO)	Operation specific outcomes	Activities
	SO 1: Save lives and protect livelihoods in emergencies	Stabilized or improved food consumption over assistance period for targeted households and/or individuals	Targeted food assistance (TFA) and conditional targeted food assistance (C-TFA) through in-kind and cash transfers; Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices
	SO 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies	Adequate food consumption reached or maintained over assistance period for targeted households	Food assistance for asset (FFA) through food rations and cash transfers;
		Food/Cash for Asset activity to be implemented in 6 districts	Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices
		Improved access to assets and/or basic services, including community and market infrastructure	

		Stabilized or reduced under-nutrition, including micronutrient deficiencies among children aged 6–59 months, pregnant and lactating women, and school-aged children																											
	SO 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs	Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households	Food assistance for assets (FFA) through food rations and cash transfers																										
		Risk reduction capacity of country, communities and institutions strengthened																											
	Cross-cutting results: Gender: Gender equality and empowerment improved; Protection: WFP assistance delivered and utilized in safe, accountable and dignified conditions; Partnership: Food assistance interventions coordinated and partnerships developed and maintained.																												
PARTNERS																													
Government	Department of Disaster Management Affairs (DoDMA); the Ministry of Gender; the Ministry of Finance, Economic Planning and Development; the Ministry of Local Government and Rural Development; the Ministry of Agriculture, Irrigation and Water Development; the Ministry of Natural Resources, Energy and Mining; Civil Protection Committees, district and local authorities.																												
United Nations	FAO, UNICEF, UNDP																												
NGOs	Members of JEFAP include: ADRA; CADECOM; CARE Malawi; CICOD; CISP; Concern Universal; COOPI; DAPP; Emmanuel International; FOCCCAD; Plan Malawi; Save the Children; SOLDEV and World Vision Malawi																												
RESOURCES (INPUTS)																													
Resource situation: May 11 2016 Required: 249, 273, 430 Provided: 137,137,855.50 % against appeal: 58.1 % operation time elapsed: 62 Top 5 donors: USAID, Malawi, UK/One UN Fund, UN CERF, Japan	Figure 1: Proportion funded/unfunded by May 11 2015 <table><tr><th>Category</th><th>Percentage</th></tr><tr><td>Funded</td><td>55%</td></tr><tr><td>Unfund ed</td><td>45%</td></tr></table>	Category	Percentage	Funded	55%	Unfund ed	45%	Figure 2: Proportional donor contributions <table><tr><th>Donor</th><th>Percentage</th></tr><tr><td>USAID</td><td>49%</td></tr><tr><td>Malawi</td><td>17%</td></tr><tr><td>UK/One UN fund</td><td>10%</td></tr><tr><td>UN CERF</td><td>8%</td></tr><tr><td>Japan</td><td>4%</td></tr><tr><td>Canada</td><td>3%</td></tr><tr><td>Norway</td><td>2%</td></tr><tr><td>Germany</td><td>1%</td></tr><tr><td>Other</td><td>6%</td></tr></table>		Donor	Percentage	USAID	49%	Malawi	17%	UK/One UN fund	10%	UN CERF	8%	Japan	4%	Canada	3%	Norway	2%	Germany	1%	Other	6%
Category	Percentage																												
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Canada	3%																												
Norway	2%																												
Germany	1%																												
Other	6%																												

Figure 3. Planned % of beneficiaries by activity/component

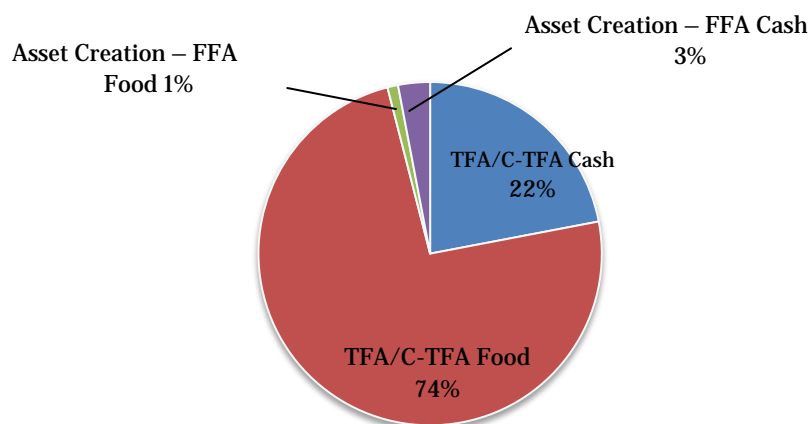


Figure 4. Planned % of women/girls versus men/boys by activity/component

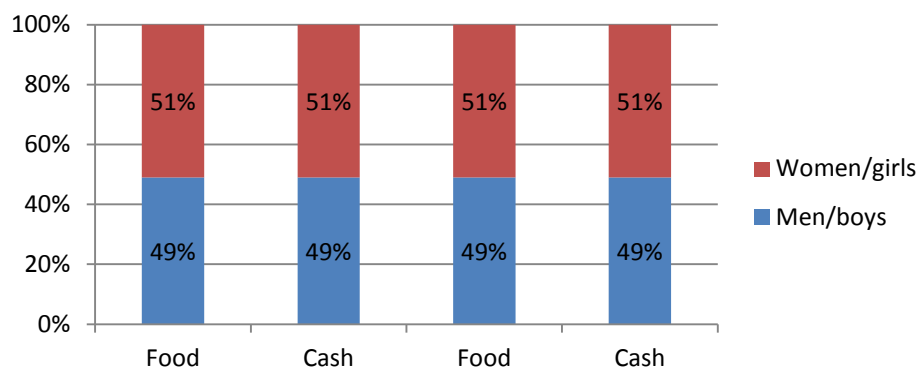
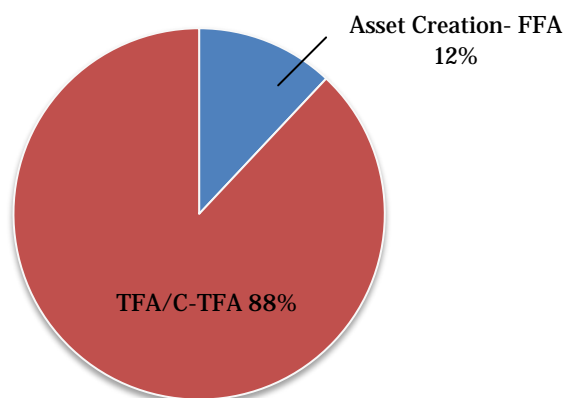


Figure 5. Planned % of food requirements by activity/component



OUTPUTS

Figure 6. Planned vs. Actual beneficiary numbers for Relief component¹

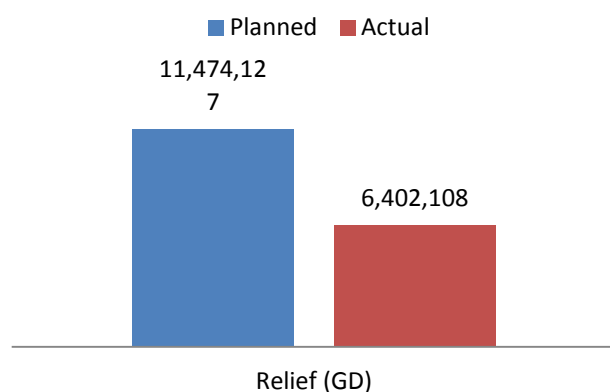


Figure 7. Planned vs. Actual beneficiary numbers for Prevention & Recovery component (up to Dec 2015)²

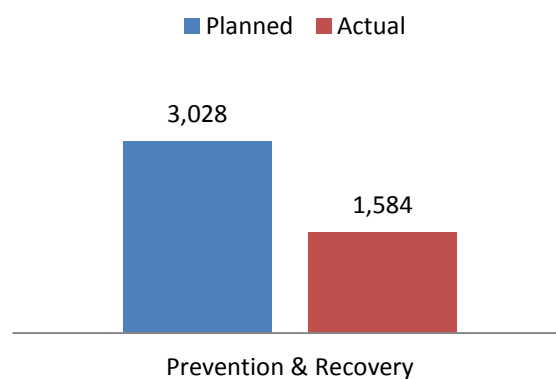
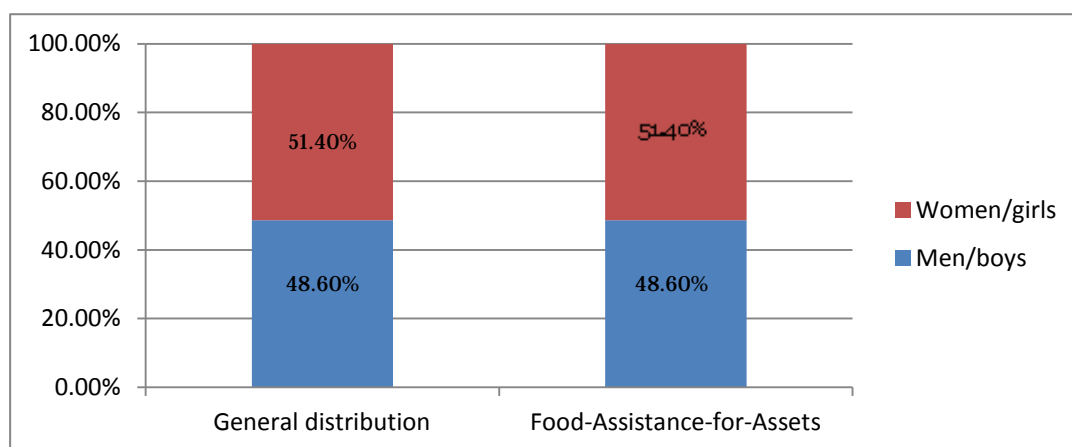


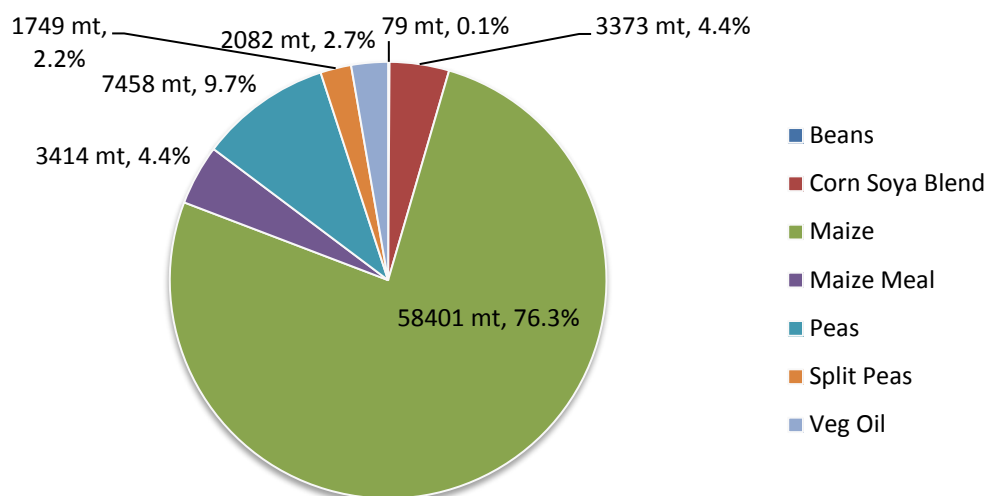
Figure 8. Actual % of women/girls versus men/boys by activity/component (up to Dec 2015)



¹ 2015 SPR figures.

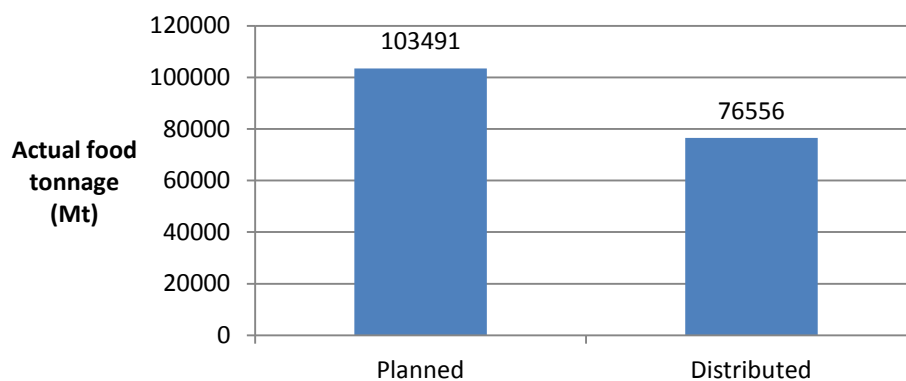
² Derived from 2015 SPR data covering the 2014-2015 MVAC and flood response to May 2015.

Figure 9. Actual combined food distribution (up to Dec 2015)



Output	% Actual of Planned 2015
SO1: General Distribution	
Men exposed to nutrition messaging & receiving nutrition counseling supported by WFP	71.7
Women exposed to nutrition messaging & receiving nutrition counseling supported by WFP	69.6
People exposed to nutrition messaging & receiving nutrition counseling supported by WFP	70.7
SO3: Food-Assistance-for-Assets	
Hectares (ha) of cultivated land treated with both physical soil and water conservation measures and biological stabilization or agroforestry techniques	75.4
Community groups formed and registered	79.2
Community members trained in asset management and sustainability	128.4
Fish ponds constructed (FFA) and maintained (self-help)	150.0
Training sessions for beneficiaries carried out (health and nutrition)	100.0
Tree seedlings produced	74.2

Figure 10. Actual food tonnage (Mt) distributed vs. planned in 2015



OUTCOMES

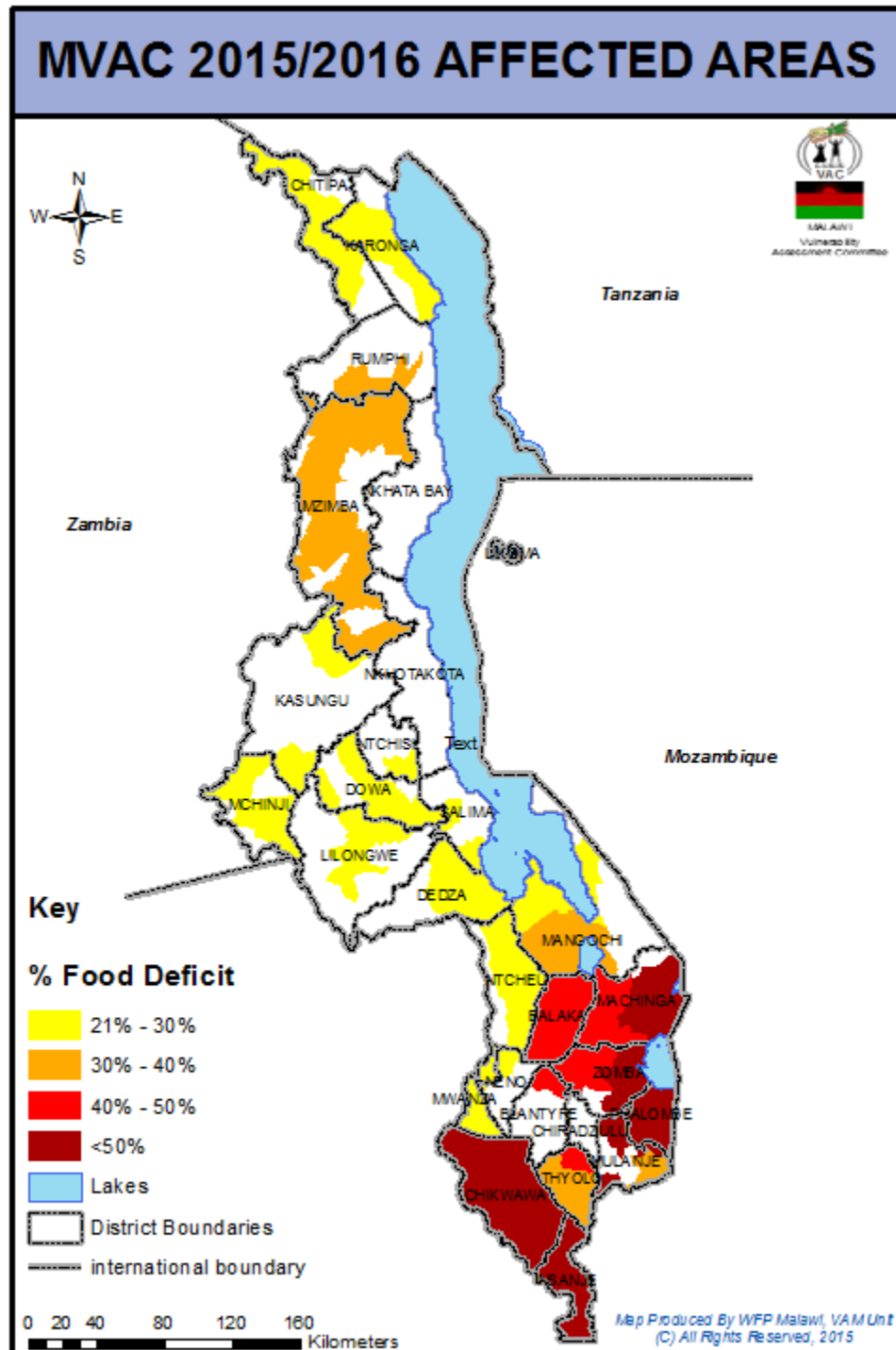
The “latest follow up (2015 SPR)” column is derived from the updated SO1 Outcomes from the Country Office Monitoring and Evaluation Tool (COMET). 2015 data has not yet been made available via the 2015 SPR and PRRO 200692 has yet to deliver activity under SO2, in part because Budget Revisions 1-4 have emphasised food assistance in response to urgent need. The targets in this table are specific to the SPR 2015 reporting period and were generated against that year’s baseline.

Key:	Attained	Not attained	Not measured	Not foreseen
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		Target	Baseline/2014SP R	Latest follow (2015 SPR)
SO1	Save lives and protect livelihoods in emergencies			
	CSI: Coping Strategy Index (average)	<19.64	19.64	12.7
	Diet Diversity Score	>4.56	4.56	4.6
	Diet Diversity Score (female-headed households)	>4.45	4.45	4.63
	Diet Diversity Score (male-headed households)	>4.64	4.64	4.64
	FCS: percentage of households with poor Food Consumption Score (female-headed)	8.5	42.5	12.2
	FCS: percentage of households with poor Food Consumption Score (male-headed)	7.02	35.1	9.7
	FCS: percentage of households with poor Food Consumption Score (overall)	7.76	38.8	10.95
SO2	Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies (SO2 activities were not planned/ implemented in 2015)			
	CAS: Community Asset Score (average)	<23.70	Not available	Not available
	Diet Diversity Score	>5.35	Not available	Not available
	Diet Diversity Score (female-headed households)	>5.20	Not available	Not available
	Diet Diversity Score (male-headed households)	=5.50	Not available	Not available
	FCS: percentage of households with borderline Food Consumption Score (female-headed)	<45.10	Not available	Not available
	FCS: percentage of households with borderline Food Consumption Score (male-headed)	=50.30	Not available	Not available
	FCS: percentage of households with poor Food Consumption Score	<10.00	Not available	Not available
	FCS: percentage of households with poor Food Consumption Score (female-headed)	<10.00	Not available	Not available
	FCS: percentage of households with poor Food Consumption Score (male-headed)	<10.00	Not available	Not available
	Proportion of children who consume a minimum acceptable diet	>70.00	Not available	Not available
	Proportion of eligible population who participate in programme (coverage)	>70.00	Not available	Not available
SO3	Reduce risk and enable people, communities and countries to meet their own food and nutrition needs			
	CAS: percentage of communities with an increased Asset Score	=80.00	Not available	Not available
	CSI (Asset Depletion): Percentage of female-headed households with reduced/stabilized Coping Strategy Index	=100.00	Not available	66.67
	CSI (Asset Depletion): Percentage of households with reduced/stabilized Coping Strategy Index	=100.00	Not available	57.27
	CSI (Asset Depletion): Percentage of male-headed households with reduced/stabilized Coping Strategy Index	=100.00	Not available	54.55
	CSI (Food): Percentage of female-headed households with reduced/stabilized Coping Strategy Index	=100.00	Not available	65.96

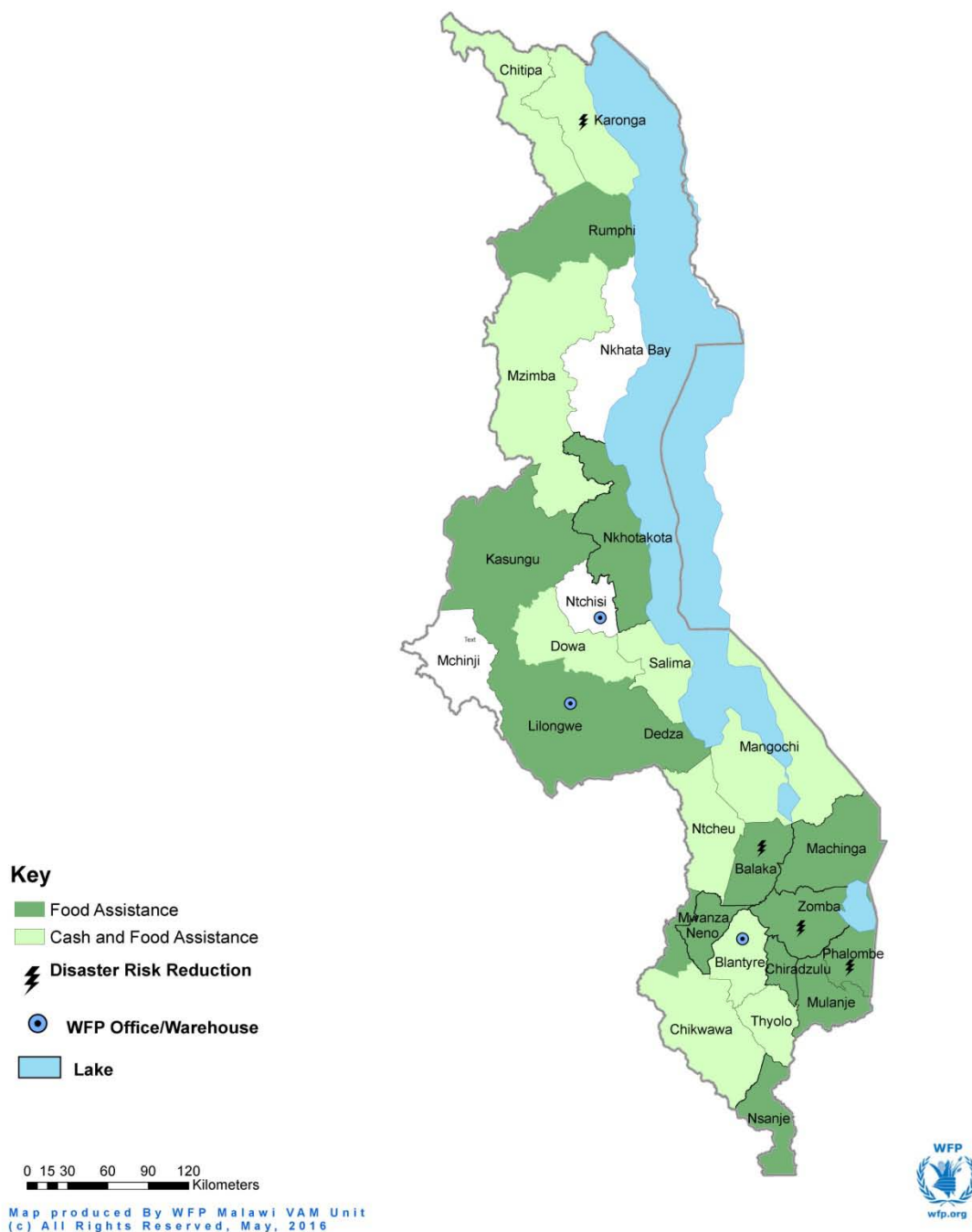
CSI (Food): Percentage of households with reduced/stabilized Coping Strategy Index	=100.00	Not available	60.81
CSI (Food): Percentage of male-headed households with reduced/stabilized Coping Strategy Index	=100.00	Not available	59.43
Diet Diversity Score	>5.42	5.42	5.54
Diet Diversity Score (female-headed households)	>5.22	5.22	5.6
Diet Diversity Score (male-headed households)	>5.50	5.5	5.53
FCS: percentage of households with borderline Food Consumption Score	<47.60	47.60	7.1
FCS: percentage of households with borderline Food Consumption Score (female-headed)	<45.10	45.1	8.50
FCS: percentage of households with borderline Food Consumption Score (male-headed)	<50.30	50.3	6.80
FCS: percentage of households with poor Food Consumption Score	<10.00	41.4	0
FCS: percentage of households with poor Food Consumption Score (female-headed)	<10.00	42	0
FCS: percentage of households with poor Food Consumption Score (male-headed)	<10.00	40.8	0
NCI: Resilience programmes National Capacity Index	>15.00	Not available	Not available

Map 1. MVAC 2015/2016 Affected Areas

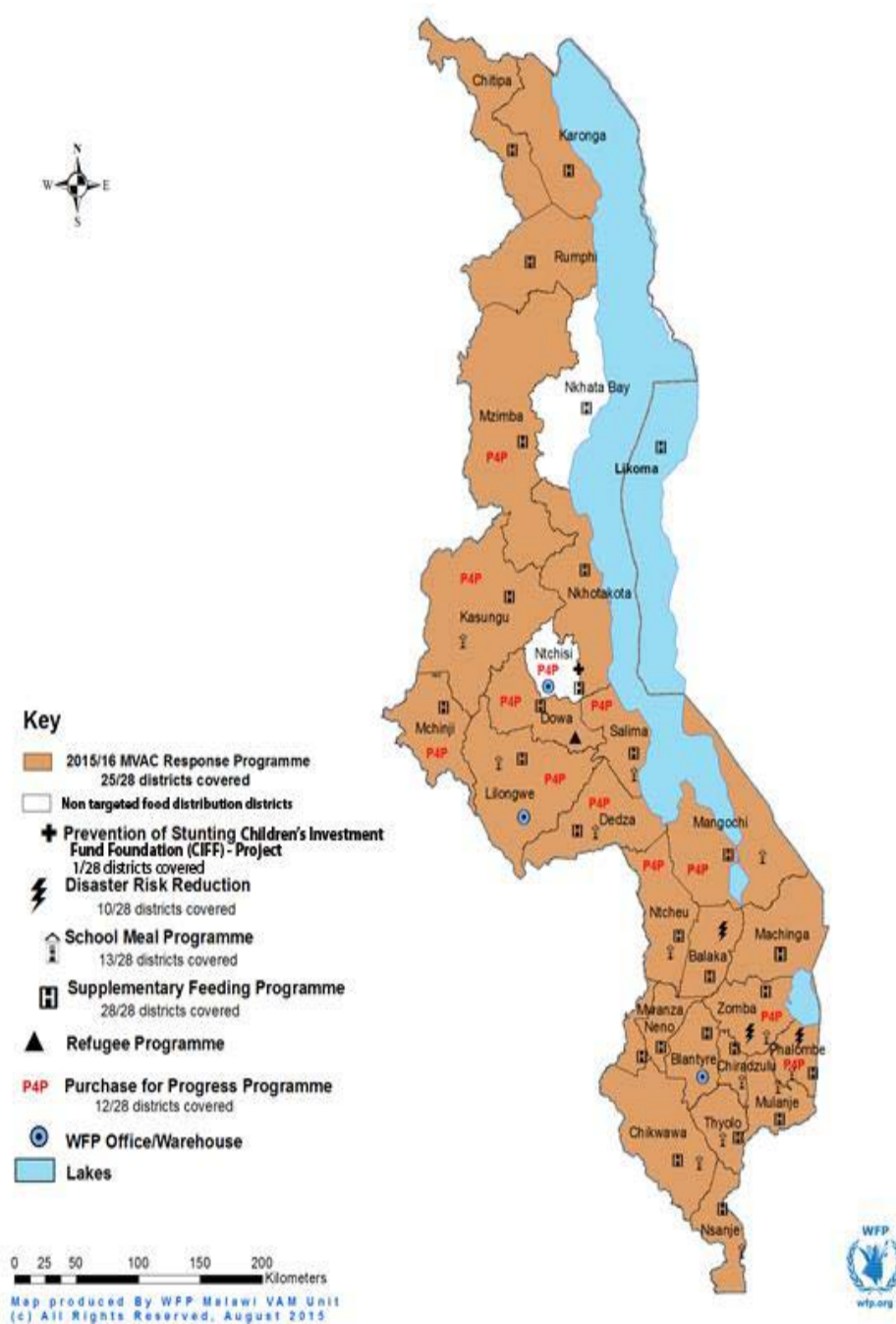


Map 2. PRRO Activity Areas

WFP Malawi Programmes (PRRO)



Map 3. WFP Programmes in Malawi 2015-16



Executive Summary

1. Malawi is highly vulnerable to droughts and floods which lower agricultural productivity and threaten food security. Around 2.8 million people (17 percent of the population) have been at risk of severe food insecurity over the last two lean seasons and large parts of Malawi suffer from food insecurity annually. Malnutrition and micronutrient deficiencies are a major public health issue and the stunting rate for children under five, one of the highest in Africa at 42 percent. Women are major contributors to household food production but are often marginalised from local and formal decision-making processes. These environmental and social challenges are compounded by recent political and economic events which have seen the suspension of donor support in response to the 2013 “Cashgate” scandal, the devaluation of the Kwacha by 49 percent, and a current inflation rate of 22 percent.
2. WFP Malawi launched the 28-month PRRO 200692 “Responding to Humanitarian Needs and Strengthening Resilience” to address cyclical and recurring food insecurity. The PRRO runs from December 2014 to March 2017 and comprises: 1) a relief component implemented through targeted assistance during the lean season providing nutrition sensitive food baskets and cash and voucher transfers for labour constrained, acutely food insecure households and; 2) a prevention and recovery component providing Food-Assistance-for Assets for able bodied households and a set of targeted resilience activities for chronically food insecure households.
3. This independent mid-term evaluation addresses three overarching questions: 1) how appropriate is the PRRO?; 2) what are the results of the operation?; and 3) why and how has the operation produced the observed results? The evaluation examines the PRRO’s formulation, implementation, resourcing, monitoring and evaluation in the timeframe from the design stages to the close of this evaluation. The way in which the PRRO addresses the needs of women, men, and vulnerable groups in Malawi is a central consideration in assessing the PRRO’s performance.
4. The evaluation took place between January-April 2016 and was conducted by a three member Evaluation Team (ET) from JaRco Consulting. The team was also supported by a Cash Based Transfer Advisor. The ET used a mixed method approach; a desk review of key project documents was followed by in-country assessment via key informant interviews, focus group discussions with beneficiaries and direct observation. The ET was in Malawi for three weeks in February and March 2016 and visited 10 sites representing: eight sets of targeted food assistance beneficiaries, comprising five in-kind and three cash-based transfer groups, in addition to two Food-Assistance-for-Assets groups and a group reached by a nutrition voucher pilot. At the PRRO’s mid-point, the report covers process, strategy and progress rather than a definitive assessment of effectiveness and impact.

Evaluation findings

Appropriateness of the operation (relevance and coherence)

5. The PRRO objectives are highly relevant to the current humanitarian and development needs of the food insecure population and the PRRO represents about 85% of the current relief response in Malawi. The PRRO design and objectives are aligned with the international narrative of “Breaking the Cycle”, the United Nations Development Assistance Framework and recent United Nations position papers on food security and resilience. The PRRO supports government policy relating to social protection, disaster risk management, nutrition and gender. It is coherent with the

WFP Malawi Country Strategy 2012-2017 and WFP Strategic Plan 2014–2017 where the components represent an effort to “respond”, “recover” and “reduce”. Synergy with the Country Programme is most likely in relation to the PRRO’s nutrition activity whereby support to the younger cohort of children (under two years) can dovetail with the support to school attending children. There appears to be greater potential to link the Country Programme’s Purchase-for-Progress market development approach to the Food-Assistance-for-Assets and resilience activity, however. This resilience activity resonates with USAID programmes and adds value to the United Nations-led Joint-Resilience Programme in Phalombe which delivers multi-agency activity in unison.

6. Targeting followed corporate guidelines and the national system of assessment and humanitarian response coordinated by the Malawi Vulnerability Assessment Committee (MVAC) and the Department of Disaster Management Affairs (DoDMA), respectively. Some humanitarian and development stakeholders expressed concerns over the adequacy of recent MVAC assessment and district-level targeting and this is likely to have consequences for effectiveness where ration sharing was observed to be a significant factor in the ongoing relief response.
7. The PRRO utilises the relief time window to deliver useful messaging alongside the in-kind food and cash transfer and in addition to the novel provision of fortified foods to pregnant and lactating women and children under two years. The Food-Assistance-for-Assets and associated resilience activity is well-designed and well-supported by donors, district government and beneficiaries but there could be additional clarity with respect to the overall role of the pilot activity and the function of household versus community asset creation in building resilience. The ET observed that the unfunded “complementary” recovery activity varies with respect to its relevance, quality, coverage and potential contribution to recovery objectives.

Results of the operation

8. The PRRO reached approximately 1.9 million beneficiaries between 1st January 2015 and 31st December 2015, representing 102% of the planned beneficiary number and exceeding its target under both the relief and prevention and recovery components. In the relief context, the PRRO delivered about 74% of the planned tonnage of in-kind food assistance and just over 55% of planned cash and voucher transfers but attainment with respect to outcome indicators was reasonable. The PRRO achieved positive food security outcomes under the relief component but did not attain its 2014/2015 targets with respect to food consumption score (FCS).
9. WFP monitoring does not demonstrate definitive themes with respect to the relative effectiveness of cash or in-kind food in achieving positive food security outcomes. Beneficiary feedback to the ET indicates the overall level of assistance, or its shortfall, was more significant than the choice of modality in influencing outcomes as pipeline and funding constraints impacted both in-kind food and cash transfers.
10. About 70% of the planned relief beneficiaries were reached with messaging. These messages were well-understood but it is unclear to what degree they contributed to food security outcomes. The PRRO was effective at supporting representation of women at household level and within local committees.

11. Food-Assistance-for-Assets and the associated planning activity recently achieved its target of reaching four districts and reached 245% the planned beneficiaries³. The package of resilience activities has contributed greater gains against food security and cross-cutting indicators than has the relief component. Post-distribution monitoring indicates that the proportion of beneficiaries with poor food consumption score has been reduced from approximately 40% at baseline to zero in May 2015, for instance. There were mixed results with respect to the construction of community assets but Food-Assistance-for-Assets represented a significant economic opportunity to participating households.
12. It is unclear to what extent unfunded “complementary activity” delivered alongside the relief component has resulted in positive recovery outcomes but WFP has been successful in mobilising cooperating partner resources to support beneficiaries in a range of activities across all PRRO districts. These activities vary widely between sites and cooperating partners and with respect to their overall role in recovery.

Factors affecting the results

13. The WFP Country Office has developed strategic partnerships with the key government assessment and coordination stakeholders, MVAC and DoDMA, and developed its network within the Food Security Cluster and with other clusters. Cooperating partners have been supported effectively on reporting and on gender and protection but progress with these partners may be undermined by high staff turn-over at field level. However, the PRRO draws on high levels of participation with local institutions and the communities, themselves. WFP and cooperating partners use this intensive relief setting to deliver a range of messaging and assistance in a gender-sensitive and safe environment and there appears to be an opportunity to further utilise local informal institutions in this process.
14. Logistics and delivery issues were reported to have been a constraint and remained an issue during the evaluation period. These issues related to funding and mobilisation of resources and have limited the level of support over extended periods. The initial phase of the 2015 relief operation was fully funded but the additional support to the flood response meant that food stocks were insufficient to cover the entire response and funding constraints meant that some cash transfers were provided as half entitlements.
15. Externally, the PRRO is constrained by several economic, environmental, institutional and social factors. The lean season and flood response operations were not fully funded and, to date, there has been no donor support to specific recovery projects or activities. Locally, rapid food price inflation is expected to have affected the recent effectiveness of cash distribution and undermined its contribution to food security outcomes. The prevention and recovery component was disrupted by the sudden onset flood emergency in January 2015 and the current El Nino event which required WFP to expand its 2015 caseload to 2.5 million from the PRRO’s projected 1.7 million. The recent increase in sharing reported to the ET reflects the trend over the 2015-2016 lean season as captured by WFP monitoring where the proportion of households indicating they share is as high as 44%. This sharing will have affected the reported PRRO contribution towards food security outcomes. Sharing has gender

³ The reported attainment of 256% FFA participants was based on original targets generated in 2014 – targets which had not been updated since securing additional funding and expanding this activity,

and regional dimensions and is likely to relate to the nationally accepted approach of targeting based on an average household size of 5.5. people.

Overall assessment and conclusions

16. The PRRO was intended to “break the cycle” via a gradual “shift from relief to recovery and resilience-building integrated into long-term social support and maintenance of emergency response capacities”. At the mid-point stage, the PRRO has had to deliver a greater relief response than originally planned and is still developing capacity to link relief, recovery and resilience. The timeframe required for achieving this will extend well beyond this operation.
17. The PRRO components were appropriate to Malawi’s overall food security and vulnerability context. The relief component was delivered in line with the MVAC assessments and the resilience activity supported a small sub-set of beneficiaries and district level government to build resilience in partnership as recognised by best practices. The relief component was moderately effective and made positive progress against most of its food security indicators although several food security targets were not achieved. The resilience activity was more effective in attaining its outcome targets and this relates to the continuous facilitation and the overlapping nature of extra pilot activity in the key district of Balaka. Under both the relief component and Food-Assistance-for-Assets activity, attainment against female empowerment targets was reasonable in the context of social norms across Malawi.
18. The impact of the relief component is unclear due to its transient nature but it is likely that the assistance saved lives. The ET collected anecdotal evidence that relief activities enabled beneficiaries to provide their own labour and generate income to buy extra food and access health or education services. Such impacts were more pronounced for Food-Assistance-for-Assets where some community assets, especially improved cultivated land, generate other community benefits in the future. The relief activity is not expected to be sustainable as activity after the PRRO is limited by severe financial and capacity constraints in the government partners. Continued or autonomous resilience activity is possible via the four participating District Councils, but capacity will be a constraint without further support.
19. Finally, many of the features that have affected performance are social and institutional and the options to accommodate or counteract them are inter-linked. Several of the report’s recommendations address social aspects of the PRRO, making better use of existing knowledge and developing a better understanding of local factors that will affect appropriateness and outcomes for beneficiaries.

Recommendations

R1. (Strategic) Design structured recovery activities within a funded project context. The Country Office needs to re-define and formalise the recovery activities of the PRRO in the context of relief. In the first instance, this will require designing site-specific and partner-specific projects that can be supported to March 2017. Building on its experiences with complementary activity, the Country Office should identify and reduce: 1) the Cooperating Partners to be engaged in this funded recovery activity and; 2) the range of activities that constitute recovery at household and community level.

R2. (Operational) Maintain and improve responsiveness in the case of cash transfers. Rapid and unexpected food inflation rates, as experienced in the

2015-2016 lean season, must be factored into the calculation of cash transfers if the transfer value is to meet local food requirements. The real time price data from mVAM-monitored markets could be used in the calculation of projected monthly food inflation rates and the Country Office could work closer with the Cooperating Partners and especially financial service providers to reduce delivery times of cash transfers and so reduce the impact of inflation.

R3. (Operational) Reassess the significance and impact of ration sharing.

The Country Office should review how sharing is reported and interpreted by WFP and Cooperating Partner staff and how it is addressed with beneficiary communities. The Country Office should work to develop a clear understanding of the community role and impact of sharing for in-kind food beneficiaries and, additionally, cash beneficiaries where the impact is less direct. This additional analysis and knowledge could be used to inform modality choice or specific aspects of delivery and targeting.

R4. (Operational) Develop a CO position on individual and household targeting.

The Country Office should explore the consequences of targeting based on the assumed household size of 5.5 and develop a position on individual targeting or targeting based on actual household size. The adoption of WFP's System for Cash Operations and improved registration processes provides an opportunity to refine targeting and the Country Office could undertake a joint-review with the Joint Emergency Food Assistance Programme members of the 5.5 person household size, drawing from learning generated from piloted individual targeting in Lilongwe in late-2015.

R5. (Strategic) Continue to support MVAC capacity and overall stakeholder awareness of the assessment process. The Country Office should extend its key role in support of the MVAC Secretariat and assessment process, both in a technical and financial capacity but crucially via advocacy. The Country Office could support MVAC to better communicate the assessment process to humanitarian and development stakeholders. Additional clarity and external understanding of the assessment would increase confidence in the process and may improve quality through additional transparency and input.

R6. (Strategic) Develop a medium-term strategy for Resilience based on a theory of change.

The Country Office should develop a simple but contextualised theory of change (TOC) in coordination with the HQ technical units of WFP. The Country Office should draw on best practice, mapping the pathway by which beneficiary households and communities might graduate from chronic food insecurity, vulnerability to climatic trends and shocks towards resilience. The TOC should represent the strategic role of the Rural Resilience Initiative and Global Facility for Climate Services pilots and their contribution to prevention and recovery.

R7. (Operational) Further develop gender capacity at district and local levels.

The Country Office should ideally identify a specific gender officer, or focal point, within each of its Cooperating Partners and consider extending its social and behavioural change communication work via a role for Traditional Authorities, Civil Protection Committees and Village Development Committees.

R8. (Operational) Make better use of gender indicators in analysis and reporting.

The Country Office should place greater emphasis on gender-related and cross-cutting indicators in its monitoring and reporting to better reflect the social features that influence effectiveness and appropriateness. Cross-cutting indicators

should be routinely reviewed and interpreted, not in isolation, but alongside quantitative outcomes data derived via Post Distribution Monitoring.

R9. (Operational) Streamline partner reporting and consolidate existing operational partnerships through joint-learning and increased field-level interaction. The Country Office could look to streamline Cooperating Partners reporting commitments further and extend its local support to M&E and operations, ideally via additional Field Monitoring Assistant capacity. Increasing the frequency of interaction between Field Monitoring Assistants and Cooperating Partner field staff would help counteract the effect of high staff-turnover at local level, improve process reporting and increase consistency in the Cooperating Partners' understanding of the PRRO and its activities, particularly in the context of recovery.

R10. (Operational) Clarify the role of Purchase 4 Progress and market development initiatives with respect to relief, recovery and resilience. The Country Office could clarify how cross-cutting activity of the Country Programme and especially P4P is intended to support the PRRO. The Country Office could link Purchase 4 Progress to a new resilience theory of change so that Food or Cash for Assets beneficiaries, with improved productive capacity and new financial acumen, are exposed to market opportunities at these locations within current and future Food-Assistance-for-Assets districts. The Country Office should also explore linking with private sector stakeholders such as the Grain Traders and Processors Association in order to dampen the effects of unstable food supply and prices.

1. Introduction

1.1 Evaluation Features

1. *Purpose:* In the context of a renewed corporate emphasis on providing evidence and accountability for results, WFP's Office of Evaluation (OEV), in consultation with Malawi Country Office (CO) and the Southern Africa Regional Bureau (RB) in Johannesburg, selected the Protracted Relief and Recovery Operation (PRRO) 200692 - "Responding to Humanitarian Needs and Strengthening Resilience" - for an independent evaluation in 2016. Selection assessed the utility of the evaluation (its timeliness and the coverage of recent/planned evaluations) and considered a wide range of operational and external risks. In January 2015 JaRco Consulting was selected to conduct the evaluation. (See Annex 2 for Terms of Reference).
2. The PRRO 200692 runs from December 2014 to March 2017, and this current evaluation generates findings that will contribute to the current operation and the planning and design of subsequent WFP support in Malawi. Internally, the CO, RB, OEV, and WFP's Executive Board are key stakeholders, with interests ranging from operational decision making to oversight and learning. External stakeholders include the PRRO beneficiaries, the Government of Malawi, the United Nations Country Team (UNCT), Non-Governmental Organisations (NGOs), and donors. For these groups the report acts a commitment to transparency and gives them an insight into the basis of WFP's decision making process for future programming.
3. *Scope and focus:* The evaluation assesses the PRRO through three overarching questions: 1) how appropriate is the operation? 2) what are the results of the operation? and 3) why and how have observed results been produced? The OECD-DAC criteria were used to guide and explain the judgements made in the report. Relevance is considered mostly under Question One, and the report looks at the PRRO's appropriateness to beneficiary needs from its design stages onward as well as its alignment to the policy and programme context in Malawi and to the United Nations strategies. Effectiveness is the core focus of Question Two, and the report takes a quantitative approach (using secondary data) to assess how well the PRRO has performed in meeting its targets. Although not measured quantitatively, Question Two and Question Three discuss issues of Efficiency, Impact, and Sustainability based on the Evaluation Team's (ET) qualitative data collection.
4. The evaluation examines the activities and processes related to the PRRO's formulation, implementation, resourcing, monitoring and evaluation in the timeframe between the design stages and the close of this evaluation. The way in which the PRRO addresses the needs of women, men, and vulnerable groups in Malawi is a central consideration in assessing the PRRO's performance. As these groups experience humanitarian assistance differently the evaluation team (ET) explicitly explored gender and equity concerns - the extent to which women and other vulnerable groups could access and participate in PRRO activities is analysed and the ET attempted to review the relevance of the PPRO with respect to its fit with social norms and their effects on results.
5. *Evaluation process:* The evaluation took place between January 2016 and April 2016, performed by an ET consisting of three members: a livelihoods and resilience specialist (team leader); a markets and nutrition specialist; and a gender specialist. It also had the support of a Cash Based Transfer Advisor. An inception package (IP) detailing how the ET would answer the three core evaluation questions was accepted by OEV, CO, and RB in February 2016.

6. A mix-methods approach was used to collect data that would help answer the three evaluation questions. Quantitative data was captured exclusively from a document review of secondary sources (i.e. WFP's corporate and programme reporting and national statistics). Qualitative information was gathered mainly through Key Informant Interviews (KIIs), Focus Group Discussions (FGDs) and observations at activity sites. The ET verified both primary and secondary data through triangulation with and between the two sets of data. (The full methodology is outlined in Annex 3.)
7. The ET conducted a field mission between 29th February and 18th March to collect primary data and validate information from a broad range of stakeholders relevant to the PRRO design and implementation.⁴ Purposive sampling allowed the ET to gather a large amount of information from relevant stakeholders, PRRO sites and documents in the time allocated. To understand the processes involved in the design, implementation and management of the PRRO, KIIs were conducted with WFP, government stakeholders, partners and donors. To understand how the activities were implemented and their impact on people, the ET conducted site visits over seven days and conducted FGDs with gender-segregated groups and observations of activities. Site visits were selected on the basis of: 1) covering the range of key PRRO activities and; 2) providing geographic coverage to represent the three regions of Malawi, levels of food insecurity and the intensity of PRRO activity.
8. In total, 10 operational sites were visited and these represented: eight sets of targeted food assistance (TFA) beneficiaries, comprising five in-kind and three cash-based transfer (CBT) groups, in addition to two Food-Assistance-for-Assets (FFA) groups and one site which had been involved in a early nutrition voucher pilot. Cooperating Partners (CPs) drew PRRO stakeholders from several group village heads to these sites, including Village Civil Protection Committees, Village Development Committees, traditional leaders and non-beneficiaries. Over 40 FGDs were conducted with these sets of local stakeholders and KIIs were conducted with local CPs and district level stakeholders where possible. Where the modality had changed over time, these FGDs were able to explore the appropriateness and impact of current versus previous modalities, as perceived by the beneficiaries.
9. The ET applied several ethical safeguards. The ET took measures to ensure that all voices were heard in data collection, meeting with women and non-beneficiary groups separately, as appropriate. All opinions used in the report are anonymised and any possible bias from greater exposure to CO reporting and opinion was countered during the analysis by assessing the perspectives of beneficiaries, partners and donors. The review of the draft report was conducted in a transparent manner, shared among the CO, RB and OEV and accessible on request by external stakeholders. Finally, all team members had JaRco's child safe-guarding rules written into their contracts, and these set the basis for careful treatment of children during the field mission.
10. *Limitations:* The main limitation to the evaluation is the reliance on secondary quantitative data and limited narrative from the PRRO's reporting. A draft 2015 Standard Project Report (SPR) was released at the end of the in-country mission and the ET had to supplement this with a review of additional monitoring reports not yet

4 At the end of the field mission, the ET held an internal debriefing with WFP staff from the CO, RB and OEV, and an external briefing with Government and other partners.

finalised during the in-country evaluation. Neither the TOR nor time allocated allowed for a data quality review of the secondary information. This led to an unavoidable over-reliance on qualitative data in order to piece together the results and events of the PRRO. The team limited subjectivity as far as possible by triangulation but this was constrained by the relatively limited reporting to date. Where necessary, the ET has couched its discussion surrounding causality and attribution in cautious language to acknowledge any uncertainty.

11. The ET was able to visit a large number of PRRO operational sites but was not able to reach all scheduled key donor and government contact persons. The ET would have particularly liked more time with district government to explore the appropriateness and sustainability of the resilience activity. Finally, time constraints meant that the ET modified the field level activity and explored a small sample of case studies in the scheduled FGD context, rather than through individual household visits as planned. In sum, the ET was able generate an informative assessment of the PRRO from targeted conversations and triangulation with other sources. At the operation's mid-point status, the report covers issues relating to process, strategy and progress rather than a definitive assessment of effectiveness and impact.

1.2 Country Context

12. Malawi is a landlocked country situated in south-eastern Africa, bordered by Zambia to the west, Tanzania to the north and Mozambique to the south and east. It is divided into 28 districts within three regions: Central Region, Northern Region and Southern Region. Land use is predominantly agricultural and more than 80 percent of Malawians are smallholder farmers with access to an average 0.23 ha of arable land, compared with the sub-Saharan African average of 0.40 ha.⁵ Intensive cultivation of small landholdings and deforestation are causing environmental degradation and undermining food and water security in Malawi.
13. Malawi is Africa's tenth most densely populated country, with a population density of 177 per sq km and a population growing at about 3 percent a year.⁶ The economy is based primarily on agriculture which accounts for one-third of GDP and 90 percent of export revenues.⁵ Tobacco production is crucial to short-term growth and accounts for more than half of exports. Recent economic growth was primarily driven by growth of agriculture, information and communication, and wholesale and retail trade sectors.⁷ However, since 2012, economic shocks, such as the devaluation of the Kwacha by 49 percent and inflation above 20 percent, have contributed to high living costs, with Malawi ranking the 13th worst performing economy in the 2014/15 Global Competitiveness report. Due to political instability and social unrest in the Great Lakes and the Horn of Africa regions, Malawi has been hosting refugees for over two decades.
14. The influx of refugees intensifies the existing strain on land and resources and increases food insecurity in the regions. As of September 2015, a total of 23,288 refugees and asylum-seekers reside in Malawi.⁸ In early January 2015, southern and central Malawi was hit by the most devastating floods in living memory and a state of emergency was declared in 15 of the country's 28 districts.

⁵ CIA, The World Factbook: Malawi, 2011.

⁶ World Bank Data, in <http://data.worldbank.org> (consulted February 2016).

⁷ World Bank, Malawi Country Overview, 2015.

⁸ UNHCR, Malawi Factsheet, 2015.

Poverty context

15. Although the poverty headcount improved between 2005 and 2010, it has now reached 50.7 percent⁹ and Malawi remains the poorest country in the world based on GDP per capita in 2014.¹⁰ As of 2014, the country's GDP is estimated at USD 4.26 billion, with real growth rate from the previous year of 5.7 percent.⁶ Per capita, purchasing power parity GDP is USD 784 as of 2014.¹¹ Despite recent growth, the government ran a fiscal deficit of around 5.9 percent in 2014/2015. Malawi was heavily dependent upon international donor support until the "Cashgate" scandal in 2013, but now authorities are exploiting domestic sources and running the risk of increasing inflation and lending rates, crowding out private sector investment and hindering economic growth.⁷
16. The persistent development challenges include poor infrastructure, scarcity of skilled human resources for healthcare provision, inadequate public financial management, and inefficient public services.⁷ The 2014 Human Development Index (HDI) ranks Malawi in the low human development category, placing the country 174th of 187 countries and territories. According to the 2013/14 Multidimensional Poverty Index (MPI), 56 percent of the population are multi-dimensionally poor while 16.5 percent are destitute.¹² In 2013, the life expectancy for men was 60 years and for women was 63 years. The infant mortality rate is 43 per 1,000 live births and the estimated maternal mortality ratio is 634 per 100,000 live births.⁶ The most significant health burdens in the country are related to HIV/AIDS, tuberculosis and malaria, maternal, neonatal nutritional and other infectious diseases.¹³ The country's high HIV prevalence of 11 percent is the ninth highest rate in the world.⁵
17. Malawi's Gender Inequality Index (GII) value is 0.5611, ranking it 140 out of 155 countries in 2014.¹⁴ Less than 17 percent of parliamentary seats are held by women and only 11.1 percent of adult women have reached secondary level education, compared to 21.6 percent of their male counterparts. Female headed households experience higher poverty than those headed by men, which is compounded by only half of girls aged 15-24 in Malawi being literate.¹⁵ A recent study measuring the economic costs of the gender gap in agricultural productivity in three African countries —Malawi, Tanzania and Uganda— estimates that the gender gap in Malawi amounts to USD 100 million per year. Reducing the gender gap in agricultural productivity could potentially lift as many as 238,000 people out of poverty.¹⁶

Food and Nutrition

18. The typical Malawian diet consists of cereals, primarily maize, starchy roots (cassava and potatoes) and starchy fruits (plantain), with fruits and vegetables as complements. The population is highly vulnerable to the effects of natural disasters

9 UNDP, <http://www.mw.undp.org/content/malawi/en/home/countryinfo.html>.

10 World Bank Data, in <http://data.worldbank.org> consulted on (February 2016).

11 *ibid*

12 Oxford Poverty and Human Development Initiative, Multidimensional Poverty Index, 2015.

13 WHO, Malawi: WHO statistical profile, 2012.

14 UNDP, Human Development Report, 2015.

15 DHS, Malawi, 2010.

16 UN Women, UNDP, UNEP, and the World Bank Group. The cost of the Gender Gap in Agricultural Productivity in Malawi, Tanzania and Uganda, 2015.

such as annual dry spells and flooding. The Malawi Vulnerability Assessment Committee (MVAC) estimate that 2.8 million people (16.8 percent of the total population) are at risk of severe food insecurity in 2015/16, with 25 out of 28 districts affected due to extreme dry spells and floods throughout the country. Large parts of Malawi continue to suffer from annual food insecurity each lean season (between October and March) due to high food prices and insufficient household crop production caused by prolonged dry spells and/or flooding. Malawi experienced both in 2015 with particularly severe floods in the south affecting as many as one million people.

19. According to the 2015 Global Hunger Index (GHI), Malawi's score of 27.3 puts the country 73rd of 105 countries, indicating that the country suffers "serious" levels of hunger.¹⁷ Women in particular bear the burden of Malawi's food insecurity. Women produce 70 percent of household food and perform around 52 percent of all agricultural tasks,¹⁸ but continue to face challenges such as poor access to and control over the means of agricultural production including farm inputs, improved technologies, training, extension services, credit and land.¹⁹
20. Malnutrition, particularly under-nutrition, is a major public health issue in Malawi. The stunting rate for children under age five is 42 percent,¹⁵ one of the highest rates in Africa. In addition, nearly half of children suffer from micronutrient deficiencies, including iron and vitamin A. Exclusive breastfeeding is not widespread and complementary foods are insufficiently diversified. This, along with high morbidity, low access to health care, poverty and food insecurity contributes to the very high prevalence of chronic malnutrition.

Policy context

21. The Government of Malawi addresses the challenges of recurrent hazards, food insecurity, malnutrition and poverty through several key policies. To address food insecurity and spur agricultural growth, the government developed the National Nutrition Policy and Strategy and the Agriculture Sector-Wide Approach (ASWAP), which, together, coordinate food security programming at national and community levels. Malawi's Growth and Development Strategy (MGDS) II (2011-2016), the country's overarching operational medium-term strategy, focuses on sustainable economic growth, social development, social support and disaster risk management, infrastructure development, governance, gender and capacity development. Other related policies and strategies of relevance to the PRRO include WFP's Country Strategy Document 2012-2016, which focuses on nutrition, markets, social support and disaster risk reduction and the Food and Agriculture Organization's (FAO) Plan of Action 2012-2016, which aims to reduce risk and the impacts of disasters on food and nutrition security via disaster risk reduction and improved community resilience to shocks.

¹⁷ <http://ghi.ifpri.org/>

¹⁸ Palacios-Lopez, Christiaensen, and Kilic, "How Much of the Labor in African Agriculture Is Provided by Women?" Policy Research Working Paper WPS 7282, World Bank, Washington, DC, 2015.

¹⁹ UN Women Malawi, "Enhancing the role of women in agriculture as a conduit for sustainable economic development in Malawi", presentation at the Economics Association of Malawi annual conference, Mangochi, November 2014.

Programme response

22. On 1st December 2014, WFP Malawi²⁰ launched the 28-month PRRO 200692 “Responding to Humanitarian Needs and Strengthening Resilience” to respond to and address cyclical and recurrent food insecurity in the country. Its objectives were as follows: to stabilise or improve food consumption for targeted households and/or individuals; reach or maintain adequate food consumption over assistance period for targeted households; improve access to assets and/or basic services, including community and market infrastructure; stabilize or reduce under-nutrition, including micronutrient deficiencies among children aged 6–59 months, pregnant and lactating women, and school-aged children; improve access to livelihood assets to contribute to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households; and to strengthen risk reduction capacity of the country, communities and institutions.

1.3 Operation overview

23. PRRO 200692 is comprised of a relief component and a prevention and recovery component. However, much of the CO reporting and internal discussion of the PRRO makes a distinction between ‘relief’, ‘recovery’ and ‘resilience’ activity and the programme results have been presented against the respective Strategic Objectives 1-3 outlined in the log-frame.²¹ Although resilience is not a specified component of the PRRO, the FFA activity is reported under Strategic Objective 3 and there are corporate aspects of resilience planning, management, implementation and monitoring that make it quite distinct from the general distribution (GD) activity under the PRRO. This report thus presents findings in relation to ‘relief’, ‘recovery’ and ‘resilience’ but avoids the use of the term “component” in relation to the latter. A summary of the original planned beneficiary numbers by activity and geographic coverage is presented in Annex 8.

PRRO Strategic Objective 1: Provide life-saving food assistance for targeted food-insecure populations during lean seasons

24. The relief component was to be implemented during each lean season of the PRRO (normally October-March) through targeted in-kind food assistance or cash and voucher (C&V) transfers to food-insecure and labour-constrained households. The transfer modality was to be determined by market assessments and cost-efficiency considerations and targeting was to follow the annual MVAC estimates of food insecure households and Joint Emergency Food Assistance Programme (JEFAP) guidelines.
25. The PRRO’s Programme Document refers to conditional targeted food assistance (C-TFA) that was intended to link relief beneficiaries to recovery activity in six districts. Relief was supplied alongside a range of social and behavioural change communication (SBCC) messages but the emergency context meant that access to food and cash was ultimately unconditional. The monthly in-kind household food

20 The PRRO 200692 runs concurrently with WFP’s: i) Country Programme 200287, supporting long-term development activities through school meals, supplementary feeding, and capacity development related to disaster risk reduction, and ii) PRRO 200460, which provides assistance to some 21,000 refugees in the country as of mid-2015.

21 The CO recognises that the relief, recovery and resilience activities overlap and are not intended to operate in parallel, however.

basket was to be based on 50Kg maize grain, 10Kg pulses and 1.84litres vegetable oil. The ration was intended to provide 71% the immediate food requirement of 2100 kcals/per person/per day in line with the Sphere Project guidance. Cash and voucher transfers were intended to reach about 25% of the relief beneficiaries and transfer values were to relate to local retail prices for the equivalent food basket.

26. The relief component was also intended as a vehicle to prevent moderate acute malnutrition and micronutrient deficiencies in PLW and children of 6-23 months via the provision of in-kind, cash or voucher access to 6Kg Super Cereal and Super Cereal Plus, respectively. This was the first time that the CO had targeted PLW and children with specific products in the relief context.²²
27. The planned relief component was modified as early as March 2015 through a series of five Budget Revisions (BRs) completed by April 2016. The BRs were intended to respond to the early-2015 floods, extend assistance in the MVAC relief period by one month and scale-up relief response for the 2015-2016 lean season.
28. WFP supports the Department of Disaster Management Affairs (DoDMA) as a key government partner in the coordination of humanitarian response from national level via the Humanitarian Response Committee (HRC) to District and local level. Coordination and targeting is conducted in partnership with District Executive Committees (DECs) and local level institutions including the Civil Protection Committees at district and village level, the Village Development Committees (VDCs) and Food Management Committees (FMCs). WFP delivers in-kind and cash and voucher assistance and SBCC activities via field level agreements (FLAs) with its 15 local NGO and INGO CPs and in partnership with financial service providers (FSPs).

PRRO Strategic Objective 2: Support the restoration of livelihoods and improve household and community resilience through the creation of productive assets under government-led complementary partnerships

29. The PRRO's Programme Document outlines the use of conditional in-kind food and cash assistance to 204,000 acute food insecure beneficiaries in the post-emergency context. The intention was to link relief with early recovery and long-term resilience building through asset creation and soft work norms that would not disrupt other livelihood commitments and that accommodate lean season vulnerability. The recovery activity is intended to contribute to a fourth objective: "prevent moderate malnutrition and micronutrient deficiencies in the 1,000 days from conception to prevent stunting"²³. To date, this recovery activity has not been supported with specific donor funds and, as such, no results are reported against in the log-frame or in line with the Strategic Results Framework. The CO expects to begin funded recovery activity in the context of six districts starting mid-2016.
30. WFP has instead required its relief component CPs to deliver "complementary activities" that operate across all programme locations and with the relief beneficiaries. Such activities include physical asset creation, messaging associated with nutrition and health, environmental rehabilitation, village savings and loans

²² Throughout this report, the provision of fortified blended foods as Super Cereal and Super Cereal Plus is discussed in the context of the relief component where it is delivered alongside messaging and the in-kind ration, cash or voucher transfer. The role of these foods in the context of relief was rather unclear in the Programme Document but has since been made more explicit in Budget Revision 4 (paragraph 20).

²³ Programme Document: paragraph 20.

(VSLs) or WASH, and draw on inputs from government technical service providers where possible. CPs may utilise the activity of other NGOs where these agencies have a comparative advantage or existing presence in particular locations.

31. In March 2015, WFP developed more specific guidance on complementary activity and recovery as part of its response to the floods through its comprehensive Early Recovery Framework.²⁴ The guidance categorised flood-affected districts and the combinations of PRRO support required by each. By March 2016, 21 partners had contributed complementary activities under the PRRO's recovery activity in the relief context component including four District Councils, CP NGOs, private sector companies and government agencies.²⁵

PRRO Strategic Objective 3: Reduce disaster risks and enhance resilience of households vulnerable to lean-season food shortages

32. The resilience activity has centred on FFA and associated District and community-level planning activity. It was piloted in Balaka district from 2014 and the package of resilience-building activities has since been transferred to Phalombe, Zomba and Karonga districts in late 2015. The major components of the resilience activity are:
- a. National, district and community planning within WFP's three-pronged approach (3PA). Ten vulnerable and chronically food insecure districts were identified by Integrated Context Analysis (ICA) and district stakeholders participated in Seasonal Livelihood Programming (SLP) to match local resilience needs for funded technical service provision. Target communities took part in Community-Based Participatory Planning (CBPP).
 - b. Seasonally appropriate FFA whereby participants are provided a food basket²⁶ based on their labour contribution to the creation of community assets with a DRR or other resilience function.
 - c. The Rural Resilience Initiative (R4) and the Global Framework for Climate Services (GFCS). R4 supports beneficiaries in asset creation, VSL, credit and index-based insurance, linking them to private sector micro-finance institutions (MFIs). GFCS supports Balaka beneficiaries to access agricultural and weather information via local radio broadcasts and SMS.
33. Partners include the Ministry of Agriculture, Irrigation and Water Development (MOAIWD), DoDMA, the Ministry of Local Government, the Department of Climate Change and Meteorological Services, District Councils, sector-specific departments and associated extensionists, CPs, Civil Protection Committees and the private VSL, micro-credit and insurance companies, CUMO and NICO General Insurance.

²⁴ Guidance Note for Operationalising Conditional Transfers to the Flood-Affected People – March 2015.

²⁵ 2015 SPR.

²⁶ The FFA food basket was to cover 90% of daily energy requirements of a household based on an average size of 5.5 (Programme Document: paragraphs 46 and 49).

2. Evaluation Findings

34. This section makes up the body of the evaluation. It is divided into three subsections: Section 2.1 addresses the appropriateness of the PRRO. Section 2.2 presents the results of the operation in terms of outputs and outcomes and analyses the performance results in terms of effectiveness, efficiency, impact and sustainability. Section 2.3 examines both the internal and external factors that shaped the results and the overall PRRO performance.

2.1 Appropriateness of the operation

35. This sub-section outlines the appropriateness of the PRRO in relation to the food security context and assesses alignment and coherence with government programmes, the United Nations system, and the work of other partners.
36. The PRRO represents a concerted attempt to move beyond repeated humanitarian response in Malawi and introduce conditionality that can support recovery and build resilience. In this regard, the PRRO resonates with the international and national narrative of “Breaking the Cycle” and the developing donor and United Nations agency strategies encapsulated in the recent position paper of the Malawi United Nations Donor Coordinating Group.²⁷ The minutes from the Strategic Programme Review Process (11 July, 2014) meeting outline the CO and RB rationale for a move away from repeated Emergency Operation (EMOP) responses to a PRRO designed to deliver relief in the wider context of ongoing recovery and resilience activity. Some early concerns were expressed by WFP’s Programme, Policy and Innovation Division (OSZ) that the PRRO design was not explicit on the role of conditional assistance. The subsequent delivery of relief assistance appears ultimately to have been non-conditional.
37. In principle, the components of the PRRO were well aligned with WFP’s Strategic Plan 2014-2017. The PRRO’s Programme Document does not outline in detail the mechanism by which relief, recovery and resilience activities are delivered in combination but it implies that these activities can operate together and represent the Strategic Plan’s model to “respond”, “recover” and “reduce”. The objectives are consistent with the transformative approach to food assistance outlined in the WFP Gender Policy (2015-2020) and the PRRO’s emphasis on mainstreaming gender at the implementation level is consistent with the United Nations Policy on Gender Equality and Empowerment of Women (GEEW). The development and measurement of performance outcomes of the PRRO components were also guided by WFP’s gender and normative guidance FFA and the log-frame contains gender disaggregated indicators and cross-cutting indicators relating to empowerment, representation and protection. A number of gender studies have generated evidence to shape the programme. However, field observations indicate to the ET that the PRRO may need more specific needs assessment or studies related to gender and protection issues, especially with respect to transfer of modality and differences between regions.²⁸

²⁷ ‘Breaking the Cycle’, possible actions to move from the annual humanitarian response towards a food and nutrition secure and resilient Malawi. Donor Coordinating Group - DCG January 29th, 2016.

²⁸ For instance, the appropriateness of the PRRO and the chosen modality with respect to women was found to have a strong regional component being influenced by patriarchal norms in the north and matriarchal norms in

38. The PRRO design addresses Priority 1 (Nutrition and social support for vulnerable groups) and Priority 2 (DRR and climate change adaptation for food security) of the WFP Malawi Country Strategy (2012-2016). The Strategy outlines the need for greater emphasis on preventative, rather than reactive, support and better integration with policy processes so that WFP is strategically aligned to government actors in each thematic area. The emphasis on recovery and resilience fits this new direction. (See Annex 6).
39. Strategic partnership is focused on the capacity and influence of DoDMA and MVAC and the PRRO intended to establish working relationships with new sets of government food security, nutrition and resilience, gender and social security stakeholders to various degrees. The Country Strategy also highlights the need to address the cross-cutting issues of C&V (developing the WFP Malawi's portfolio of tools) and Capacity Development and Handover Strategies (technical assistance and handover to government in line with the African Adaptation Programme (AAP)). In the former case, the PRRO has developed decision-making processes with respect to modality and expanded its use of cash transfers (CTs), but in the latter case the PRRO has not explicitly supported capacity development across the range of its government partners and the potential for meaningful handover of PRRO activities is unclear.
40. The PRRO operates in parallel to the Country Programme 200287, which runs to the end of 2016 with the key area of convergence being the targeting of malnutrition in children (PLW and children under the age of 2 years, in the case of the PRRO and supplementary feeding and support to predominantly school children in the case of the Country Programme).²⁹ The linkage between the PRRO and other cross-cutting activities such as Purchase for Progress (P4P) under the Country Programme is not a structured or direct one and these activities may not necessarily contribute significantly to the PRRO Outcomes and Objectives.³⁰ The P4P activity has expanded to 13 districts and represents about 71,000 small-scale farmers across 60 farmer organisations. About 12,000 of these producers are contributing directly to the Country Programme's School Meals Programme and about 1,000 mt maize has been supplied to the emergency operation under the PRRO. There is no other direct linkage to relief, recovery and resilience beneficiaries as P4P participants are drawn from a self-reliant and organised cohort of producers and not necessarily from food-deficit locations³¹. Although private sector stakeholders are utilised in the provision of beneficiary training, the PRRO does not have a specific role for private food commodity markets (see Annex 6 for additional discussion).

the south. These norms influence the level of control over resources within the household and these need to be considered in detail.

29 This nutrition activity of the PRRO corresponds to Strategic Objective 2 but, to date, has been delivered within the relief (Strategic Objective 1) context.

30 Market development fits with the National Constitution commitment "to achieve a sensible balance between the creation and distribution of wealth through the nurturing of a market economy.." and also reflects the MGDS II and the ASWAP which highlights the need to address inadequate markets and market information, limited access to agricultural credit, inefficient input and output markets.

31 The 2015 SPR suggests that food secure FFA beneficiaries may be linked to P4P at some time in future, however. The PRRO also drew on the WFP partnership with the Agricultural Commodity Exchange for Africa (ACE), purchasing about 10 percent of commodities via ACE and injecting more than US\$ 340,000 into the local economy (2015 SPR).

41. At the national level, the PRRO objectives align with the MGDS II Theme 3 (Social Support and Disaster Risk Management) and the medium-term expected outcomes with respect to food security in Chapter 5 of the Strategy. The PRRO objectives are perhaps less coherent with Malawi's Vision 2020, where Chapter 6 (Food Security and Nutrition) outlines aspirations relating to agricultural production and market development rather than social protection, coping mechanisms or the concept of resilience. However PRRO's use of new forms of messaging does address Vision 2020's goal to develop unified national disaster management and improve nutritional status via "innovative communication strategies". The PRRO's commitment to gender-sensitive activity fits the National Gender Policy (2012-2017) especially Policy Priority Area 3 (Agriculture, Food Security and Nutrition) and complies with the Gender Equality of Act (2013).

Relief

42. In relation to the needs of the food insecure population, the component is broadly relevant and appropriate. The PRRO design was not based on a new needs assessment but, ahead of the October 2014 MVAC assessment, drew on WFP's Emergency Food Security Assessment (EFSA) which estimated that 1.2 million people would be food insecure under the initial lean season period of the PRRO. The relief caseload has risen from an annual average of 346,456 people (2007-2011) to 1,713,061 over the 2012-2014 period with 2.833 million people estimated to require food assistance this current 2015-2016 lean season.³² The PRRO's relief component represents about 85% of the total MVAC relief caseload coordinated by DoDMA and local geographic coverage of the relief operation was established on the basis of a review of all activity by humanitarian and development assistance partners. This targeting and coordination process is reviewed by WFP and others through the food security cluster, JEFAP and in negotiations on the distribution of CBT with the INGO Consortium.³³
43. The targeting process of the relief component takes as its starting point the MVAC food security assessment (as it does for all national stakeholders), usually published in July/August prior to the lean season. MVAC supply absolute numbers of food insecure households by district and Traditional Authority (TA) and sets the geographic distribution of cash or in-kind assistance down to TA level on the basis of market functionality. WFP complied with this assessment and therefore follows the national protocol and reflects the projected outlook in the Programme Document (paragraphs 10-14) that identified recent and increasing food insecurity linked to drought and flood risk in the southern region and, increasingly, in the northern region. Although the MVAC assessment is to some extent external to WFP's operations it does relate to the appropriateness of the PRRO's targeting. KIIs with relief and food security stakeholders revealed that while there was believed to be a good level of technical expertise and collaboration within the Committee there were also general concerns with the current (2015-2016 lean season) estimates (see Annex 6 for a discussion of these reported issues).
44. The timing of the relief component, which nominally fell within the October to March lean season, was appropriate and again guided by the MVAC assessment

³² 'Breaking the Cycle' *ibid*.

³³ Consisting of Save the Children, Oxfam, Goal Malawi, Concern Universal and Concern Worldwide

process. WFP was able to respond via Budget Revisions when the assistance period was extended (to March and April 2015 and currently to the end of April 2016) and when the flood emergency response was requested by government (from January to July 2015). The provision of fortified blended foods to PLW and children under 2 years is intended to address moderate acute malnutrition and micro-nutrient deficiencies over a three to six month period and appears appropriate in this context.

45. Modality choice is largely dictated by the MVAC livelihoods and market assessments but both the targeted and conditional in-kind and CT approaches are consistent with corporate guidance. The design and management of C&V transfers appears to follow guidance in the 2014 WFP Cash and Vouchers Manual³⁴ and makes use of past studies and reference material, although these are derived from other contexts and may need updating³⁵. Most beneficiaries reached by the ET expressed a preference for in-kind foods assistance and this largely appears to be a reflection of the local food markets at this time i.e. the cash value was reported not to correspond to equivalent food basket prices. Cash beneficiaries also referred to an apparent link between cash disbursement and inflation. The ET conducted a short study (See Annex 7) of three of the visited districts, utilising data from the CO's Emergency Unit and the Agriculture Market Information System (AMIS) of the MOAIWD, and did not conclude that cash had resulted in local inflation, however.³⁶ There appears to be a need to consider more gender-specific aspects in the modality choice. The latest post-distribution monitoring (PDM) reporting confirms the ET field level observations that beneficiaries currently express a preference for in-kind food rather than cash, especially in the case of women where this relates to issues of control.³⁷
46. The ET found that issues of appropriateness related less to the modality in question than to the adequacy of both cash and in-kind food assistance. The PRRO has targeted food insecurity at the level of the household and the national average household (as applied by the JEFAP guidance) is assumed to contain 5.5 people. WFP has also piloted an individual targeting approach in Lilongwe West where each ration is tailored to the household profile. Local stakeholder and beneficiary feedback via FGDs and site visits indicate this individual targeting is likely to be more appropriate to the beneficiary group and may reduce sharing (see Section 2.3). The field-level consultations found that the in-kind food basket was highly valued by beneficiaries although in a minority of locations FGD respondents did report some substitutions in legumes that were underutilised or inappropriate to local tastes. The

34 According to the Manual: "Choosing the right transfer modality or a combination of modalities should be based on appropriateness, i.e. on their comparative advantages in meeting beneficiary needs and achieving programme objectives in a cost-efficient and effective manner" i.e. a judgment based on social and gender appropriateness in addition to issue relating to efficiency.

35 These assessments and studies include a review of modality within the context of the Dzaleka Refugee Camp and the preliminary results from the first cash for assets activity in 2009 - WFP Cash and Food for Livelihood Pilot Project in Malawi: Results from the Interim Survey (M. Sharma, July 2009) and Market Assessment Report – Dzaleka Refugee camp (UNHCR / WFP 2014).

36 The AMIS data indicates an average monthly increase in maize prices of up to 26% for the three sampled districts with the sharpest rise occurring December 2015 to January 2016 (Annex 6: Figure 1). These patterns were not shown to respond to the cash distribution days (Annex 6: Table 1). It is possible, however, that some beneficiaries were experiencing personal discrimination in the market because it was reported that cash beneficiaries are known to the local traders.

37 PDM Report Phase 1 Round 2 & Round 2 (April, 2016). The PDM surveyed a sample of 1,337 households in 10 districts in which distributions began in October or November, 2015. Approximately 75% of all sampled households expressed a preference for in-kind food and 82% of female beneficiary households expressed this preference.

ET found that the weight of the ration and the travel distances involved often required collection by men and by bicycle, which has gender and access implications. WFP has established registration protocols for helpers to collect rations on behalf of the target beneficiary, however, and the ET found this was accepted by beneficiaries.

47. The majority of cash beneficiaries consulted via the FGDs had received cash directly from the FSPs as “cash in an envelope” and had no experience with bank account and ATM or mobile money transfers utilised by WFP prior to 2015.³⁸ This delivery mechanism was easily understood and utilised by the beneficiaries although, as stated, many beneficiaries believed that the cash was causing inflation in local food markets and reducing its function with respect to food purchases. Despite informal WFP and CP advice for households to retain the money temporarily, it was generally used as soon as possible.³⁹ Discussions with community stakeholders, including non-beneficiaries, did not reveal any other perceived negative consequences of the CTs. The ET found that the 2015 voucher pilot for Super Cereal explored by the ET in Blantyre was well-understood and well-utilised by PLW beneficiaries and that the Super Cereal supplements were palatable and popular with the voucher recipients.⁴⁰ The voucher modality was apparently dropped by WFP on the basis of the pre-planning and associated costs required to establish the system between the CP and the traders. WFP are currently reviewing the future use of nutrition vouchers in the context of cash distribution.⁴¹
48. The activity of providing nutrition messaging alongside relief and the provision of fortified blended foods complements the National Nutrition Policy (2013) which specifies the need to scale-up SBCC to improve public knowledge, attitudes and practice.⁴² FGDs also suggest that the SBCC messaging was appropriate, valued and delivered prior to or during most in-kind or cash distributions.⁴³ FGD participants were able to explain the type of messages and their content (i.e. Protection and Sexual and Gender-based Violence, HIV/AIDS, Nutrition and Gender Equality messages). Some relief and resilience beneficiaries reached during this evaluation identified the contribution of food and cash assistance in preventing the early deaths of HIV-positive beneficiaries. It is unclear to what extent these messages would have been adopted and resulted in behavioural change, however.⁴⁴

38 A small number of these beneficiaries had experienced mobile phone banking that had then been withdrawn and replaced by “cash in an envelope”.

39 Beneficiaries could not delay the use of the cash due to hunger, gender and security issues. Two of the FGDs with women in the southern and northern regions and, in one case, with the VCPC and local leaders, revealed that women were less able to control cash than they were in-kind food assistance and that women were sometimes vulnerable to coercion and threat by family members i.e. women were sometimes impelled to use the cash before husbands could take it. Cash was also sometimes viewed as a security risk while it was retained by the household.

40 The field level FGDs revealed the Super Cereal supplements to be popular and in demand and the messaging may have contributed to this attitude. Cash recipients expressed a desire to access Super Cereal which was not generally available in local markets. This food was exempt from sharing as community members recognised the special status of the target beneficiaries.

41 The Programme, Policy and Innovation Division had stated during the SPRP that the PRRO should explore the scale-up of the use of vouchers which were believed to have a better impact in mitigating food insecurity than cash transfers.

42 It also reflects the MOAIWD (2010) Investment Plan which emphasis the role of Information Education and Communication (IEC) materials to improve the consumption and utilisation of nutritious foods.

43 This feedback is in line with 2015 SPR reporting of this Output indicator, with 70.7% people receiving messaging.

44 This would have required a comprehensive survey of knowledge, attitude and practice in relation to the subject matter of messaging.

49. The partner selection strategy was developed in line with the EMOP 200608 “After Action Review” which highlighted the need to assess the comparative advantage of prospective CPs and to ensure movement away from relief in isolation towards prevention and recovery. This PRRO represents the first time that the CO has applied a systematic and ongoing partner review process and both WFP and the CPs reported it had been useful for capacity development, particularly with respect to monitoring and reporting.
50. At the group village head and village level, FGDs found that the relief component adhered to the guidance and selection criteria as outlined in the JEFAP manual. The process of beneficiary selection utilised the participation and local legitimacy of Village Civil Protection Committees (VCPCs) and village leaders in signing-off community-selected households. These local stakeholders were all able to describe the selection process in detail and stated that the criteria were fair and legitimate. There were few reported cases of manipulation by elites or disputes associated with improper selection. The ET noted the process was repeated annually, well-understood and is essentially institutionalised with local actors and communities.
51. The relief component of the PRRO is coherent with several policy priorities of the Government of Malawi. Relief activity addresses Theme 3 of the MGDS II - Social support and Disaster Risk Management. It is also relevant to the UNDAF Theme 1: “Sustainable economic growth and food security”, especially Output 1.4.3 of the UNDAF where WFP is considered key to: “Multi-sector emergency preparedness, planning, and response capacity developed at national, district and community level to reduce negative social and economic impact”.
52. The PPRO rationale for supporting access to fortified blended foods is based on the findings of the Cost of Hunger in Malawi Report and is supported with reference to WFP’s 2013 EFSA of 15 food-insecure districts (see Annex 6).⁴⁵ The objective of providing Super Cereal, in parallel with messaging, was to “help prevent moderate malnutrition and micronutrient deficiencies in the first 1,000 days from conception, and to help prevent stunting”⁴⁶ but in the context of the relief component these foods are intended to address moderate acute malnutrition and not the prevention of stunting⁴⁷.

Recovery

53. With respect to the initial design of the recovery activity, the objectives were consistent with the WFP Strategic Plan (2014-2017) and especially Goal 1 of Strategic Objective 2: “Support or restore food security and nutrition of people and communities and contribute to stability, resilience and self-reliance”.⁴⁸ Recovery activity is appropriate in the context of recurrent humanitarian response as (experienced in Malawi) but the appropriateness of conditionality in recovery operations is less clear. The Programme Document and KIIs with WFP suggest that government stakeholders find conditionality politically challenging and problematic

⁴⁵ Programme Document: paragraph 14.

⁴⁶ Programme Document: paragraph 20.

⁴⁷ However, the PPRO log-frame does not present nutrition outcome indicators with which to assess achievement in the context of relief (SO1).

⁴⁸ Goal 1 outlines the use of food and cash for training and the original PRRO design reflects this by outlining a role for able-bodied beneficiaries in asset creation and linkage to social protection schemes for those without labour capacity.

when it is delivered in the context of relief⁴⁹ and the KIIs suggest that donors may have had similar concerns.

54. The decision to establish CP complementary activity was apparently a response to Government reluctance to introduce conditionality in the relief setting and it filled a void in funded recovery activity. The decision-making process that initiated this switch is not documented in the PRRO reporting, however. The KIIs with the CO reveal some lack of coherence with respect to the internal interpretation of “complementary activity” and the terms “recovery” and “resilience” are used interchangeably in the FLAs. In summary, the recovery activity departed from the conditionality outlined in the Programme Document but this re-direction was not made explicit.
55. In March 2015, WFP developed a detailed targeting plan of relief and recovery activity as part of its Early Recovery Framework. The plan was developed to support WFP CPs identify suitable recovery options for four sub-sets of the affected population based on geographic coverage and vulnerability. The February 2015 MVAC Assessment Report guided this process to TA level and vulnerable households were to be selected on the basis of damaged and destroyed houses, lost food stocks, lost livelihood assets and displacement. The plan outlined the coordination process required via DEC and the need for joint-planning across the Agriculture, Protection, Shelter and WASH clusters.⁵⁰ The plan cautioned against Food/Cash For Assets activities that would deflect from winter cropping activity and particular emphasis was to be placed on the Agriculture cluster and sensitising the District Agriculture Development Offices (DADOs) to the concept of C-TFA. There are no gender-specific targets or guidelines in the plan, however.
56. The appropriateness of the recovery activities must be viewed in relation to the combined impact of the 2014-2015 lean season and the January 2015 floods which left some districts requiring relief support continuously up to the evaluation period. In this context, the opportunities to help people recover were constrained by environmental impacts (soil erosion, destruction of irrigation structures and the natural asset base including crops) and the prolonged impact on vulnerability, health and human capacity.⁵¹ Some donor and NGO stakeholders expressed to the ET the opinion that recovery activity in the wake of such catastrophic events may require more than three years’ uninterrupted effort to re-build the livelihood and asset base.
57. As with the resilience activities (below) the appropriateness is further constrained by overall level of activity. Field visits and FGDs with PRRO beneficiaries indicate that the level of engagement with the complementary recovery activity (e.g. awareness raising sessions, physical contributions to asset building and tree-planting or as recipients of inputs such as fuel-efficient stoves) is variable (see Section 2.2). The ET suggests that the overall numerical emphasis on productive activity seems appropriate and of greater direct relevance to recovery than the other activities including messaging. This is because this physical activity is more likely to result in change measurable by the log-frame’s food security indicators.

49 This issue was also raised by the CO during the SPRP meeting of 11 July 2014.

50 The 2015 SPR claims that the overlap between the lean season MVAC (relief) beneficiaries and additional sets of flood response beneficiary was acceptable at approximately 4%. This was, in part, because many of the worst-affected areas were also relatively productive and less food-insecure.

51 The 2015 floods also realigned donor support to the emergency relief context and away from recovery activity.

58. The increasing emphasis on CP complementary activity was useful, however, in that it leveraged existing and additional CP resources for recovery in the context of a very challenging funding environment, further constrained by the catastrophic flood event of 2015. The field visits and KIIs with the local CP staff revealed several examples of constructive linkage with other local activity and development opportunities that are expected to support relief beneficiaries in recovery.⁵²

Resilience

59. The resilience activity is highly appropriate in the context of Malawi where at least 84% of the population are vulnerable to the effects of climate change via erratic rainfall and catastrophic events such as cyclones and flooding. The increased frequency and intensity of these extreme events is expected to result in reduced agricultural production and destroyed or degraded infrastructure and there is political consensus regarding the need to develop adaptive capacity.⁵³
60. The resilience objectives and activities are consistent with the National Social Support Policy and the associated National Social Support Programme (NSSP). The resilience activities correspond with the NSSP, especially with respect to its public works programme (PWP) and access to micro-credit and VSL. The PRRO provides equivalent support via FFA in addition to access to micro-credit and associated financial management skills via its R4 pilot activity. The ET notes that the provision of in-kind food for assets is a departure from the cash-based initiatives supported under the NSSP and this was highlighted in discussion with one of the government stakeholders. The in-kind food modality was apparently selected during the flood period and based on target area proximity to functioning markets. It is not clear that CTs would be any less appropriate in the current context⁵⁴ and the CO intends to use cash in the current May to October off-season and will make the modality choice on the basis of yearly market assessment.
61. The principle targeting tool under the resilience activity is WFP's 3PA which was used to first identify ten vulnerable and chronically food insecure districts via ICA. District level issues were then explored in detail in SLP conducted in partnership with key district stakeholders and these were explored with direct beneficiaries via CBPP to generate 4-5 plans per TA. KIIs with WFP and other resilience stakeholders including FAO suggest that greater synergy could be achieved across the various initiatives and targeting is one area where there is currently some divergence. The Joint-Resilience Programme in Phalombe represents a concerted attempt to add-value by supplying United Nations-led support in unison and applying multi-agency funds more efficiently. The Joint-Resilience Programme is itself institutionally complex and the range of corporate models for targeting and engagement may have proved a constraint to collaboration. KIIs with several stakeholders, including those

52 In Blantyre, some beneficiaries were directed to "Farmer Clubs" developed within ongoing work funded by the UK Department for International Development (DFID). In Karonga, relief beneficiaries may be recruited by Health Surveillance Assistants to Care Groups under a Supporting Service Delivery Integration (SSDI)/UNICEF nutrition project but the link to relief beneficiaries did not appear to be a direct one or to have been proactively established.

53 See for example, Arndt, C., Schlosser, A., Strzepek, K. Thurlow, J. (2014). Climate Change and Economic Growth Prospects for Malawi: An Uncertainty Approach *J Afr Econ* (2014) 23 (suppl 2): ii83-ii107 doi:10.1093/jae/eju013

54 Cash transfers are predicated on access to viable markets but to some degree the financial support via R4 already implies functioning markets associated with labour and assets.

with United Nations agencies, revealed a perception that WFP's 3PA is more directed and top-down than other equivalent planning approaches. The CO resilience team acknowledge that there may be a need to adapt the approach to the work of others (such as FAO in the case of Phalombe), and to fit better with existing District Development Plans.⁵⁵

62. The combined resilience activity that applies 3PA, FFA and then R4 and GFCS to sub-sets of the beneficiaries, is intensive but geographically constrained, operating within two TAs in Balaka. The CO plans to introduce aspects of R4 and GFCS to Phalombe, Karonga, Blantyre and Zomba as funding permits. The appropriateness of the R4 and GFCS pilots must be viewed in relation to their overall and potential contribution to PRRO achievements. WFP acknowledges that the emphasis on quality, relationship building and issues of reputational risk mean the targeted resilience work reaches a relatively small number of direct beneficiaries over the duration of the PRRO and that this has consequences for direct operational costs and cost-effectiveness. It is unclear if this strategic geographic focus is an appropriate one. The thorough and participatory 3PA planning process suggests that these locations were appropriate for FFA but there would have been a trade-off between establishing the relatively intensive pilots in Balaka and extending FFA to a larger number of beneficiaries elsewhere.⁵⁶
63. Local institutions such as the VCPCs were well-engaged with the resilience work and it appears to be coherent with other local initiatives. The ET found that prior to the PRRO, for instance, some of the target communities and VCPCs had been engaged in similar recovery and collective work on a voluntary basis. Joint-selection with the community, fully including women, and facilitated by the CP are appropriate activities, and FGDs with beneficiaries confirmed that traditional leaders, VCPCs and the CP field staff were all engaged with the community in this joint-selection process. The targeting criteria was adapted to include those with access to some land (less than 1 hectare), some capacity for labour or those impacted by recent shocks or crop failure. There is intended to be some flexibility in selection and an acknowledgement of the soft work norms for beneficiaries⁵⁷. For instance, the CO reports that those with no physical capacity to work can be accommodated (e.g. as child-carers for other FFA beneficiaries).
64. The timing of the FFA activity is appropriate and encourages beneficiaries to reduce their FFA activity as additional time is required for their own lean season preparations. Beneficiaries receive half rations for a work load reduced by 50% but this has consequences for appropriateness because beneficiaries then receive less support at exactly the same time that market prices increase and as their health and labour capacity comes under strain.⁵⁸ Conversations with participants confirm that the workload was realistic and allowed the beneficiaries to switch to their own field and cultivation activity as required. The FFA and associated activity adheres to WFP

55 The issue of better utilising existing District Development Plans to include FFA and resilience activity was also raised by government stakeholders.

56 The ET acknowledges that these pilots may not limit the scale-up of FFA as currently planned and funded, rather that there may have been a trade-off in the original design when the absolute number of beneficiaries under FFA could have been greater.

57 "Soft work norms refers to work consistent with labour availability and the demands of the households" – Programme Document (paragraph 29).

58 It may be possible to stagger food "payments" throughout the year but presumably this is likely to be simpler to implement in the context of cash-for-assets.

normative guidance relating to gender and participants are only expected to complete tasks in their locality. However, the ET found that there is tendency to assume that gender equality translates to a sharing of the workload and there is a risk that women may be overworked considering their other responsibilities.

65. The resilience planning activities appear to build capacity concurrently at district and community levels and this dual approach is regarded by the ET as being best practice and having the greatest potential for achieving impact in Malawi, as it does elsewhere.⁵⁹ KIIs with the CO indicate that equivalent resilience activity supported by WFP in Southern Africa has placed greater emphasis on household assets and that the CO intends to introduce more activity at household level in the coming months. The appropriateness and role of community versus household resilience-building activity could be presented in the context of a theory of change for sub-sets of resilience activity under the PRRO.
66. Through its district government and NGO partnerships, the FFA and pilot resilience activity of this PRRO is closely linked with the objectives of the NDRM Policy (2015), particularly with respect to disaster risk identification, assessment, monitoring and capacity building for effective response and recovery. Although enhanced partnerships with other resilience partners and initiatives were envisaged in the Programme Document, there appear to have been no specific strategies to explore or develop this linkage at the design stage. Mapping of related activity occurred later via 3PA and WFP's 4Ws matrix (who does what, where and when), rather than as a component of the design which would have represented a more efficient use of time.
67. The resilience objectives and approach are also coherent with the work of other humanitarian and development partners including the FFA work supported by the USAID under its Food for Peace Programme, Christian Aid's Enhancing Community Resilience Programme and the Joint-Resilience Programme implemented in partnership with UNICEF, FAO and UNDP in Phalombe. The continuous nature of the resilience activity and its perceived appropriateness by donors has enabled it to secure significant funding to 2019 and WFP can now develop a medium-term strategy that should outline the plan for expansion within existing districts and to additional new ones. It is unclear what aspects of the GFCS pilot WFP intend to transfer but government constraints will limit what can be reasonably expected in the longer-term and after the PRRO.⁶⁰

⁵⁹ See for example, Samuels, F., Bright, S. and Selvester, K. (2009). People in planning in Malawi: Lessons from the APAC Programme in Eastern and Southern Africa. Overseas Development Institute (ODI).

⁶⁰ Vincent et al (2015) review the significant institutional constraints to up-scaling climate services in Malawi. Many of these constraints relate to limited capacity and lacking awareness of the potential for such services within government. (Vincent, K., Dougill, A. J., Dixon, J. L., Stringer, L. C., & Cull, T. (2015). Identifying climate services needs for national planning: insights from Malawi. Climate Policy, 1-14.).

Summary: Appropriateness of the Operation

The PRRO 200692 design that attempts to link relief, recovery and resilience is highly appropriate to the Malawi policy context and its objectives are well aligned with those of Government, WFP and other United Nations agencies and partners. In the relief context, the targeting and timing of the food and CT is appropriate to the food security context as identified by MVAC although the adequacy of this assessment and subsequent allocation of beneficiaries to TA level could not be confirmed. Beneficiaries within the relief and FFA resilience context are intended to be engaged in beneficiary selection and sensitisation over extended periods. The intended in-kind ration was sufficient but targeted at an assumed average household level which could have consequences for effectiveness and sharing. In the case of CBT, the mechanism was generally appropriate but its effectiveness will be challenged by the capacity of WFP and its partners to respond to market conditions. The provision of fortified foods to address stunting in the extended recovery context and to address moderate acute malnutrition and micro-nutrient deficiency in the relief context appears relevant.

The FFA activities were well-targeted via 3PA and partnerships complemented District Council development responsibilities. The emphasis on the R4 and GFCS pilot activity in Balaka apparently does not constrain the overall planned coverage of FFA. Finally, in the absence of specific donor-funded recovery activity, it was appropriate that the CO established complementary activity with CPs but the wide range of activities and their variable quality will influence effectiveness and their potential recovery role for relief beneficiaries in each setting.

2.2 Results of the operation

68. This section analyses the reported outputs and outcomes achieved by the mid-point of the PRRO and explores the extent to which the assistance led to the realisation of short and medium-term impacts and overall objectives. The analysis draws heavily on the 2015 SPR and associated data which captures the bulk of PRRO activity to date i.e. the 2014-2015 MVAC relief activity, the 2015 flood response and ongoing resilience work⁶¹. The PRRO indicators are used as the basis to discuss effectiveness, impact and sustainability. The discussion is expanded with reference to provisional results from the latest 2015-2016 MVAC response which was expected to continue into the evaluation period.⁶²
69. Overall, the PRRO has reached more beneficiaries than planned over the 2015 SPR reporting period, with a total of 1,969,920 beneficiaries representing 102.4% of the planned total (Table 1). The sub-category of internally displaced persons (IDPs) was reached as part of the flood response activity accommodated by BRs 1 and 3. Although 105.6% of target resident households were reached under the relief component only 86% of the planned IDP beneficiaries were reached and this reflects the funding constraints that impacted the delivery of relief from April 2015 onwards.

61 All quantitative output and outcome data are derived from the 2015 SPR and associated monitoring periods unless stated. The latest GD and FFA data were derived from May 2015 and December 2015 monitoring, respectively.

62 WFP Malawi, 2016, MVAC 2015/2016 and PDM Report Phase 1 Round 2 & Round 2 (April, 2016).

Funding constraints also meant that the level of support per beneficiary was reduced.

Table 1: Overview of project beneficiary information

Beneficiary Category	Planned			Actual			% Actual v. Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Total Beneficiaries	935,128	989,003	1,924,131	957,382	1,012,538	1,969,920	102.4	102.4	102.4
By Age-group:									
Children (< 5 years)	173,172	177,020	350,192	177,293	181,233	358,526	102.4	102.4	102.4
Children (5-18 years)	342,495	348,268	690,763	350,646	356,556	707,202	102.4	102.4	102.4
Adults (18 years plus)	419,461	463,715	883,176	429,443	474,749	904,192	102.4	102.4	102.4
By Residence status:									
IDPs	152,426	161,208	313,634	131,161	138,718	269,879	86.0	86.0	86.0
Residents	782,702	827,795	1,610,497	826,220	873,821	1,700,041	105.6	105.6	105.6

Source: 2015 SPR

70. The level of detail on the disaggregation in reporting actual beneficiaries is disappointing as the demographic breakdown by men, women, boys and girls is calculated merely with a multiplier based on the average household composition of 5.5 (as used by JEFAP).⁶³ The number of beneficiaries by activity and modality is presented below in Table 2.

Table 2: Beneficiaries by activity and modality

Activity	Planned			Actual			% Actual v. Planned		
	Food	CBT	Total	Food	CBT	Total	Food	CBT	Total
GD	1,675,070	232,561	1,907,631	1,670,961	258,478	1,929,439	99.8%	111.1%	101.1%
FFA	16,500	-	16,500	40,481	-	40,481	245.3%	-	245.3%

Source: 2015 SPR (GD: General Distribution, FFA: Food-Assistance-for-Assets)

71. The level of total delivered assistance within each component is presented by modality in Table 3 below.

⁶³ The total number of direct beneficiaries is derived from WFP and CP reporting but the CO applied a demographic percentage because it could not generate figures for each of the SPR-defined age-groups. The 2012 Statistical Year Book (published by the National Statistical Office) presents average household sizes ranging from 4.1 to 5.1 across the districts, however.

Table 3: Planned versus actual outputs by component, activity and modality

Component (activity)	Modality	Planned	Actual	% Actual v. Planned
Relief (General Distribution)	In-kind food (MT)	100,462.4	74,971.8	74.6%
	Cash (US\$ value)	11,373,665	6,327,137	55.6%
Prevention and Recovery (FFA)	In-kind food (MT)	3,028.6	1,584.3	52.3%

Source: 2015 SPR and CO

Relief

72. Outputs⁶⁴ – The relief component reached a total of 1,929,439 beneficiaries via 350,807 participants i.e. via representatives of vulnerable households assumed to represent an average of 5.5 members each⁶⁵. This represented 101% of the planned coverage for men and women combined. As a sub-category, the planned number of CBT beneficiaries was exceeded at 111% and the number of planned food beneficiaries was slightly under target. Overall, CBT represented a slightly higher than planned (13.4% rather than 12.2%) proportion of the total relief beneficiary group. However, over the course of the 2015 SPR reporting period the primary distribution mechanism remained the in-kind food ration which was delivered to 86.6% of relief beneficiaries i.e. 99.8% of the planned proportion for these beneficiaries. This reflects the fact that many donor funds were earmarked for relief and specifically in-kind assistance, particularly for the flood response.
73. The proportion of direct relief beneficiaries reached with nutrition-related counselling or messaging was 69% the planned level of provision in the case of women and 71% in the case of men, representing 141,000 beneficiaries in total. This level of coverage reflects the field level observations of the ET via FGDs where the CPs appeared to have been consistent with the delivery of messaging, especially at the FDPs.⁶⁶ Beneficiaries also appeared to be well aware of the nutrition message content, but, as previously stated, it is not possible to deduce the effectiveness of this messaging and its contribution to the attainment of outcomes.⁶⁷ It is likely that messaging will need to be continuous for sustained impact, however, as recipients would need follow-up exposure and because the relief beneficiary group will vary each year.
74. The number of planned CBT beneficiaries was exceeded at 111%, but the PRRO delivered only 55.6% of its planned cash amount (Table 4.). The modest voucher distribution was delivered in the context of two pilots in Lilongwe and Blantyre

64 The output monitoring is compiled from monthly CP reporting against WFP output trackers and is supported by the Field Monitoring Assistants (FMA) as required. Some of this reporting is compiled in real time via entry to Google Sheet on tablets and the FMAs check process and highlight any issues.

65 The 5.5 household multiplier has the potential to generate significant over-estimates of the total beneficiary number if average household size does, in fact, range from 4.1 to 5.1 across the districts as reported in the 2012 Statistical Year Book.

66 Beneficiaries reported that the messaging had normally occurred during the distributions at the FDPs, rather than within the communities, and that a range of media had been applied (e.g. music, posters and discussion).

67 FGDs revealed a generally high level of awareness of issues relating to both food security and nutrition and beneficiaries were able to explain how this advice had been applied or how other issues constrained the application of this advice e.g. access to potable water.

districts where vouchers were used to supply Super Cereal and Super Cereal Plus to PLW and children under two, respectively.

Table 4: Planned versus actual cash and voucher transfer.

Cash-based transfer	Planned Distribution (USD)	Actual Distribution (USD)	Achieved
Cash	\$ 11,373,665.00	\$6,327,137.00	55.6%
Vouchers*	\$ 123,000	\$ 120,540	98%

Source: 2015 SPR (*the above voucher figures are derived from the 2015 SPR narrative and not the report table which was incomplete).

75. The in-kind food commodities represented the bulk of the relief assistance but only 74% of the planned tonnage was delivered. The 2015 SPR highlights that pipeline issues and funding constraints meant that only five of seven planned rounds of food distribution were completed and that beneficiaries received less than 70% of their daily kcal requirement. KIIs suggest that the CO regards legumes as a key but underemphasised portion of the food basket from a food security and nutritional perspective. However, the proportion of legumes (representing split peas, peas and beans) distributed against maize was also less than intended in the planned food basket, i.e. 15.9% that of maize, rather than 20%. This shortfall was attributed to a lack of specific funds earmarked for legumes.
76. The distribution of Super Cereal and Super Cereal Plus to PLW and children under two years was negatively affected by pipeline issues that meant only 45% of the planned supply of these foods was disbursed. In the case of CBT, an additional 300 Kwacha was provided in each the monthly transfer for households with PLW and children under two years, alongside messaging to encourage purchase of equivalent nutritious foods such as eggs. These additional transfer values were agreed by the Nutrition Cluster.⁶⁸
77. *Outcomes*⁶⁹ – The baseline values for the outcome performance indicators under the relief component were collected in December 2014 and the follow-up was conducted by PDM of representative sites and households in May 2015 via household questionnaire and FGDs. The baseline formed the basis for the 2014/2015 end targets presented below (Table 5). Positive progress was made towards the PRRO's 2014/2015 targets in relation to all these food security indicators over this period, apart from the Diet Diversity Score (DDS) for male-headed households which remained unchanged. Although positive change was recorded, the Food Consumption Score (FCS) targets were not met by May 2015 and greater progress against FCS may have resulted if the planned frequency and size of the cash and in-kind disbursements had been achieved.

68 The Nutrition Cluster is co-led by UNICEF and the Department of Nutrition HIV and AIDS (DNHA). WFP and six INGOs complete the membership.

69 The outcome level data is collected via PDM with input from the CP M&E teams, the WFP M&E unit and FMAs. Qualitative issues are captured via the PDM FGDs.

Table 5: Relief outcome indicators.

Outcome	2014/ 2015 End Target	Base Value (Dec 2014)	Latest follow-up (May 2015)
FCS: % HHs with poor Food Consumption Score	=7.76	38.80	10.95
FCS: % HHs with poor Food Consumption Score (female-headed)	=8.50	42.50	12.20
FCS: % HHs with poor Food Consumption Score (male-headed)	=7.02	35.10	9.70
Diet Diversity Score	>4.56	4.56	4.64
Diet Diversity Score (female-headed)	>4.45	4.45	4.63
Diet Diversity Score (male-headed)	>4.64	4.64	4.64
CSI (F00d): Coping Strategy Index (average)	<19.64	19.64	12.70

Source: 2015 SPR

78. FCS represents the key proxy for household food security. Overall, the number of households with poor FCS reduced from 38.8% to nearly 10.95% i.e. a 71% decrease in the proportion of households with poor FCS, but the FCS targets for the 2014-2015 relief response was missed. Female-headed households demonstrated a higher percentage of poor FCS at baseline and slightly greater progress with respect to the reduced proportion of households with poor FCS than male-headed households i.e. approximately 30% of female-headed households no longer experienced poor FCS as opposed to 25% of male-headed households.
79. The targets with respect to DDS are modest in comparison and this is reflected in small but positive change in this indicator and targets have been reached i.e. the number of food groups consumed on average has not changed significantly. The results indicate a clear reduction in the average household Coping Strategy Index (CSI) from 19.6 at baseline to 12.7 in May 2015. The reduced CSI suggests that households were depending less on drastic strategies to feed their families (missed meals or reduced meals sizes etc.). However, this positive change must be considered in relation to the timing of the baseline in (December 2014, lean season) and that of the PDM in May 2015 (non-lean season).
80. The impact of access to Super Cereal and Super Cereal Plus for approximately 22,000 PLW and 32,000 and under two year olds is not captured in these results. The M&E team report that the corporate calculation modules for FCS and DDS do not factor in these blended foods which may have contributed further to improved food security outcomes in the target group. As stated, the PRRO log-frame has no nutrition outcome indicators associated with this activity in the context or relief.
81. More assured analysis could have been performed if the CO had discussed these results by modality in the 2015 SPR. It is not clear if the results by modality from the two WFP surveys are conclusive but the data suggests in-kind beneficiary households demonstrated slightly more pronounced gains against the FCS, DDS and CSI indicators than the cash beneficiary households over this reporting period (Table 6).

Table 6: Relief outcome results by modality.

Outcome by modality	2014/ 2015 End Target	Base Value (Dec 2014)	Latest follow- up (May 2015)
FCS: % HHs with poor Food Consumption Score (In-kind Food)	=7.76	36.60	10.0
FCS: % HHs with poor Food Consumption Score (Cash)	=7.76	41.50	14.0
Diet Diversity Score (In-kind Food)	>4.51	4.51	4.6
Diet Diversity Score (Cash)	>4.64	4.64	4.6
Coping Strategy Index (In-kind Food)	<19.81	19.81	11.0
Coping Strategy Index (Cash)	<19.33	19.33	14.0

Source: CO (December 2014 WFP survey and May 2015 WFP survey)

82. Sharing will have affected these results. For instance, the April 2016 PDM report⁷⁰ shows that overall sharing in the latter period of the current 2015/2016 MVAC relief response has increased and about 44% of households indicated that they shared food assistance. This is expected to have reduced the household impact achieved or captured in monitoring.⁷¹ Sharing in the context of cash was found to have “increased from 14% (Phase 1, 1st Round) of beneficiaries to 25% (Phase 1, 2nd Round)”. This PDM report notes that increased sharing relates to increased levels of vulnerability in non-beneficiaries over this period which reflects the anecdotal reports of beneficiaries and other stakeholders.
83. All outcome results must be viewed with some caution and considered in relation to the normal seasonal food security direction of travel at the time of the PDM surveys. Despite this, PDM reporting indicates that a higher proportion of about 14% of non-beneficiaries, who are typically more food secure than the target beneficiaries, still demonstrated poor FCS in May 2015 relative to 11% of the beneficiary group (2015 SPR).
84. *Unintended effects* – KIIs with the CO show it is aware that cash could potentially lead to local inflationary effects for both beneficiary and non-beneficiary groups but there are also social impacts which may not be so apparent to CPs. As stated, some cash beneficiaries reported to the ET that retaining the money represented a risk to the household as women were sometimes compelled to use cash quickly to have control over it. In the case of the in-kind food assistance, evening distributions also generated additional security concerns and there are some reported cases of local groups receiving payment to keep guard. Delayed distributions to the CPs, as was observed by the ET in two localities in Balaka, may result in significant backlogs where these partners decide to retain rather than distribute partial rations until the complete food basket is available

Recovery

85. As the recovery activity received no specific funding, the achievements, rather than formal results, of the “complementary activity” are outlined in brief in this short sub-section. WFP requested its CPs to deliver various self-funded activities to the relief

70 PDM Report Phase 1 Round 2 & Round 2 (April, 2016). The districts reached under Phase 1 of the PDM were drawn mainly from the southern region and represented a higher (44%) level of sharing than the northern and central districts reached under Phase 2 (30%). The ET also found a more significant level of sharing in the southern region. Additionally, FGDs indicated that women can have greater capacity to control in-kind distributions than cash and were more likely to share.

71 Sharing is viewed locally as a rational choice and it may reflect a problem with targeting or the level of assistance relative to need (see Section 2.3).

beneficiaries. The WFP documentation and reporting of these complementary activities lists total numbers of beneficiaries or households engaged in VSL, drought resistant crop production, irrigation, afforestation, access to fuel efficient stoves, SBCC, infrastructure rehabilitation, backyard gardens and sanitation-related activities. The geographic spread of these activities related to the expertise of the local CP but all partners had provided SBCC, reaching about 91,237 households by late March 2016.^{72, 73}

86. In terms of absolute beneficiary numbers, the most significant output is in relation to access to agricultural inputs, irrigation and backyard farming where approximately 19,100, 12,246 and 8,000 households had been reached, respectively. In many cases, the CPs were able to access agricultural inputs via their own local project resources or via projects supported by the agriculture cluster and FAO. Across the districts of Chikwawa, Mangochi, Mulanje, Zomba and Thyolo over 35,000 households received either cassava cuttings, sweet potato vines or vegetable seeds, for instance. In addition, 3,800 households have been involved in infrastructure rehabilitation, rehabilitating approximately 517 km of feeder roads, supporting dyke construction and the establishment of other community assets.⁷⁴
87. In some cases, the physical extent and potential of the complementary activity viewed by the ET appeared as significant as that observed in the context of FFA under the resilience activity (see below), especially with respect to community road rehabilitation. However, the level of beneficiary understanding of the complementary activity and the intensity and quality of the activity and assets appeared to vary across the sites visited by the ET. In the first instance, this probably reflects the degree to which the CPs have engaged relief beneficiaries in the activities i.e. to what degree they were proactively targeted with complementary activities or to what degree the activities operated in parallel with this cohort of beneficiaries. Secondly, as un-funded activity, these complementary activities were much less rigorously planned and closely facilitated than equivalent work delivered under the resilience activity of the PRRO.
88. The apparently informal linkage between the relief beneficiaries and the complementary activity would have caused a constraint to formal monitoring and evaluation i.e. if the beneficiary group is loosely defined or not tracked over time. There are no M&E mechanisms operating to capture the outcomes associated with these activities as there are no donor-funded recovery projects.

Resilience

89. The number of FFA beneficiaries exceeded the planned total for 2015 as the annual target was based on the late 2014 resource situation⁷⁵ and additional funds enabled WFP to extend the activity from Balaka to the districts of Zomba, Karonga and Phalombe. However, the baseline, output and outcome indicators are derived only

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73 The outputs were updated by CPs by "cloud-based" data entry to a Google Sheet on-line application and in conjunction with monthly CP reporting.

74 The ET site visits in Phalombe confirmed that road rehabilitation at local level can be significant with several 5km stretches of feeder road rehabilitated via complementary activity since the 2015 flood.

75 The reported attainment of 256% FFA participants also apparently reflects an issue with the previous BR which had omitted the updated figures or targets i.e. this level of coverage was planned but not factored into the monitoring and reporting process.

from Balaka. As such, these results must be viewed with the caveat that the resilience activity was particularly intensive and well-established in Balaka, where sub-sets of the beneficiaries had access to inputs and training under the R4 and GFCS pilots. The activity in the other three districts is relatively young and so achievements (derived from Balaka) against the combined output and asset indicators appear modest relative to the number of beneficiaries and the level of training activity already achieved in these additional districts.

90. Although the PRRO reached 256% of the original target FFA participants (overall, 7,686 participants contributed to FFA activity directly) the absolute number of direct beneficiaries of the food/cash/vouchers remains low at 40,481 (245% against planned). FGDs with beneficiaries and KIIs with the CO and CPs suggest that the FFA activity was perhaps more likely to be adopted by women because households would nominate women and release male labour elsewhere.
91. *Outputs*⁷⁶ - As with the PRRO in general, progress on resilience activities was constrained by the impact of the January 2015 flood. In this case, it disrupted ongoing community asset creation but the 3PA process helped re-direct this FFA to remedial and early recovery work such as road rehabilitation and the repair of damaged assets because contingency for adverse years was already written into the plans and seasonal calendars. The PRRO exceeded its target on fish pond construction in Balaka by 50% and was able to train 128% of the target number of beneficiaries in asset management, establishing new VSL groups or utilising existing VSL groups where possible (Table 7). The output targets relating to the area of improved cultivated land, tree seedlings produced and community groups registered were not met and were achieved at 77%, 74% and 79% the target level, respectively. The targets had been established ahead of resource mobilization and resourcing issues affected the timeline for procurement while communities sometimes failed to match inputs, themselves.⁷⁷ The resilience activities were sometimes delivered alongside additional outputs that are not captured by the log-frame indicators and that relate to health via WASH. These activities included the establishment of 570 household hand washing facilities, 40 improved toilets and the maintenance of nine boreholes (2015 SPR).
92. The number of assets built, restored or maintained can only be a proxy, at best, for progress towards resilience and the ET notes that the quality of these assets with respect to their resilience function appears to be extremely variable. The ET observed marked differences in the scale and potential of the activities undertaken. The greater medium to long-term contribution towards resilience may be derived from improved cultivated land, especially where this land is newly acquired and prepared, as was observed by the ET in Balaka. Conversely, new fish-ponds will require continual inputs, technical support, intensive management and exclusivity to become and remain productive.

⁷⁶ The CPs play the central role in output monitoring with “Community Champions” reporting directly to the CPs as per a simple form designed by the WFP resilience team. The format is modified by the CPs and data is shared with the District Councils and with WFP on a quarterly basis.

⁷⁷ As reported in 2015 SPR.

Table 7: Resilience output indicators.

Output	Unit	Planned	Actual	Achievement
SO3: Food-Assistance-for-Assets				
Hectares (ha) of cultivated land treated with both physical soil and water conservation measures and biological stabilization or agro- forestry techniques	Ha	500	377	75.4%
No. of community groups formed and registered	Individual	48	38	79.2%
No. of community members trained in asset management and sustainability	Individual	1,000	1,284	128.4%
No. of fish ponds constructed (FFA) and maintained (self-help)	fish pond	8	12	150.0%
No. of training sessions for beneficiaries carried out (health and nutrition)	Training session	21	21	100.0%
No. tree seedlings produced	Tree seedling	178,000	132,000	74.2%

Source: 2015 SPR

93. The output targets in retrospect look to have been realistic but it is not clear if these targets are strategic and developed in relation to the projected resilience impact. Over-achievement may not have translated to progress towards the outcome indicators or resilience more generally, especially where the assets or committees are of variable quality.
94. *Outcomes* - The outcomes data derived from the December 2015 PDM in Balaka represents positive achievement against all the food security indicators relative to the December 2014 Balaka baseline (Table 8 overleaf).⁷⁸ The proportion of households with borderline FCS had reduced from 47% to only 7% (and with about 93% at acceptable FCS), a considerable increase from the 11% households with acceptable FCS at baseline. The change with respect to the proportion of households with poor FCS seems particularly significant, with similar baseline figures for total, female and male-headed households (i.e. 41%-42%) apparently reducing to zero in all cases. This seems a considerable achievement as the follow-up was conducted during the lean season.
95. As with the relief component, change in relation to DDS has been modest for both male and female-headed households, but the baseline value is already very high.⁷⁹ The average household consumed cereals, fruits, vegetables, oil and pulses most days of the week (2015 SPR). The modest DDS change could be a reflection of the FFA activity. Although FFA could have the effect of releasing household cash income for additional expenditure on food and NFIs, it is possible that FFA may result in less change in DDS than the cash.⁸⁰ The CSI data is derived from a baseline of R4 households conducted in June 2015 and followed up by PDM of the same R4 sample

⁷⁸ It would have been preferable if the resilience output and outcome results had been derived from a cross-section of FFA households rather than those receiving only the full set of the pilot R4 and GFCS activities and related support. However, the bulk of FFA has operated for an extended period only in Balaka district and no comparable levels of activity are yet to be established in the other three districts.

⁷⁹ A score of 6 is considered Good DDS. WFP 2014-2017 SRF Indicator Compendium

⁸⁰ In the case of cash, this may relate to the proximity of functioning markets with diverse food options.

in December 2015. In each household category, however, a positive reduction in CSI was observed and this appeared particularly strong in the case of female-headed households for both reduced food and asset depletion (66% and 67%, respectively).

Table 8: Resilience outcome indicators

Outcome	End Target	Base Value	Latest follow-up
SO3: Reduce risk & enable people, communities & countries to meet their own food & nutrition needs			
CAS: % of communities with increased CAS	=80.00	14.00	-
FCS: % of HHs with poor FCS	<10.00	41.10	0.00
FCS: % of HHs with borderline FCS	<47.60	47.60	7.10
FCS: % of HHs with poor FCS (female-headed)	<10.00	42.00	0.00
FCS: % of HHs with poor FCS (male-headed)	<10.00	40.80	0.00
FCS: % of HHs with borderline FCS (female-headed)	<45.10	45.10	8.50
FCS: % of HHs with borderline FCS (male-headed)	<50.30	50.30	6.80
Diet Diversity Score	>5.42	5.42	5.54
Diet Diversity Score (female-headed)	>5.22	5.22	5.60
Diet Diversity Score (male-headed)	>5.50	5.50	5.53
CSI (F00d): % of HHs with reduced/stabilized CSI	=100.00	0.00	60.81

Source: 2015 SPR. (The table outlines a selection of the key indicators).

96. The resilience indicators are focussed on food security outcomes and although FFA appears to be supporting household food security this is just one part of the resilience model. The original log-frame indicators have not been applied. The Community Asset Score (CAS) has been dropped from monitoring and reporting. The indicator was used at baseline in Balaka but its use was problematic because planned assets were later revised in partnership with the communities.⁸¹ The CO was not able to report against the National Capacity Index (NCI) for national resilience i.e. “risk reduction capacity of countries, communities and institutions strengthened” and the CO reports that WFP guidance has not yet been finalised on how to collect data and report against this indicator.⁸² It is unclear if alternatives or proxies could have been developed but monitoring to date has emphasised progress with respect to regular food security indicators rather than others associated with resilience such as livelihood and sustainability features.⁸³
97. FGDs revealed that the preliminary R4 support has generally resulted in positive change at the household level with some participants having used their own VSL savings for productive assets, ahead of the PRRO-facilitated access to credit which is planned to reach 600 households in Balaka by the end of 2016.⁸⁴ About 70% of the FFA beneficiaries engaged in the FGDs revealed they had accessed the insurance scheme via R4 while the CPs considered others not to have been ready for the scheme. At the time of the evaluation, all of the 500 participating households in Balaka were expected to qualify for insurance pay-outs due to crop failure from the

81 A follow-up PDM to the baseline had mistakenly omitted the qualitative section required to collect this indicator. The CO plan to update the baseline and use the indicator once the 2016 Corporate Results Framework and guidance is finalised.

82 This indicator requires a capacity assessment based on consultations with government and the threshold should have been set at baseline after an initial capacity assessment with district level resilience partners.

83 It is important that the PRRO addresses these short-comings as soon as possible in order to contribute to the national and corporate discourse on resilience programming. The CO resilience team acknowledge this and are attempting to address these issues in partnership with the M&E unit.

84 Some beneficiaries reported they had use their own funds in the VSL, ultimately to purchase productive assets such as livestock, or school materials and other NFIs, for instance.

prolonged dry spell. FGDs revealed that beneficiaries were fully-aware of the scheme to which WFP had paid a premium of MK7,000 per household via their labour.⁸⁵

98. The R4 and GFCS activity have introduced beneficiaries to additional supportive options but the FGDs and field visits suggest that the combination of access to FFA and the relatively intensive facilitation and CP presence should not be underestimated or overlooked, irrespective of the additional coverage of these pilots. At household level, FFA inputs provide a significant contribution to the household economy and, as intended by the FFA model, are likely to have other secondary effects that build resilience in participating households. The monthly food basket is equivalent to a significant economic injection to the household because time normally spent on *ganyu* (piecework) for cash generation can be re-directed to preparing the beneficiary household's own farmland.
99. *Unintended effects* - The resilience activity has focussed on work that has a collective and community function. This approach supports protective measures that can benefit each location and maintain productive assets and prevent soil erosion etc. Asset management committees may be derived from the direct FFA beneficiaries but there was an indication at the sites visited by the ET that other members of the community were engaged in supporting or maintaining the assets because they had a common interest in their viability. It is unclear to what degree this can be attributed to CBPP or the efforts of the Community Champion etc. but it is likely to support impact and sustainability via perceived local legitimacy.
100. The sustainability of the achievement at household level should be less at risk from external shock than the food security gains secured under the relief component. In turn, this increased resilience is likely to be more closely associated with household employment, and the associated economic benefits via food inputs, than the development of community level assets themselves. The main constraint on attainment of the resilience outcomes and objectives relates to the limited geographic coverage of the activities rather than constraints associated with delivery but WFP recognises a trade-off between quality and coverage. The FFA activity appears to have contributed to significant gains in household food security over the course of the PRRO but it is not yet possible to discern the early contribution of superimposed R4 and GFCS support for some of these beneficiaries. However, there are likely to be important institutional constraints associated with District Council and CP capacity in the case of scale-up within existing districts and these concerns were voiced by one of the resilience CPs.

Cross-cutting indicators⁸⁶

101. The reported levels of female representation in committees and with respect to decision-making appear reasonable. About 54% of relief beneficiary households and 58% of resilience beneficiary households identified women as the primary decision-makers with respect to cash, vouchers and food (Annex 9; Table 1). However, in the absence of a baseline prior to the intervention, only the committee indicators can be attributed to the PRRO. In this case, the proportion of female beneficiaries in

⁸⁵ Beneficiaries reported to the ET they had worked 2 hours per day (at MK500) for 14 days in total.

⁸⁶ Tables for cross cutting indicators are presented in Annex 9. WFP was unable to generate a baseline at the beginning of the PRRO and the base values are generated from a PDM conducted in May 2015 which obviously affects the usefulness of these indicators in tracking impact.

committee leadership roles under the relief and resilience activity was 42% and 38%, respectively. Although it is short of the target it should be considered good progress against the background of overall male dominance in local institutions and decision-making. The achievement is likely a reflection of pro-active targeting of women by local CP and WFP facilitators. In general, the ET found that women are actively engaged in beneficiary verification, informally and as members of selection committees, and it appeared that messaging had contributed to awareness of gender inequality and encouraged greater participation of women.

102. The 40% target for joint male and female decision-making has not yet been reached with about 29% of households under the relief component reporting that decisions were made jointly. The CO suggests this is a marginal improvement from the previous relief response of 2013/2014 under EMOP 200608 when 26% of households reported joint decision-making. The PRRO has actively supported women in decision-making and these achievements appear more significant where the households are engaged in continuous PRRO activity under the resilience activity (where 39% of households reported joint decision-making).
103. The cross-cutting results with respect to protection and accountability appear impressive and reflect the emphasis on sensitisation and community planning that is required of the CPs via the FLAs and training with WFP (Annex 9: Table 2). The few reported security incidents tended to be experienced by men rather than women and WFP claim all such events were handled in partnership with the CPs, VCPCs and FMCs, where possible. The resilience sites under FFA performed better against each indicator and again this is likely a reflection of the intensity and continuous nature of the interaction between the facilitating CP and the beneficiary households in question. It may also reflect: 1) the cohort of the beneficiary i.e. the relative vulnerability of the relief versus the resilience target group and; 2) the stress and security issues that can accompany in-kind food and cash distribution in the relief setting. However, the ET field visits suggest these indicators may not fully represent the risk that some beneficiaries may face in travelling to some of the FDPs.⁸⁷
104. The partnership indicators include all government, NGO and private stakeholders engaged in any aspect of the activities. The PRRO was able to leverage considerable financial commitment from its CPs engaged in complementary activity under the relief and recovery activity (Annex 9: Table 3). Nearly \$1.5 million funds were provided via these partners.

Summary: Results of the Programme

The relief component is reported to have slightly exceeded intended coverage over the 2015 SPR period. However, funding and pipeline challenges reduced the volume and value of the delivered in-kind ration and cash to 74% and 55% of the planned level, respectively, and only 45% of the planned Super Cereal was supplied. The PRRO achieved positive progress against the food security indicators and the change with respect to female-headed households appeared particularly significant.

⁸⁷ Beneficiaries at one site in Balaka reported a three-hour walk to the FDP through Toleza forest, representing a particular risk to women, for instance, and in some cases, evening deliveries required overnight guarding by representatives of the beneficiaries.

However, the FCS targets for the 2014-2015 relief response were not achieved. WFP was not able to report against the results of the provision of fortified blended foods because the associated indicators were intended for use only in the context of funded recovery (SO2) activity. However, notable achievements relate to the role of the CPs where about 70% of beneficiaries had been exposed to nutrition-related messaging and reasonable progress has been made against gender-specific cross-cutting indicators. It is unclear to what degree progress against cross-cutting indicators will support attainment of food security results outcomes but overall the PRRO will have “stabilised or improved food consumption over the assistance period for targeted households”.

The resilience activity has recently achieved its target of reaching four districts and slightly overachieved against its planned beneficiary numbers. Apparent underachievement in the creation of physical assets relates to the recent start up in three of these districts. The impact of these assets will vary widely in relation to their quality, scale and relevance to households and communities. Overall, the resilience activity achieved greater traction against food security outcomes than the relief component because the work, with a less vulnerable target group, was intensive and continuous. FFA appears to be popular across the target households but it is not yet possible to ascertain the contribution of the initial R4 and GFCS pilots to outcomes.⁸⁸ Finally, a range of production-oriented and awareness-raising complementary activities have been supported by CPs. Total beneficiary numbers exceed those under the resilience activity but it is unclear if the recovery work is consistent between sites or able to generate short-term or sustained recovery.

2.3 Factors affecting the results

Internal Factors

105. *Departure from log-frame design* - In general, the PRRO log-frame and indicators would have been more appropriate if baselines values could have been established for all indicators early on and it would also have been useful if the programme reporting and SPR reflected the log-frame indicators more closely. The Programme Document is the key reference point but the PRRO has undergone a fundamental evolution with respect to its recovery activity. Commitments to work or attend messaging sessions as part of the established complementary activities seem to be no longer, strictly speaking, conditional. Although, it sits outside of the log-frame and the Strategic Results Framework, the introduction and mechanism of complementary activity would ideally have been more clearly documented to aid evaluability and transparency for donors. The CO has correctly utilised the local strengths of CPs but this has meant that the range and relevance of the recovery activity is variable. Greater clarity on the recovery activity within the relief setting with more specific and structured roles for CPs and beneficiaries may have resulted in donor support to this activity and resulted in more significant outcomes.
106. *Logistics and delivery* - Many beneficiaries experienced delayed or reduced in-kind and cash distributions in 2015 and these issues were still apparent during the

⁸⁸ At the time of the evaluation, the CO was currently running an analysis to review the performance of those households that had received all forms of support in parallel.

ET field visits in March 2016 when most of the beneficiary groups reached had experienced delayed or partial distributions in recent months.⁸⁹ The 2014-2015 in-kind relief response was affected by at least two pipeline issues involving delays to fortified vegetable oil supplies sourced from Mozambique and South Africa. In addition, the supply of Super Cereal and Super Cereal Plus has been disrupted by power shortages, restricting delivery and meaning that WFP was unable to supply Super Cereal Plus from October 2015.

107. Losses appear to have had an insignificant impact on the attainment of outputs as WFP reported no post-delivery losses. Some food was lost in transit but costs were recovered from transporter invoices. The CO Loss Recovery Task Force ensures that any anomalies between distributions and CP reporting are investigated and, where necessary, recovered from the CP as per the SOPs. The CO's Integrated Supply Chain Coordination Group is supported internally by the MVAC Task Force to pre-empt and respond to these issues and the CO has applied several strategies to overcome these constraints, including pre-positioning rations for the flood response ahead of the rains and using internal loans against CP commodities to meet shortfalls. Additionally, key external processes have been streamlined with WFP support including the more rapid release of maize to the Strategic Grain Reserve (SGR) and improvements to the MVAC reporting process whereby market and vulnerability assessment are brought closer together. These pipeline and logistics challenges are inter-linked with the overarching issue related to funding (see External Factors).
108. *Response times in relation to volatile markets* - The ET found that the time taken from the calculation of transfer rates by the VAM Unit to the actual disbursement of cash was quite variable over the course of the four months prior to the ET fieldwork.⁹⁰ Calculated transfer values are discussed with the Food Security Cluster and DoDMA to agree operational issues before the CO can initiate its own internal procedures to mobilise funds. The CO requires between 7 and 16 days to transfer funds to the banks but the key constraint appeared to be the handling time required by the FSPs, which ranged from three days to 27 days. In total, the response time over this period ranged from 12 days to 39 days in the case of Blantyre and Karonga and reflected an efficiency issue with the banks. KIIs with the CO suggest that these delays are believed to relate to the increased caseload as the number of targeted districts increased from just two to nine over that period i.e. the limited FSP capacity to increase delivery. In conjunction with inflation, these delays will have impacted effectiveness and this corresponds to beneficiary feedback to the ET which reported the CT value to be inadequate in relation to food prices.⁹¹
109. *Monitoring and Evaluation*– The M&E system captures most of the data required for reporting against the log-frame indicators but it does not necessarily support the CO in decision-making for improved delivery and performance and it is unclear what role it plays in the choice of modality. The M&E system is particularly thorough with

⁸⁹ For instance, CPs and beneficiaries reached by the ET in Blantyre, reported delayed and partial rations in January and February (including rations with maize only). Some CPs reported to the ET that they required more frequent and reliable communication in the case of delayed distributions or partial deliveries. The WFP Sub-Office in Blantyre recorded 87% delivery completion in the same month of March 2016.

⁹⁰ The ET conducted a short study to review response time in the districts of Karonga and Blantyre. See Annex 7: Table 1 and Table 2.

⁹¹ A brief review by the ET of recent maize price inflation in Karonga, Phalombe and Blantyre found monthly inflation rates as high as 26% (see Annex 7).

respect to baseline and PDM assessment of the relief component and the frequency and coverage of the surveys is within the parameters of WFP guidance. Qualitative aspects of the provision of fortified blended foods can be captured but specific, nutrition-related, impacts cannot be reviewed via the PDM in the relief context, however. Sufficient PDM data is available to explore particular features of performance and impact such as the relationship between sharing or protection issues and modality choice.⁹² The emphasis on quantitative reporting does not create space for reflective use of this data, however.

110. In the case of the resilience activity, data against the community asset score indicator has not been collected since the resilience baseline of May 2014 and the national capacity index has not been developed. This will have had consequences for learning and possibly information sharing with donors and other resilience stakeholders such as ECRP. In addition, the cross-cutting indicators in the relief and resilience contexts are derived from a May 2015 survey rather than a baseline prior to the PRRO in December 2014. These indicators would have yielded additional useful material on gender-specific achievements, especially. Finally, the M&E system utilises the large number of CPs in data collection, particularly in the context of output monitoring, and this represents an effective use of local external capacity. However, the large volume of CP reporting does place additional stress on the M&E team and other units. Response times to partner reports can suffer as a result and this may have consequences for correcting issues in delivery or targeting.
111. *PRRO commitment to local participation and gender awareness* – The relief component benefits from high levels of engagement by local institutions, the communities and women. The ET field-level observations and FGDs confirm that the JEFAP selection process helps engender interest and requires input from the full range of formal and informal institutors (VCPCs, TAs and local village leaders etc.) Beneficiary feedback to the ET indicates that the annual and routine process of beneficiary selection is well-understood and well-attended. WFP and the CPs have used these public events as the basis to effectively introduce additional forms of support in parallel (messaging, provision of fortified blended foods etc.). The PRRO design exploits the relatively intensive relief setting to provide a range of SBCC in an efficient and focussed manner. In the resilience context, FFA and the broader community aspect of some asset creation also seems to be locally legitimate and attractive. The Community Champions play an important role mobilising beneficiaries and monitoring progress for WFP and the District Council partners. Local awareness in the context of the complementary recovery activities will vary in relation to the coverage and quality of these activities but in some cases there appears to be reasonable public engagement in what is essentially a voluntary activity.
112. The CO appointed a gender focal person in mid-2015 and revived partnerships with UNICEF and UN Women to increase community and CP training. The design and management of the PRRO has done much to develop CP capacity in gender sensitive programming and WFP has made efforts to develop accountability in local

⁹² The M&E Unit's recent switch away from a cross-sectional survey to a panel survey, with follow-up at a consistent sub-sample of households, will make this type of study more meaningful.

leaders and volunteers via its CPs.⁹³ The food security outcomes are pronounced for female beneficiaries and the ET confirm relatively high levels of female participation and committee membership at the visited sites. However, the ET found there was a tendency to view gender equality as equal male-to-female membership rather than equal influence, or with respect to power or rights. It was not clear to the ET that local CP staff considered the significance of modality for women (e.g. where women may be compelled to behave differently as recipients of cash than as recipients of in-kind food), the significance of regional social norms and attitudes to women or the role of men as primary care-givers.

113. *Strategic networking and strong Implementing Partnerships* – Over the course of the PRRO, WFP has developed its strategic and technical support to DoDMA and MVAC, respectively. As co-chair of the Food Security Cluster with DoDMA, WFP has increased the frequency of the JEFAP Coordination meetings to plan the implementation of the national response on a monthly basis. The cluster coordinated both the 2014-2015 MVAC response and the development of a comprehensive early recovery response plan in the aftermath of the sudden onset flood. WFP reintroduced cross-cluster meetings with the nutrition and agriculture clusters held every two months, and linked regularly with the protection cluster.⁹⁴ The cluster meetings consolidated partnerships with NGOs and the CPs and are reported to have helped establish complementary activity in the context of recovery. This networking has increased efficiency and effectiveness by avoiding duplication and developing synergy on the ground.⁹⁵ WFP has been systematic in its review of ongoing NGO partnerships and in its assessment of potential new CPs, particularly in the context of the MVAC and flood responses.⁹⁶ This process enabled WFP to quickly establish new partnerships in the flood-affected districts of Mangochi and Chiradzulu (which had not been included under the MVAC relief operation).
114. Several CPs expressed to the ET that early challenges in reporting had been overcome in consultation with WFP, particularly problems with meeting report deadlines and adequate quality with respect to M&E. The assessment of NGO performance reported in July 2015 and the subsequent review with CPs in the third quarter of 2015 seem to have alleviated many of these issues and CPs reported to the ET that they valued this feedback as a useful and reflective learning opportunity. The process has also been informative to WFP and existing FLAs may now be adapted rather than re-written for each response. Despite the review process, some CPs still view their reporting commitments as a significant challenge.⁹⁷ However, the relationships between the CO and the CPs, including those between Field Monitoring Assistants (FMA) and local CP staff, are generally positive, although the FMA

93 For instance, the CO and CPs recently developed an action plan to incorporate gender and protection concerns in the context of relief. The comprehensive action plan emphasised a role for area development and civil protection committees to ensure accountability: "Action plan developed during training on gender and protection for the MVAC response for the Southern Region: 22nd to 23rd February, 2016."

94 2015 SPR.

95 The KIIs with the CO suggest that the mapping and coordination of other agency activity will have increased efficiency by avoiding duplication. The CO estimate \$US4million programme funds may have been saved by providing partial rations where the USAID-funded Njira (Pathway to Sustainable Food Security) and UBALE (United in Building and Advancing Life Expectations) projects were already providing food needs in several districts.

96 Strengthening WFP-NGO Partnerships: Improving Performance for Greater Impact (July 2015)

97 The CPs reported a need for consistent CO contact points and reporting formats, additional training for M&E and direct staff support at field level.

coverage appears stretched in some cases where one FMA may be required to cover two districts. However, the ET site visits suggest field level support has enabled the PRRO to deliver assistance within a gender appropriate and social protection framework e.g. a level of consistency in supporting the appointment of women to committees and in establishing complaints processes.

External factors

115. *Funding and mobilisation of donations* – At the time of this mid-term evaluation WFP has received 58.1% of the required funds for the entire PRRO.⁹⁸ Although such funding levels are reasonable, the delayed release of the funds by donors is reported to have impacted the timely delivery of relief during the 2014-2015 MVAC period and flood response. These delays related to the slow delivery of in-kind donations to WFP and the time required for WFP to secure twinning funds for delivery.⁹⁹ The initial phase of the 2015 relief operation was fully funded but the additional support to the flood response meant that food stocks were insufficient to cover the entire response. WFP was able to provide cash to the end of April 2015 but at half entitlements and no extra funds were secured for the cash component under the flood response. Overall, funding issues contributed to the fact that only 70% of the total food basket was delivered over the 2015 SPR reporting period and with legumes under-represented in the ration. WFP undertook appropriate measures including internal loans from CP resources and donor alerts to 12 key donors but ultimately access to contributions constrained the level of assistance delivered in the relief context and disrupted the delivery of in-kind food from January to July 2015 and cash over a similar period. Finally, the lack of donor funding for the recovery activity obviously constrained the type and level of activity delivered. WFP was proactive in establishing a range of local complementary activities with the various CPs but the lack of direct funded support meant these activities were not as structured or consistent as formal projects would have been.
116. *Environmental events and shocks* – The PRRO was severely disrupted by the sudden onset emergency of the January 2015 flood and the prolonged dry spell and delayed rains later in the same year. Both events increased the relief caseload, deflecting CO and donor resources to the emergency response and away from funded recovery and resilience activity. The flood also restricted asset creation under the FFA activity, although the 3PA planning process was able to re-direct attention towards early recovery work such as road rehabilitation and asset repair. However, these events impacted the target beneficiary groups before the PRRO had initiated activity to build capacity to withstand such shocks. It is possible that the impact of these shocks will be long-lived if large numbers of people are still utilising assets in the recovery process and to survive. It appears that unexpected early-2016 food price inflation rates may relate to the impact of the flood on productive capacity and will have consequences for the effectiveness of the CT in the second half of the PRRO.
117. *Institutional constraints* - Most United Nations agencies, donor, government, and NGO stakeholders identify profound constraints for the national and district

⁹⁸ Resource Situation – 11 May 2016

⁹⁹ Funding issues were made more critical with the flood response that occurred together with the annual relief component and the delayed release of MVAC assessments which disrupted beneficiary registration. This meant that in some locations, cash beneficiaries received rations one month late and that cash was delivered on a retrospective basis (2015 SPR).

structures associated with relief and development. These constraints preceded the 2013 “cash-gate” fall-out (when direct donor support was withdrawn and reduced government capacity, staffing levels and motivation still further). The effectiveness of the partnerships is undermined by high staff turn-over and the CO is now working with its fourth key counterpart at DoDMA during the PRRO, for instance. Overall, this constraint counteracts the usefulness of early training and planning including capacity development on gender under the PRRO and it also challenges the potential to build long-term and strategic alliances. The CO has focused support on DoDMA and the MVAC Secretariat as the two key relief and humanitarian response stakeholders but partnerships with other government agencies are less formal. Centrally, WFP has coordinated linkage and training across these partners but the link between WFP and these agencies at other levels is less intensive and WFP may have worked to some extent in parallel, rather than in partnership, with these stakeholders.¹⁰⁰ Similar issues apply to the CPs where coordination and training at national level may be undermined by high staff-turnover at field level. The CO is aware that this can reduce effectiveness and that it will require a level of re-training supplied by the FMAs and other CO staff. Finally, it appears that the FSPs have still to develop the capacity to meet the cash beneficiary caseloads and to apply the emerging technology effectively.¹⁰¹

118. *Volatile and locale-specific market conditions* – Although it is unclear if CTs result in local inflationary effects, general market conditions in the current lean season exhibit the highest rates of maize inflation since 2012. The effectiveness of the cash based transfer obviously fluctuates in relation to local food prices. The CBT sites visited by the ET did not represent a full cross-section of WFP’s CT activities but most of the cash beneficiaries engaged by the ET reported that recent transfers did not correspond to the current cash equivalent for the in-kind food basket, and the majority expressed a preference for in-kind rations. The rapidly changing market conditions of early 2016 place greater demands on the VAM and Emergency Units for efficient processes and transfers. In addition to these temporal factors, there is a spatial element and the ET observed marked differences in the effectiveness and appropriateness of the CT over very small distances where, for instance, communities were accessing alternative markets and food options unavailable to other beneficiaries situated less than 10km away (e.g. across the border to Tanzania markets, in the case of some beneficiaries in Karonga).
119. *Ration-sharing* – the ET field visits indicate that sharing, particularly of the in-kind ration, appears to be a more significant feature than generally reported and appears to have had a strong affect on the PRRO’s household food security outcomes. Sharing follows broad gender, cultural and regional patterns in Malawi but change in the extent of sharing is likely to reflect the relevance of MVAC estimates, household size and current vulnerability in relation to assets and market conditions. The CO should be aware that sharing might occur because local

100 Several government and NGO partners reported greater coordination and awareness of the PRRO and WFP activity at central level and less awareness of developments at District level downwards.

101 All beneficiaries reached by the ET had received money as “cash in envelope” and the current 2015-2016 period was still utilising cash transit and bank accounts. KIIs with the CO, revealed that delivery via mobile banking and mobile network operators (MNOs) in 2014-2015 had been problematic with patchy network coverage or inadequate experience of cash delivery in the relief context. The CO has recently secured a pre-agreement with Airtel with the support of the Regional Bureau and this is expected to increase efficiency and reduce transaction costs in future.

beneficiary selection, following the MVAC assessment, uses predominantly market and technical (distance to markets, commodity prices etc.) criteria rather than criteria related to cultural or social preference. Sharing will also be a response to inaccuracies in the household targeting approach which delivers a set food basket to every household irrespective of size. Finally, although sharing is less associated with labour or cash,¹⁰² it appears that in some cases the culture of sharing may help support complementary activity in the recovery context, increasing public participation and coverage of the activity.

Summary: Factors affecting results

The PRRO design and the CO draw on high levels of public participation and interest to deliver supporting activities with the input of locally legitimate formal and informal institutions. Nationally, the CO has established strategic networks via DoDMA and the clusters, its CPs and the District Councils which will have helped avoid duplication and improve efficiency. However, there are several internal factors that have negatively affected the results of the PRRO. Although the absolute number of beneficiaries was not reduced, logistics and delivery issues may have reduced the attainment of results and this is interrelated with funding issues and resource mobilisation. The move towards complementary activity has also constrained the quality and consistency of activity under the recovery activity. The PRRO does not track outcomes associated with the provision of fortified blended foods within the relief component and some of the resilience and cross-cutting indicators have not been used by the CO or were not collected at baseline.

Externally, the PRRO is constrained by several economic, environmental, institutional and social factors. The PRRO was limited in its capacity to secure or mobilise sufficient funds or contributions during the combined MVAC and flood response period and was unable to secure funding for specific recovery activity. Volatile local market conditions have affected the recent appropriateness of the cash distribution and may undermine its contribution to food security outcomes. PRRO funding and activities were disrupted by the sudden onset emergency in January 2015 and the current El Nino event which has required WFP to expand its 2015 caseload to 1.92 million from the projected 1.7 million. The sustainability of the results will most likely be constrained by the capacity of partners, particularly within government. Finally, the extent of sharing has likely dissipated the PRRO contribution towards food security outcomes.

3. Conclusions and Recommendations

120. PRRO 200692 is intended to address the repeated cycle of disaster, relief and vulnerability via a gradual “shift from relief to recovery and resilience-building integrated into long-term social support and maintenance of emergency response capacities”.¹⁰³ The scale of the 2014-2015 and 2015-2016 MVAC and flood response has meant that the relief activity continued to dominate the Operation. At the midline stage, the PRRO has so far contributed more to Strategic Objective 1 (“Save lives and protect livelihoods in emergencies”) than to Strategic Objectives 2 and 3. In

¹⁰² The FGDs with cash beneficiaries indicate that food bought with this money, and then cooked, may be shared with neighbours and extended family, for instance.

¹⁰³ Programme Document.

this respect, the relief component has responded to an increased caseload with in-kind food and CT assistance and associated messaging activity.

121. The FFA and 3PA planning activity in four districts demonstrates a link between recovery and resilience and was able to switch emphasis in response to the flood emergency. Overall, however, the PRRO has so far been limited in its capacity to link relief, recovery and resilience at scale. The timeframe required for achieving this will likely extend well beyond this PRRO but, despite this, the FFA activity associated with resilience has made good progress against its modest targets and should generate best practice and learning over the remainder of the PRRO and in the future.

3.1 Overall assessment

122. The PRRO is discussed briefly in relation to its achievement against the DAC criteria (summarised in Table 9 below). The recovery activity cannot be addressed here as there is no comparable level of evidence, formal reporting or funding associated with the activity.

Table 9: Overall assessment of PRRO 200692 against key evaluation criteria

Activity	Appropriateness	Efficiency	Effectiveness	Impact	Sustainability
Relief	High	Medium	Medium	Medium	Low
Resilience	High	Medium	Medium to high	Medium to high	Low to medium
Overall	High	Medium	Medium	Medium	Low

123. Overall, the relief and resilience activity of the PRRO was appropriate to Malawi's food security context and vulnerability to disasters and shocks. The relief component delivered assistance in line with the MVAC assessments and the emergency flood response and it followed WFP and national systems and requirements. It directly addressed the phenomenon of annual acute food-insecurity and, to an uncertain degree, moderate acute malnutrition and micronutrient deficiencies in PLW and children under 2 years. There is no specific capacity building objective but the activity is delivered in strategic partnership that supported national processes and government institutions, in particular DoDMA and MVAC. The focussed resilience activity supports a small sub-set of beneficiaries and district level government to build resilience and capacity in partnership, and placing conditional assistance at its centre was appropriate and accepted by stakeholders and donors.
124. The operational efficiency of the relief component has been constrained by logistical and pipeline issues that affected the timely delivery of some food items over extended periods of the MVAC and the flood response, although many of the causes appear to have been external to the CO. Only 74% of the planned in-kind food and 55% of the planned cash was delivered. The 2015 SPR indicates that there was a delay in reaching a final agreement on beneficiary caseload with the INGO consortium and that this held up delivery of cash assistance in early 2015.¹⁰⁴ It was

¹⁰⁴ KIIs indicate that a similar constraint may have delayed the start of the cash transfer in 2016, but by about one week.

not possible to generate a detailed breakdown of costs per component over the evaluation period as the PRRO budget presents costs only by in-kind food versus C&V.¹⁰⁵ It was reported to the ET, however, that the FFA resilience activity incurs relatively high direct operational costs, especially in relation to the modest overall beneficiary numbers. However, the resilience activity is continual and intended to generate long-lasting change. Its emphasis on piloting represents a trade-off between higher associated costs (especially start-up costs) and greater influence through demonstrated local success.

125. In relation to the attainment of results, the relief component has so far been moderately effective and has delivered assistance to the planned beneficiary numbers. It is not possible, however, to confirm how effective protection and messaging has been in relation to attainment of these outcomes and it is uncertain to what degree access to fortified blended foods has addressed moderate acute malnutrition and micronutrient deficiencies in the relief setting. The resilience activity was less effective in attaining its outputs but more effective in relation to progress against outcome targets. This corresponds to the continuous facilitation and overlapping nature of the R4 and GFCS pilot activity in Balaka. In both the relief and resilience context, attainment against female empowerment targets was reasonable in the context of social norms across Malawi.
126. The impact of the relief activity is less clear due to the transient nature of support, recurrent food insecurity and because impact is dissipated through sharing. It is likely the assistance saved lives and the ET collected anecdotal evidence that it enabled beneficiaries to provide labour and generate income for additional food, NFI and to access health and education services. These impacts were more commonly reported in the case of FFA under the resilience activity because the provision of food released additional capital to the household via *ganyu* (piecework). It is likely that the community assets, such as improved cultivated land, will generate some additional community level benefits as they become viable in the coming months.
127. The sustainability of relief activity is obviously questionable given the normal high dependence on donor funding. There were no newly established memoranda of understanding (MoU) with national government partners and, in general, the prospects for sustainability via the PRRO partnerships appear limited.¹⁰⁶ Continued and autonomous activity is more likely in the case of the resilience activities under a future role for the District Councils, which have all signed MoU with WFP, but here capacity will remain limited without future support. The FFA activity via 3PA has brought national and district government, CP and community stakeholders together in the planning process with a view to develop viable plans and to identify their future roles in building resilience. However, the institutionalisation of such processes requires incentives at all levels and future external financial support. The variable quality of local assets will also constrain prospects for sustainability with

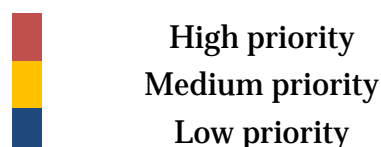
105 The food transfer represented 81.5% direct project costs over the 2015 SPR period and reached 74% of the beneficiaries under the PRRO. The cash and voucher transfer represented 6.9% of expenditure and reached 12.2% of beneficiaries. The food and cash and voucher beneficiaries were assisted at 74% and 55% the desired levels, respectively (2015 SPR).

106 The MoU with DoDMA predates the PRRO and centres on establishing a fund management facility but it does cover the entire period of the current PRRO.

respect to the flow of future benefits.¹⁰⁷ Under both components, the FLAs require the CPs to conduct formal project closure meetings and the exit strategies place an emphasis on supporting capacity within DCPCs, VDCs and the wider community. In some FLAs there is a greater onus on hand-over of FFA and resilience activity to District Council government or there are specified links to the work of other NGOs that will outlive the relief activity e.g. Christian Aid's ECRP. These strategies can be limited, however, because they are based on assumed capacity and will, rather than access to potential external support and additional resources.

3.2 Recommendations

128. The recommendations below are intended to help the CO implement the PRRO more effectively in the remaining months and to use the PRRO as a spring-board to develop an integrated programme of relief, recovery and resilience in the coming years. The need for similar operations remains and WFP's new Country Strategy represents an opportunity to align future activity to MGDS III¹⁰⁸ and the new UNDAF which will follow in response. Action can be taken to ensure better connection between the relief, recovery and resilience and to ensure that this model is coherent and understood externally. Many of the features that affect performance are social and institutional and the options to accommodate or counteract them are inter-linked. In particular, several of the recommendations below address social aspects of the PRRO and its implementation i.e. making better use of existing knowledge and developing a better understanding of local factors that will affect appropriateness for beneficiaries. Ten recommendations are prioritised as follows:



R1. Design structured recovery activities within a funded project context. The CO needs to re-define and formalise the recovery activities in the context of relief. This will require designing site- and partner-specific projects that can be supported to March 2017. The CO should be explicit with respect to the target group and the role of conditional food assistance. To better link relief and recovery there should be a clear and formal mechanism by which relief beneficiaries are reached and retained by Cooperating Partners. In particular, the projects should define the community structure through which the recovery activity is delivered, whether it utilises existing community groups or establishes new ones and the precise relationship to the partner's pre-existing activity. This will require establishing beneficiary targeting guidelines, focussed activities and processes with a select number of Cooperating Partners best suited to recovery. Building on its experiences to date with complementary activity, the CO should identify and reduce: 1) the Cooperating Partners to be engaged in this funded PRRO recovery activity and; 2) the range of activities that constitute recovery at household and community level.

Timeframe: Design to start as soon as possible to be implemented from Oct/Nov 2016

¹⁰⁷ The ET acknowledges that communities will modify and adapt assets, with or without external support and that this may contribute to future local or household resilience.

¹⁰⁸ Due in September 2016

R2. Maintain and improve responsiveness of cash transfers. The CO should review the responsiveness of cash transfers well in advance of the next lean season. Rapid and unexpected food inflation rates, as experienced in the 2015-2016 lean season, should be factored in to the calculation of cash transfers if the transfer value is to meet local food requirements. The network of 51 mVAM-monitored markets corresponds closely to the cash beneficiary sites and the real time price data from these markets could be used in the calculation of projected monthly food inflation rates. In addition, the Emergency and VAM Units could work closer with the financial service providers to reduce delivery times of cash transfers and so minimise the impact of inflation. This would involve reviewing the time between the calculation of cash transfer values, the initiation of bank transfers and disbursement to the beneficiaries. The CO could take as its benchmark a two week time-window, which has been achieved in the past and the CO should seek formal financial service provider commitments to response times well in advance of likely increases in caseload and geographic coverage. These issues could be explored in partnership with the INGO Consortium and other stakeholders in the process of developing national guidelines for emergency cash transfers.

Timeframe: Review and planning to start as soon as possible to be implemented from Oct/Nov 2016

R3. Reassess the characteristics and impact of ration sharing. In advance of the final lean season relief response under the PRRO, the CO should work to develop a clear understanding of sharing of both in-kind food and cash rations. With the support of the RB, the M&E system could be modified to capture additional qualitative and quantitative data related to sharing so that extra attention can be given during reporting and analysis with respect to its influence in shaping food security and nutrition outcomes at household level. This additional level of knowledge could be used to inform modality choice and aspects of delivery and targeting. These issues could be explored in the context of a workshop with Cooperating Partners, other PRRO stakeholders and external livelihoods experts to explore the significance and impact of sharing for its operations. The workshop and broader CO review could cover: 1) the prevalence and cultural relevance of sharing and its social function in each region; 2) sharing with respect to in-kind rations and purchased foods; 3) sharing in the context of collective labour during recovery activities; 4) consequences for M&E and reporting; 5) options for revised delivery or targeting and; 6) options for nutrition and other messaging that acknowledge and accommodate sharing.

Timeframe: Ideally to start as soon as possible to be implemented from Oct/Nov 2016, but likely to be an on-going review process.

R4. Develop a CO position on individual and household targeting. The CO should explore the consequences of targeting based on the assumed household size of 5.5 and develop a position on an alternative application of individual targeting or targeting based on actual household size. The adoption of SCOPE and improved registration processes provides an opportunity to refine targeting to each beneficiary household. In the first instance, the CO could undertake a joint-review with Joint Emergency Food Assistance Programme members of the 5.5 household size which has been used by the Joint Emergency Food Assistance Programme for over a decade. In addition, the individual targeting pilot conducted in two areas of Lilongwe in late-2015 should yield useful information with respect to logistical issues (pre-positioning, packaging sizes etc.), costs and outcomes associated with this approach and with targeting tailored to actual household size. In response to a full analysis of this pilot with Post Distribution Monitoring and qualitative beneficiary feedback to assess beneficiary preference and gender-specific issues, the CO should develop a clear position on the appropriateness of individual targeting and targeting based on actual household size and plan accordingly with Cooperating Partners for the final relief lean season under the PRRO.

Timeframe: Ideally start as soon as possible, but likely to be an on-going review process.

R5. Continue to support MVAC capacity and overall stakeholder awareness of the assessment process. The CO should extend its key role in support of the MVAC Secretariat and assessment process, both in its technical and financial capacity but crucially via advocacy during the remainder of the PRRO and within future operations. The CO could support the MVAC to better communicate the assessment process to humanitarian and development stakeholders. Additional clarity and external understanding of the assessment would increase overall confidence in the process and may improve quality through additional transparency, scrutiny and input. This process could entail, among other strategies, MVAC releasing methodological updates in technical bulletins or briefing papers via the Food Security Cluster and Agriculture Cluster and to an external audience including the full range of Cooperating Partners. These partners should be able to describe the assessment process in detail to local relief partners and stakeholders including the relief beneficiaries. MVAC should continue to be supported to strengthen its methodology in relation to the approaches and tools of other national vulnerability assessment committees within the SADC region. In particular, the CO and RB could assist MVAC to consider incorporating social aspects of assessment including additional livelihood/assets and nutrition components like those being piloted within more comprehensive approaches in countries such as Tanzania, Namibia and the Seychelles.

Timeframe: Requires longer term planning for methodology support. Communication support surrounding the release of the next MVAC assessment could be provided.

R6. Develop a medium-term strategy for resilience based on a simple but contextualised theory of change. The CO should develop a simple but contextualised theory of change (TOC) in coordination with the HQ technical units of OSZP. As part of the design process for a future WFP Malawi PRRO, the CO should now be drawing on best practice and mapping the pathway by which beneficiary households and communities are expected to graduate from chronic food insecurity, vulnerability to climatic trends and shocks and towards resilience. In particular, the CO needs to articulate the precise strategic function of the Rural Resilience Initiative and Global Facility for Climate Services pilots and their overall contribution to prevention and recovery. A TOC would: 1) represent how sub-sets of WFP resilience activity are expected to combine for the target group(s); 2) map an increasing emphasis on household and productive assets and; 3) clarify the prospective role of the pilot activity and its relevance in scale-up within districts and to new districts. It is important that the CO fully outline the link to this pilot activity and, if possible, a clear link to Purchase 4 Progress. The TOC should be consistent with the food-assistance-for-assets Guidance Manual and draw from current best practice elsewhere such as under the MERET programme in Ethiopia. The process would help the CO present the evolution of its previous DRR under the Country Programme towards an integrated planning approach for resilience, with conditional assistance at its core. The TOC would support the remainder of the PRRO but would inform future programme design, working to communicate the intervention to other resilience programmes and stakeholders, including Cooperating Partners and donors.

Timeframe: Compilation of best practices should start immediately and continue for the rest of the PRRO. TOC development should be a longer term process over the next year.

R7. Further develop gender capacity at district and local levels. The CO should ideally identify a specific gender officer, or focal point, within each of its Cooperating Partners. This would ensure consistency across Cooperating Partners and help drive gender programming within the PRRO that draws on the partners' existing capacity and knowledge of the intervention areas. However, there are greater institutional and social challenges at district and community levels. The CO could look to extend its capacity building work on gender issues to District Council partners under both the relief and prevention and recovery components. At local level, there is increasing awareness that chiefs and community leaders can play a progressive role in inclusive planning in Malawi and the CO could consider extending its social and behavioural change communication work via a role for Traditional Authorities, Civil Protection Committees and Village Development Committees. CO could plan and implement such a strategy in partnership with its Cooperating Partners, identifying a clear potential messaging role for these stakeholders and the training and support required to promote it.

Timeframe: A longer-term process. Capacity building to start within the timeframe of the PRRO but strategies with local stakeholders should be developed ready for any post-PRRO programme.

R8. Make better use of gender indicators in analysis and reporting. The CO should place greater emphasis on gender-related and cross-cutting indicators in its monitoring and reporting in order to better reflect the social features that influence effectiveness and appropriateness. The CO generated base values for cross-cutting indicators six months into the PRRO but it is important that in the case of new food-assistance-for-assets locations, for instance, base values are collected as the activity is established. Cross-cutting indicators should be routinely reviewed and interpreted, not in isolation, but alongside quantitative outcomes data derived via Post Distribution Monitoring. This would support the CO to reflect on the role of representation and decision-making in the attainment of food security outcomes and overall PRRO objectives. The CO should ensure base values are established in advance of additional food-assistance-for-assets activity and the 2015-2016 relief response.

Timeframe: Should be developed for the final reporting phase, allowing for a full review of gender related issues at the end of the PRRO.

R9. Streamline partner reporting through joint-learning and increased field-level interaction. Partner reporting represents a challenge to both the Cooperating Partners and to the CO staff. The CO could streamline CP reporting commitments further and should extend its local support to M&E and operations, ideally via additional Field Monitoring Assistant capacity. Increasing the frequency of interaction between Field Monitoring Assistants and CP field staff would help counteract the effect of high staff-turnover at local level, improve process reporting and increase consistency between the partners' understanding of the PRRO and the activities delivered to the communities, particularly in the context of recovery activity delivered within the relief context. Additional capacity building and co-learning should ideally operate within the established set of partners as a platform to support the PRRO to become more effective and consistent to March 2017.

Timeframe: In place before next 2016-2017 lean season and part of the ongoing CP review process.

R10. Clarify the role of Purchase 4 Progress and market development initiatives with respect to relief, recovery and resilience. Although market development is not a specific area of activity for the PRRO, the CO could be clearer how the cross-cutting activity of the Country Programme and especially Purchase 4 Progress is intended to support relief, recovery and resilience. There appears greatest potential to provide market support direct to beneficiaries in the resilience context. The CO, with support of RB, could link Purchase 4 Progress activity, or related best practice, to a new resilience theory of change so that Food or Cash For Assets beneficiaries, with improved productive capacity and increased financial acumen, may be actively exposed to these new market opportunities at these specific locations within the current and future FFA districts. The CO rightly continues to work with the Agricultural Development and Marketing Cooperation to better align its distribution to the sites of cash distribution and to prioritise access for MVAC beneficiaries despite the associated political challenges. The CO should also explore collaboration with private sector stakeholders such as the Grain Traders and Processors Association (GTPA) in order to dampen the effects of unstable food supply and prices during the final relief cycle under the PRRO.

Timeframe: Review and discussion to start within PRRO timeframe but to continue thereafter to inform future programme design.

Annexes

Annex 1. Acronyms

3PA	Three-Pronged Approach
AAP	African Adaptation Programme
ACE	Agricultural Commodity Exchange
ADMARC	Agricultural Development and Marketing Cooperation
AMIS	Agriculture Market Information System
ASWAP	Agriculture Sector Wide Approach
BR	Budget revision
CBPP	Community-based participatory planning
CBT	Cash based transfer
CO	Country Office
CP	Cooperating partner
CT	Cash transfer
C-TFA	Conditional targeted food assistance
DADO	District Agriculture Development Office
DCPC	District Civil Protection Committee
DDS	Diet Diversity Score
DEC	District Executive Committee
DFID	UK Department for International Development
DoDMA	Department of Disaster Management Affairs
DRR	Disaster Risk Reduction
EFSA	Emergency Food Security Assessment
EMOP	Emergency Operation
ET	Evaluation team
FCS	Food Consumption Score

FFA	Food assistance for assets
FLA	Field Level Agreement
FMA	Field Monitoring Assistant
FMC	Food Management Committee
FSP	Financial service provider
GEEW	Gender Equality and Empowerment of Women
GFCS	Global Facility for Climate Services
GHI	Global Hunger Index
GTPA	Grain Traders and Processors Association
HDI	Human Development Index
HRC	Humanitarian Response Committee
ICA	Integrated Context Analysis
IDPs	Internally displaced persons
IEC	Information education and communication
IP	Inception Package
JEFAP	Joint Emergency Food Assistance Programme
MFI	Micro-finance institutions
MNO	Mobile network operator
MOAIWD	Ministry of Agriculture, Irrigation and Water Development
MVAC	Malawi Vulnerability Assessment Committee
NDRM	National Disaster Risk Management
NSSP	National Social Support Programme
OEV	Office of Evaluation
OSZ	Policy, Programme and Innovation Division
P4P	Purchase for Progress
PDM	Post-distribution monitoring
PLW	Pregnant and lactating women

PRRO	Protracted relief and recovery operation
R4	Rural Resilience Initiative
RB	Regional Bureau (Johannesburg)
SADC	Southern African Development Community
SBCC	Social and behavioural change communication
SLP	Seasonal livelihood programming
SPR	Standard Project Report
SSDI	Supporting Service Delivery Integration
TA	Traditional Authority
TFA	Targeted food assistance
TOC	Theory of Change
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
VAM	Vulnerability Analysis and Mapping
VCPC	Village Civil Protection Committee
VDC	Village Development Committee
VSL	Village savings and loans
WASH	Water, sanitation and hygiene

Annex 2. Evaluation Terms of Reference



Evaluation Quality Assurance System

Office Of Evaluation

Measuring Results, Sharing Lessons

[Final Version, 9 December 2015]

Terms of Reference

Operation Evaluation

Malawi Protracted Relief and Recovery Operation (PRRO) 200692 - Responding to Humanitarian Needs and Strengthening Resilience

Introduction

These Terms of Reference (TOR) are for the evaluation of Malawi PRRO 200692 “Responding to Humanitarian Needs and Strengthening Resilience”. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will last from January (inception phase) to May 2016 (final report). In line with WFP’s outsourced approach for Operation Evaluations (OpEv), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.

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.

The TOR will be finalised 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 TOR.

Reasons for the Evaluation

2.1. Rationale

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 a series of Operation Evaluations in 2013 -2016.

Operations to be evaluated are selected based on utility and risk criteria.¹⁰⁹ From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau

¹⁰⁹ 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

(RB) has selected, in consultation with the Country Office (CO), Malawi PRRO 200692 “Responding to Humanitarian Needs and Strengthening Resilience” for an independent evaluation. In particular, the evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and/or design.

2.2. Objectives

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

2.3. Stakeholders and Users

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 in the inception package in order to acknowledge the existence of various groups (women, men, boys and girls) that are affected by the evaluation in different ways and to determine their level of participation. During the field mission, the validation process of evaluation findings should include all groups.

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 the RB is expected to use the evaluation findings to provide strategic guidance, programme support and oversight,

OEV will use the evaluation findings to feed into an annual synthesis of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

Subject of the Evaluation

Malawi, a small landlocked country, has a rapidly expanding population (three percent per year). Malawi ranks 174 out of 187 countries in the 2014 Human Development Report, where it has stagnated for the last five years. Female headed

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.

households experience higher poverty than those headed by men, which is compounded by only half of girls aged 15-24 in Malawi being literate.

Since 2012, economic shocks – such as devaluation of the Kwacha by 49 percent and inflation of above 20 percent – have contributed to high living costs, with Malawi ranking as the 13th worst performing economy in the 2014/15 Global Competitiveness report.

Malawi's landholdings are generally small and densely cultivated, causing overuse and degradation of marginally productive agricultural land. Deforestation rates at 2.8 percent annually are the highest in southern Africa, exacerbating food and water insecurity. More than 80 percent of Malawians are smallholder farmers with access to an average 0.23 ha of arable land, compared with the sub-Saharan African average of 0.40 ha.

With a majority of livelihoods dependent on agriculture, the population is highly vulnerable to the effects of natural disasters such as annual dry spells and flooding – Malawi experienced both in 2015 with particularly severe floods in the south affecting as many as one million people. Large parts of Malawi continue to suffer from food insecurity on an annual basis, particularly during the lean season (usually between December and March), due to high food prices and insufficient household crop production caused by prolonged dry spells and/or flooding. The severity of this issue is compounded by the country's high HIV infection rate (11 percent), which is the ninth highest rate in the world. The stunting rate for children under age five is 42 percent, with little improvements seen over the past decades. Since 1990, Malawi has hosted a steady influx of refugees, mainly from the Great Lakes Region, relocating to Dzaleka camp.

On 1st December 2014 WFP Malawi launched the 28-month PRRO 200692 “Responding to Humanitarian Needs and Strengthening Resilience”. The operation aimed at allowing a gradual transition from relief to recovery and resilience building interventions wherever feasible, integrated into long term social support while maintaining the capacity for emergency response as needed. The PRRO 200692 runs concurrently with i) Country Programme 200287, supporting long-term development activities through school meals, supplementary feeding, and capacity development related to disaster risk reduction, and ii) the refugee PRRO 200460, which provides assistance to some 21,000 refugees in the country as of mid-2015.

The original PRRO 200692 launched in December 2014 comprised:

a relief component being implemented through targeted assistance during the lean season (which normally lasts from October to March), providing nutrition sensitive food baskets and cash and voucher transfers for labour constrained, acute food insecure households. Additionally, it provides conditional targeted food assistance in selected geographic locations where appropriate and

a prevention and recovery component providing food assistance for assets (FFA) for able bodied households, and awareness raising sessions on infant and young child feeding (IYCF) practices. The focus is on an integrated early recovery and productive asset creation approach using labour and time-saving technologies. This contributes to community resilience through changing mind-sets towards self-reliance.

To date, PRRO 200692 has had four budget revisions (BRs) since its inception (see details in Table 2).

The project document including the project logframe, related amendments (budget revisions) and the latest resource situation are available at this [link](#).¹¹⁰ The key characteristics of the operation are outlined in Table 2 below:

Evaluation Approach

4.1. Scope

Scope. The evaluation will cover Malawi PRRO 200692 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 captures the period of the development of the operation (June-November 2014) and the period from the beginning of the operation until the start of the evaluation (December 2013-March 2016). Although the evaluation will have a comprehensive approach and cover all the activities of the PRRO, its greater focus will be on the humanitarian component (TFA/C-TFA).

4.2. Evaluation Questions

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:

Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups, as applicable, and remained so over time.

Are coherent with relevant stated national policies, including sector and gender policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the country.

Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender¹¹¹), and remained so over time. In particular, the team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender rights.

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:

¹¹⁰ From WFP.org – Countries – Malawi – Operations.

¹¹¹ Relevant WFP Policies include: Gender Policy, Building Resilience for Food Security and Nutrition, Nutrition Policy, WFP role in humanitarian system, humanitarian protection. For a brief on each of these and other relevant policies and the links to the policy documents, see the WFP orientation guide on page 14. For gender, in addition to WFP policy, refer to <http://www.ohchr.org/en/hrbodies/cedaw/pages/cedawindex.aspx> for information on UN system wide commitments.

The level of attainment of the planned outputs (including the number of beneficiaries served disaggregated by women, girls, men and boys);

The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; how GEEW results have been achieved;

How different activities of the operation dovetail and are synergetic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country – including, the effect of complementary activities such as social and behavior change communication (SBCC) and their linkages to other partners' resilience programs – and,

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 is likely to focus, amongst others, on:

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.

Externally (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.

4.3 Evaluability Assessment

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. In doing so, the team will also critically review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.

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 ongoing 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.

For question two the operation has been designed in line with the corporate strategic results framework (SRF) 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.

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.

For question three, the team members will have access to some institutional planning documents and is likely to elicit further information from key informant interviews.

4.4. Methodology

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

Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact and sustainability (or connectedness for emergency operations), giving special consideration to gender and equity issues.

Use applicable standards (e.g. SPHERE standards; UNEG guidance on gender¹¹²);

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. Participatory methods will be emphasised with the main stakeholders, including the CO. The selection of field visit sites will also need to demonstrate impartiality.

Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;

Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;

Ensure through the use of mixed methods and appropriate sampling that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used;

Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

4.5. Quality Assurance

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.

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

¹¹² These are put into context of WFP evaluation in the OEV technical note on integrating gender in evaluation. Evaluation team will be expected to review this TN during the inception phase and ensure that gender is well mainstreamed in all phases and aspects of the evaluation.

the evaluation products ahead of their submission to WFP. OEV will also share an Orientation Guide on WFP and its operations, which provides an overview of the organization.

Phases and deliverables

The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.

Preparation phase (November-December 2015): The OEV focal point will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation team and contract the company for the management and conduct of the evaluation.

Inception phase (January-February 2016): This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data and initial interaction with the main stakeholders.

Deliverable: Inception Package. The Inception Package details how the team intends to conduct the evaluation with an emphasis on methodological and planning aspects. The IP will be shared with CO, RB and OEV for comments before being approved by OEV. It will present an analysis of the context and of the operation, 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 schedule for stakeholders' consultation. For more details, refer to the content guide for the inception package.

Evaluation phase (March 2016): The fieldwork will span over three weeks and will include visits to project sites and primary and secondary data collection from local stakeholders. Two debriefing sessions will be held upon completion of the field work. The first one will involve the country office (relevant RB and HQ colleagues will be invited to participate through a teleconference) and the second one will be held with external stakeholders.

Deliverable: Exit debriefing presentation. An exit debriefing presentation of preliminary findings and conclusions (PowerPoint presentation) will be prepared to support the de-briefings.

Reporting phase (April-May 2016): The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance. Stakeholders will be invited to provide comments, which will be recorded in a matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation.

Deliverable: Evaluation report. The evaluation report will present the findings, conclusions and recommendations of the evaluation in a concise report of 40 pages maximum. 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 limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation. For more details, refer to the content guide for the evaluation report and the OpEv sample models for presenting results.

Follow-up and dissemination phase: OEV will share the final evaluation report with the CO and RB. The CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions. The RB will coordinate WFP's management response to the evaluation, including following up with country offices on status of implementation of the actions. OEV will also subject the evaluation report to an external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. A feedback online survey on the evaluation will also be completed by all stakeholders. The final evaluation report will be published on the WFP public website, and findings incorporated into an annual synthesis report, which will be presented to WFP's Executive Board for consideration. This synthesis will identify key features of the evaluated operations and report on the gender sensitivity of the operations among other elements. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.

Notes on the deliverables:

The inception package and evaluation reports shall be written in English and follow the EQAS templates.

The evaluation team is expected to produce written work that is of very high standard, evidence-based, and free of errors. The evaluation company is ultimately responsible for the timeliness and 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.

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

Table 3: Key dates for field mission and deliverables

Entity responsible	Phase	Activities	Key dates (tentative)
EM/ET	Inception	Draft Inception Package	2 February 2016
EM/ET	Inception	Final Inception Package	16 February 2016
CO/ET	Evaluation	Evaluation field mission	29 February 2016 - 18 March 2016
ET	Evaluation	Exit Debriefing Presentation	18 March 2016
EM/ET	Reporting	Conference call with CO/RB to discuss emerging areas of recommendations	13 April 2016
EM/ET	Reporting	Draft Evaluation Report	25 April 2016
EM/ET	Reporting	Final Evaluation Report	17 May 2016
CO/RB	Follow-up	Management Response	31 May 2016

Organization of the Evaluation

Outsourced approach

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.

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.

The company, the EM and the ET 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](#).

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.

Evaluation Management

The evaluation will be managed by the company's EM 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 an evaluation feedback e-survey.

Evaluation Conduct

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

Team composition. The evaluation team is expected to include two to three members, including the team leader. It should include women and men of mixed cultural backgrounds and one national of Malawi. At least one team member should have WFP experience.

Team competencies. The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas (listed in order of priority):

Knowledge of the Southern Africa regional context, including slow onset emergencies;

Cash-based transfer and Market analysis in rural context;

Interlinkages between humanitarian and development context;

Safety Nets/social protection;

Food & Nutrition security;

Nutrition-sensitive programming;

Gender expertise / good knowledge of gender issues within the country/regional context as well as understanding of UN system-wide and WFP commitments on gender.

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

Oral and written language requirements include full proficiency in English within the team. As specified in section 5, the Inception package and Evaluation report will need to be written in English.

The Team Leader will have good communication, management and leadership skills and demonstrated experience and good track record in leading similar evaluations. He/she should also have excellent English writing and presentation skills, technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools.

Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception package, exit debriefing presentation and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

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.

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

Security Considerations

As an ‘independent supplier’ of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.

However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:

Travelling team members complete the UN system’s applicable Security in the Field courses in advance, print out their certificates and take them with them. (These take a couple of hours to complete.)

The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.

The team members observe applicable UN security rules and regulations – e.g. curfews etc.

For more information, including the link to UNDSS website, see EQAS for operations evaluations page 34.

Roles and Responsibilities of WFP Stakeholders

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

Assign a focal point for the evaluation. Elie Iyakaremye (Programme Officer) and Billy Kanjala (Programme Officer) will be the CO main and alternate focal points, respectively, for this evaluation.

Comment on the TORs, inception package and the evaluation report

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; provide logistic support during the fieldwork; and arrange for interpretation, if required.

Organise security briefings for the evaluation team and provide any materials as required

Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results and in various teleconferences with the evaluation manager and team on the evaluation products.

Organise and participate in two separate debriefings, one internal and one with external stakeholders.

Prepare a management response to the evaluation recommendations.

Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

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

Assign a focal point for the evaluation. Silvia Biondi, Regional M&E Adviser, will be the RB focal point for this evaluation.

Participate in 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 debriefing and in various teleconferences with the evaluation manager and team, as required.

Provide comments on the TORs, inception package 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 an evaluation feedback e-survey.

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.

The Office of Evaluation. OEV is responsible for commissioning the evaluation and Filippo Pompili, Evaluation Officer, will be the OEV focal point for this evaluation. 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, content guides and templates as well as orient the evaluation manager on WFP policies, strategies, processes and systems as required.

Comment on the draft inception package.

Comment on the evaluation report and approve the final version.

Submit the final evaluation report to an external post-hoc quality review 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 on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration.

Conduct an evaluation feedback e-survey to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

Communication and budget

Communication

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 5 (paragraph 31) describes how findings will be disseminated.

To enhance the learning from this evaluation, the evaluation manager and team will also 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.

Budget

Funding source: The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director Decision Memo dated October 2012 and July 2015). The cost to be borne by the CO will be established by the WFP Budget & Programming Division (RMB).

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 medium size operation.

Not budget for domestic travel.

TOR Evaluation timeline

	Activity/Deliverables	Entity Responsible					2015												2016																										
							Nov				Dec				Jan				Feb				Mar				Apr				May				Jun				Jul						
		Eval Manager	Eval Team	OE	CO	RB	02-Nov	09-Nov	16-Nov	23-Nov	30-Nov	07-Dec	14-Dec	21-Dec	28-Dec	04-Jan	11-Jan	18-Jan	25-Jan	01-Feb	08-Feb	15-Feb	22-Feb	29-Feb	07-Mar	14-Mar	21-Mar	28-Mar	04-Apr	11-Apr	18-Apr	25-Apr	02-May	09-May	16-May	23-May	30-May	06-Jun	13-Jun	20-Jun	27-Jun	04-Jul	11-Jul	18-Jul	
1	Desk review, consultation (intro call) and preparation of TOR			X																																									
2	Stakeholders comments on TORs				X	X																																							
3	Final TOR			X																																									
4	Evaluation company selection and contracting			X																																									
5	Operational documents and data consolidation and sharing				X																																								
6	Hand-over of eval management to EM	X		X																																									
7	Evaluation team briefing - expectations, requirements, quality standards	X	X																																										
8	Desk review, Consultation with the CO/RB , drafting of the Inception Package		X																																										
9	Quality Assurance of the Inception Package	X																																											
10	Draft Inception Package	X	X																																										
11	Comments on Inception Package			X	X	X																																							
12	Revise Inception Package and final Quality Assurance of IP	X	X																																										
13	Final Inception Package	X	X																																										
14	Eval mission preparation (setting up meetings,field visits, etc)				X																																								
15	Introductory briefing		X		X																																								
16	Field work		X																																										
17	Exit debriefing	X	X	X	X	X																																							
18	Exit debriefing presentation of preliminary findings conclusions	X	X																																										
19	Evaluation Report drafting		X																																										
20	Quality Assurance of the draft Evaluation Report	X																																											
21	Draft Evaluation Report	X	X																																										
22	Stakeholders comments on Evaluation Report			X	X	X																																							
23	Revision of the report + comments matrix	X	X																																										
24	Final Evaluation Report	X	X																																										
25	Preparation of the Management Response				X	X																																							
26	Management Response				X	X																																							
27	Post-hoc Quality Review and end of evaluation survey		X																																										
28	Report Publication + integration in lessons learning		X																																										

Annex 3. Evaluation Methodology

(Taken from final inception package)

5.1 Proposed approach and methodology

This evaluation, commissioned by the WFP Office of Evaluation (OEV), is as an independent exercise intended to provide an objective assessment on the performance of WFP's Protracted Relief and Recovery Operation (PRRO) 200692 in Malawi. The Evaluation Team (ET) consists of three consultants using an approach and methodology designed to meet the objectives stipulated in the terms of reference (TOR) and agreed with the WFP HQ and Country Office (CO). The evaluation will be conducted using quantitative and qualitative research and will use both primary and secondary data.

As per the ToR, the evaluation serves the two-fold and reinforcing objectives of accountability and learning as follows:

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

The ET will follow the WFP EQAS guidelines for Operation Evaluations, which provides a strong procedural and methodological framework. The ET will also, in line with OEV usage, use OECD DAC and UNEG evaluation standards, which provide criteria and agreed definitions of evaluation terms such as efficiency, effectiveness, sustainability, connectedness, and coverage.

The evaluation methodology has been developed from the TOR and discussions with the CO. The Evaluation Matrix, attached in Annex 1, structures the evaluation around three key questions:

- 1) How appropriate is the operation?
- 2) What are the results of the operation?
- 3) Why and how has the operation produced the observed results?

Sub-questions, exploring the different components of the operation, have been developed for each of these key questions. Specific indicators for measuring the results, the main sources of information used to answer each sub question, and how the data will be collected and analysed are also summarised in the evaluation matrix, and the PRRO Logical Framework is used throughout to guide evaluation.

Focus areas have been assigned to each ET member and the evaluation matrix provides them with a clear framework for data collection and analysis that will help to develop clear findings and recommendations. The ET will use mixed data collection methods and analysis to help ensure:

- a. A rigorous process providing valid information to answer the evaluation questions
- b. Wide representation of key stakeholder perspectives, including those of different beneficiary groups (women, men, boys and girls)
- c. Consistent triangulation of information through mixed data collection
- d. Gender dimensions are fully considered by using disaggregated data

5.1.1 Evaluability assessment

The ET has conducted an initial evaluability assessment based on documents received at hand-over, and believes that all components of PRRO can be evaluated in a reliable and credible fashion as it has clear statements of intended results, defined indicators for the majority of the outcomes, targets for achievement, and a degree of gender disaggregated data. A reasonable amount of internal M&E data and reports have been provided by the CO but it is hoped that the ET will be provided additional material evidencing progress against the various outcome indicators. As cited in the SPR2014: “The relief component of this operation has taken on the activities of EMOP 200608, which closed in November 2014, while the recovery component will only begin in 2015, once the on-going Country Programme 200287 has closed.” As a result of this and the subsequent Budget Revisions the programme has focussed on food assistance and activity relating to SO1. The CO will provide the ET with the 2015 SPR as soon as possible (below) and will provide updates on the situation with regards to SO3 and non-implementation of SO2 activity during the in-country discussions.

The programme applies partners scoring in the “NGO Evaluation of WFP Performance” format but the ET would like to explore in additional depth the strength of the relationships, the quality of the partners’ work and related issues of process monitoring. The ET will liaise with the CO to address these issues and explore other supporting evidence prior to the field mission as relevant and the ET will link with the M&E staff early in the assignment to review and update project material (Annex 4).

Overall, each of the three key evaluation questions can be addressed with the data provided and additional in-country data collection but some constraints are outlined below:

Data Constraints for Question One: How appropriate is the operation?

A reasonable amount of background information has been provided to review the development and design of the programme and its subsequent revisions. The ET would like to explore further with the CO the use of evidence and research to frame targeting and the modality of the operation during the design stage.

As stated, at the time of compiling the current Inception Package the 2015 SPR was yet to be finalised and, as such, some crucial output and outcomes data was not available. These reports, categorised as “baseline”, would have corresponded directly to achievement and will ultimately provide the ET detailed information disaggregated by gender, age, activity and location. The completed 2015 SPR is expected March 2015, probably not before the in-country evaluation activity, but the CO has provided an additional Interim 2015 MVAC/ Flood Report which provides extra narrative material alongside new output/outcome information.

The ET has been provided adequate WFP and UN guidance and policy frameworks that will inform the review of appropriateness and coherence. WFP’s own higher level strategic direction and policies and programme guidance are available, and the UNDAF will be used to assess compliance with other UN agencies. Gender mainstreaming can be assessed in relation to formal reporting but will require additional interview and stakeholder consultation at all levels. CO has provided national policy material associated with National Social Support but the evaluation will explore compatibility with other national policy frameworks with the CO and partners and will gather additional material as required whilst in-country.

The project material does not describe in detail the modality and relevance of activity on the ground, post-activity, but the choice of modality is based on market assessment reports provided to the ET. It is expected that processes and quality will differ between partners and additional evidence relating to appropriateness will be derived via direct consultations with

partners, partner reporting, other local stakeholders and beneficiaries, especially with respect to targeting, activities, timeliness and transfer modalities.

Data Constraints for Question Two: What are the results of the operation?

As discussed above, the PRRO design possesses suitable and verifiable indicators, disaggregated by gender and age, but in-depth data are currently not available to the ET. The log-frame possess a large number of indicators and the CO highlights in the M&E Plan the importance of avoiding applying additional indicators for subsequent programmes, where possible. The ET will explore how this data is derived and collate remaining material whilst in-county as required.

The 2014 SPR presents some December 2014 baseline values against SO1 indicators only. This baseline information is consistent with updated progress in the COMET outcomes spreadsheets but it would be useful to understand the history of this baseline information and view any contextual (livelihoods, cultural and socio-economic) material associated with it. It does not appear to be possible to generate remaining baseline values from the provided material but this possibility will be explored with the M&E staff.

The 2014 SPR presents a mixture of data comprising all PRRO and EMOP figures and data specific to PRRO 200692. It is not always clear if the figures relate to global or PRRO 200692 achievement (all tables do relate to PRRO 200692, only). The SPR provides useful social context which explains issues such as the cultural relevance of monthly food entitlements and how this can affect or dilute the impact of food assistance. The 2015 SPR will provide an update on SO3 achievements but it appears this activity has been restricted as a consequence of Budget Revisions 1-4.

The ET intends to gather more outcome and output data, including additional information on unintended effects, from the CO prior to the field visits and to be explored with partners and direct beneficiaries and other local stakeholders. The CO has provided additional PDM reports to help explore these effects, and their reporting, ahead of fieldwork.

The ET would like to understand better the role of monthly reporting as it will have an important role to play with respect to process and continuous monitoring. The CO have supplied additional example reports to enable this.

As acknowledged in the ToR, data gaps also exist in relation to PRRO operational and cost-efficiency, coordination and synergy among different operations, both within WFP and with other actors, as well as the sustainability aspects of the interventions. The inter-agency and organisational material is general and does not highlight coherence or synergy between this programme and parallel work. The ET will explore this synergy through key informant interviews with the CO and implementing partners.

Data Constraints for Question Three: Why and how has the operation produced the observed results?

Documentation to illustrate how factors, internal and external to WFP's control, have affected the achievement of PRRO results is not extensive and capturing this information will be a key focus of the in-country work. While some quantitative information on internal factors is available, such as WFP funding levels, review of the programme plans, challenges in food distribution (bridge collapses etc.), documentary evidence of issues such as management systems, organizational capacity, strategic decision making processes, technical backstopping, coordination structures, complimentary activities from other stakeholders etc. are not well captured in documentation gathered so far. There is limited reflective reporting on the way

external factors such as the national policy environment, external operating environment (e.g. infrastructure, public services), environmental and economic factors may have affected achievement. The evaluation of question three will depend heavily on key informant interviews at all levels while the ET is in country.

Gender evaluability: The ET considers the evaluability of the gender dimensions of the PRRO as medium. The improvement of gender equality and empowerment is clearly included in the PRRO logical framework as a cross-cutting issue and the logical framework contains gender disaggregated indicators at the output and outcome level. The programme clearly identifies women among the most vulnerable groups and targets them among the beneficiary population.

The 2014 SPR has a section on 'Progress towards gender equality' which provides a reasonably good qualitative description on the gender-considerations of implementation which includes the assessment of partner expertise in gender issues. Post distribution monitoring of gender equality had not been undertaken by the time of the 2014 SPR, however. The original programme document and log-frame describe in some detail the intended input and role of women including the involvement of women in representation, household decision –making, planning and rights to complaint. The 2014 SPR makes reference to external studies under EMOP 200608 and the team will explore the application of the findings in the activity under 200692 to date. The ET appreciate that PRRO 200692 is novel and the first time that WFP has specifically targeted women and children with specialised nutrition products in a relief response.

Concerning the availability of relevant information, the 2014 SPR provides gender related information on the intervention and the context; defines cross-cutting gender indicators (decision making, leadership, training, information, etc.) and to some extent basic baseline information. The 2014 SPR presents gender-disaggregated General Distribution data but it is not yet clear how gender affected the implementation and delivery of the limited activity under SO2 and SO3. The ET will need to identify and gather additional and updated data in order to assess the gender equality and human rights dimensions of the intervention. Specifically : a) The extent in which the programme identifies Gender inequality factors and women's needs ; b) the programme's strategic intent and theory of change to achieve women's empowerment and gender equality ; c) the kind of information on women's rights that is accessible and how it is collected by the programme. Additional evidence on how partners are applying approaches that are compatible with WFP's Gender Policy will have to be generated through stakeholder analyses of individual projects, exploring progress with respect to the log-frame indicators through qualitative methods such as KII and mixed and single-sex Focus Groups Discussions.

5.2 Evaluation matrix

The evaluation matrix attached in Annex 4 displays the three main evaluation questions and sub questions that need to be addressed to achieve the evaluation objectives. It provides an overview and framework which will guide the ET throughout the evaluation showing the linkages between the questions, sources of data, indicators, and methods of analysis that the ET will use to help answer the evaluation questions.

5.3 Data collection methods and tools

The ET will use a mixed methods approach to collect data, per the EQAS guidelines, linked to the key and sub questions in the evaluation matrix and the PRRO components. This section explains the different tools that the ET will use to gather data and the approach to analyse and triangulate evidence from different sources. Specific tools are attached in Annex 2. Data collection will use both quantitative and qualitative techniques, including secondary data review from documentation and collection of primary data from interviews, focus groups discussions, site visits and direct observation. Data collection methods will generate information on

different groups (beneficiaries, implementers, donors and policy makers etc.) and are described below.

a. Document/ literature review – Documents requested / obtained from the CO and OEV are listed in Annex 3 and comprise project documents, Government and UN strategic documents, assessment reports, monitoring reports, operational documents, evaluations, partner reports, coordination meeting notes, resource mobilization documents and maps. The initial literature review has informed the design of the evaluation questions and this secondary data will be further examined, together with any additional documentation gathered, during the evaluation period.

b. Key informant interviews – These will be the main method of primary data collection during the evaluation. Semi-structured interview guides will be used to gather views and perceptions from key informants. Interview guides have been designed using universal questions, which the ET can tailor to each interviewee, using knowledge of their context, to elicit detailed descriptions that respond to the evaluation questions. Interviews should last approximately 30 minutes and, for those respondents not available in person, telephone interviews will be arranged if possible. The stakeholder analysis in section 4 provides a cross section of key informants that should be interviewed in order to produce a balanced range of responses and avoid the reinforcement of gender discrimination and unequal power relations. The final list of the interviewees will be included in the final evaluation report. Interviews will be recorded using a standard template and different perspectives triangulated each other and with the secondary data from the literature review.

c. Focus group discussions (FGD) – FGD will be held with beneficiaries of the PRRO activities, and with any other groupings of stakeholders such as business owners in areas where cash transfers and food vouchers are implemented etc. Each focus group will share a common interest in their engagement with the PRRO activity. Beneficiaries receiving the same type and level of benefit may be in one focus group but the discussions will be designed to review the specific impact and appropriateness with specific target groups (men, women, boys and girls, and identified vulnerable groups such as those in female-headed households).

To allow for a breadth of opinion, without over-crowding the discussion, the ideal number of participants for a FGD is between 6 and 12. The convening member of the ET will guide the FGD to ensure the discussion remains relevant but will encourage participants to elaborate on points they make to achieve depth in the responses. The convener will encourage the participation of all members, especially women, and will ascertain if opinions are representative of the whole group. The FGDs will be facilitated by the ET but with the support of an independent translator as required.

d. Field visits - Field visits will be used to help assess PRRO activities by gathering perspectives from those involved (including beneficiaries) on past, current and future activities, capturing success stories and challenges, filling identified data gaps, direct observation, and triangulating primary and secondary data gathered taking into account the operational realities. The criteria used for selection is given in Section 4.2.

Checklists will be used to support direct observation at selected sites in order to help create a uniform approach to visits. If available the ET will use checklists created by the CO to capture relevant information on programme implementation.

As time, logistical, and practical constraints allow, ET members will separate in order to visit a larger number of representative field sites, in diverse locations, and also to focus on their respective areas of responsibility. The ET plans to visit the following sites with each ET member spending at least 7 days in the field during the mission:

The selection of field visit sites is based on the need to gather a range of perspectives from programme stakeholders and beneficiaries participating in the PRRO activities and across the affected regions. The ET propose the following site selection based on geographic coverage (representative of the range of environmental, economic and social contexts), beneficiary groups (reaching specific targets such as pregnant and lactating women), modality (reaching a sample of locations where food, cash, commodity voucher and food for assets activity have operated) and partnerships (a range of national and international partners).

- **Distribution of PRRO activities and beneficiaries:** In response to the food security situation, the Southern Region represented about 85% of reported PRRO 200692 beneficiaries for 2015. This region is most at risk from flood and droughts and also received the only Food for Assets activity delivered under SO3. The CO have emphasised the relief assistance component of the evaluation and the ET propose to conduct about 75% of their fieldwork in this region. Specifically, the ET would like to visit the district of Balaka where, in addition to general food distribution, the programme has delivered Food for Assets activity (in partnership with Concern Universal and Balaka District Council) . The ET also proposes visits to sites in Blantyre, where the only nutrition voucher work in the region was delivered, in addition to the general food and cash transfers. In the Central Region, the ET propose concentrating the fieldwork in Lilongwe district as food, cash and nutrition voucher activity was delivered at sites within this single district. The ET note that Lilongwe is not classified as a high risk district. It does fall under the same (21-30%) food shortfall category as the other project districts of Salima, Ntcheu and Dedza, however (MVAC 2015/2016 affected areas) but the team suggest visiting an additional district at higher risk such as Dedza (see table below). In the Northern Region, the ET propose travelling to Karonga which is at high risk and has received both food and cash activity.
- **Non-programme areas and non-beneficiaries:** The ET will also like to engage other local stakeholders as non-beneficiaries in order to explore unintended effects of the programme. These stakeholders may include merchants or non-recipients of food assistance and other partners support.

Annex 4. Evaluation Matrix

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
Key Q.1:How appropriate is the operation? Areas for analysis :					Good	
i) Objectives					Satisfactory or partly available	
ii) Targeting					Poor or unavailable	
iii) Choice of activities						
iv) Choice of transfer modalities						
1.1	Are the objectives appropriate?					
1.1.1	Are the objectives aligned to the needs of the food insecure populations (women, men, boys, girls)?	<ul style="list-style-type: none"> Alignment with MVAC findings Relevance of stakeholder participation in the intervention. (including women beneficiaries) Household food security 	<ul style="list-style-type: none"> MVAC forecasts / food security assessments/bulletins Baseline reporting National indicators Malawi Demographic and Heath Survey 	<ul style="list-style-type: none"> Document review FGD / KIIs (Tools A, D, E, F, G, H, I, J) 	Triangulation between sources	
1.1.2	Are the objectives based on the recommendations of relevant needs assessments?	<ul style="list-style-type: none"> Alignment with assessment recommendations 	<ul style="list-style-type: none"> Assessment reports Baseline reporting Feasibility studies PRRO Project document MVAC reporting 	<ul style="list-style-type: none"> Document review KII (Tool A) 	Triangulation between sources	
1.1.3	Is the knowledge of the food security and nutrition situation accurate and adequate?	<ul style="list-style-type: none"> Quality of WFP studies (e.g. relevant contextual and livelihoods material in conjunction with quantitative assessment) and awareness of relevant studies carried out by other agencies and government institutions 	<ul style="list-style-type: none"> Food security and nutrition surveys Food security assessments and bulletins DHS WFP staff Government staff 	<ul style="list-style-type: none"> Document review KIIs (Tools A, B, C, D, E, F) 	Triangulation between sources	
1.1.4	Are objectives coherent with Government priorities and stated national sectoral and gender policies?	<ul style="list-style-type: none"> Alignment with Govt / national priorities 	<ul style="list-style-type: none"> Vision 2020 Uganda Country Strategy Paper (2014-2017) National Social Support Programme Malawi Growth and Development Strategy II 	<ul style="list-style-type: none"> Document review 	Triangulation of national policy and WFP objectives	

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
			<ul style="list-style-type: none"> National Nutrition Policy (2013-2018) other national policy and strategy as relevant e.g. Gender Equality Act 			
1.1.5	Are the objectives coherent with, and complimentary to the interventions of other humanitarian / development partners?	<ul style="list-style-type: none"> Coherence with other key programmes and interventions Extent to which a human rights based approach and a gender mainstreaming strategy were incorporated in the design and implementation 	<ul style="list-style-type: none"> UNDAF (2012-2016) UNDP, FAO, UNICEF MVAC partners (such as World Vision, OXFAM etc.) 	<ul style="list-style-type: none"> Document review KIIs (Tools A, E, F) 	Triangulation between sources	
1.1.6	Are the objectives coherent with WFP strategies, policies and normative guidance?	<ul style="list-style-type: none"> Coherence with WFP strategic objectives 	<ul style="list-style-type: none"> WFP Gender Policy WFP Protection Policy other WFP guidance WFP strategic plans (2008-13 / 2014-17) WFP Strategic Results Framework 	<ul style="list-style-type: none"> Document review 	Triangulation between sources	
1.1.7	Does the PRRO design include GEEW objectives and mainstreaming principles in line with the MDGs and other commitments to gender rights?	<ul style="list-style-type: none"> Inclusion of GEEW principles in line with international commitments 	<ul style="list-style-type: none"> PRRO Project document log-frame (outputs and outcomes, disaggregation of targets and tailored activity) SPR 2014 and 2015 	<ul style="list-style-type: none"> Document review KIIs (Tools A, B, H) 	Triangulation between sources	
1.1.8	Are the objectives coherent with other CO interventions?	<ul style="list-style-type: none"> Relationship to parallel CO actions 	<ul style="list-style-type: none"> CP 200287 overview PRRO 105860 overview EMOP 200608 overview 	<ul style="list-style-type: none"> Document review KIIs (Tools A, B, C) 	Triangulation between sources	
1.2	Is the targeting (geographic and beneficiaries) appropriate?					
1.2.1	How were the geographic areas of intervention selected?	<ul style="list-style-type: none"> Alignment with MVAC and needs assessments Complementarity with other interventions 	<ul style="list-style-type: none"> PRRO Project document Feasibility studies MVAC outputs Baseline reporting 2014 and 2015 SPR WFP CO staff 	<ul style="list-style-type: none"> Document review KIIs (Tools A, B) 	Triangulation between sources	

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
1.2. 2	How were the different beneficiary groups / partner institutions selected?	<ul style="list-style-type: none"> Targeting criteria used Breakdown of women / men, boys / girls Alignment with needs assessments 	<ul style="list-style-type: none"> PRRO Project document Baseline reporting 2014 and 2015 SPRs Partner Capacity Assessment/ Performance Evaluation Materials Implementing partners Beneficiary groups 	<ul style="list-style-type: none"> Document review KIIs FGDs (Tools A, B, F, G, I, J) 	Triangulation between sources	
1.2. 3	Have the targeting criteria been correctly applied?	<ul style="list-style-type: none"> Overlap of PRRO areas with food insecurity Alignment with MVAC advice and needs assessments Correct selection of beneficiaries at community level 	<ul style="list-style-type: none"> Baseline reporting 2014 and 2015 SPRs Implementing partners Beneficiary groups 	<ul style="list-style-type: none"> Document review KIIs FGDs (Tools F, G, I, J) 	Triangulation between sources	
1.2. 4	Is targeting coherent with relevant stated national policies?	<ul style="list-style-type: none"> Alignment with priorities in national policies for social protection, nutrition, gender, DRR etc. 	<ul style="list-style-type: none"> National Social Support Programme Malawi Growth and Development Strategy II National Nutrition Policy (2013-2018) other national policy and strategy as per relevant Govt line ministries 	<ul style="list-style-type: none"> Document review KIIs (Tools A, D) 	Triangulation between sources	
1.2.5	Is targeting coherent with other CO activity?	<ul style="list-style-type: none"> Complementarity with other CO interventions 	<ul style="list-style-type: none"> CP 200287 overview PRRO 105860 overview EMOP 200608 overview 	<ul style="list-style-type: none"> Document review KIIs (Tools A, B) 	Triangulation between sources	
1.2. 6	Is targeting coherent with WFP strategies and UN-wide policies and normative guidance?	<ul style="list-style-type: none"> Compliance with policy and guidance 	<ul style="list-style-type: none"> WFP strategies, policies and normative guidance including Gender Policy and Humanitarian Protection Policy PRRO Project document 	<ul style="list-style-type: none"> Document review KIIs (Tools A, B, E) 	Triangulation between sources	
1.3	Is the choice of activities appropriate?					
1.3.1	Did selection of PRRO activities follow a clear design process / gap analysis?	<ul style="list-style-type: none"> Adherence of activity selection to documented design process / gap analysis 	<ul style="list-style-type: none"> WFP CO staff PRRO partners PRRO design documents 	<ul style="list-style-type: none"> Document review KIIs (Tools A, B) 	<ul style="list-style-type: none"> riangulation between sources 	

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
1.3.2	Are PRRO activities coherent with the actions of government and other stakeholders?	<ul style="list-style-type: none"> PRRO activities complement government and other activity 	<ul style="list-style-type: none"> Policy documents Govt line ministries 	<ul style="list-style-type: none"> Document review KIIs (Tools A, D) 	<ul style="list-style-type: none"> Triangulation between sources 	
1.3.3	Are the PRRO activities coherent with other CO, WFP and international actions?	<ul style="list-style-type: none"> PRRO relationship to parallel WFP national and international actions? 	<ul style="list-style-type: none"> WFP guidance and policy WFP CO staff 	<ul style="list-style-type: none"> Document review KIIs (Tools A, B) 	<ul style="list-style-type: none"> Triangulation between sources 	
1.3.4	Do the PRRO activities help address the food security / nutrition / social protection needs of the population (women, men, boys, girls)?	<ul style="list-style-type: none"> Food security / nutrition indicators at sub national level 	<ul style="list-style-type: none"> Assessment reports or studies Baseline reporting Nutritional surveillance reports 	<ul style="list-style-type: none"> Document review FGDs (Tools G, I, J) 	<ul style="list-style-type: none"> Triangulation between sources 	
1.3.5	Do the PRRO activities target the various needs of men, women, boys and girls?	<ul style="list-style-type: none"> Coverage of most food insecure and malnourished by PRRO components Coverage by gender and age breakdown 	<ul style="list-style-type: none"> 2014 and 2015 SPR Disaggregated beneficiary data 	<ul style="list-style-type: none"> Document review 	<ul style="list-style-type: none"> Document review Triangulation between sources 	
1.3.6	Are there significant food security / nutrition / resilience needs remaining uncovered by PRRO or the interventions of other agencies?	<ul style="list-style-type: none"> High priority needs remaining uncovered 	<ul style="list-style-type: none"> UNDAF / UN agencies MVAC members 	<ul style="list-style-type: none"> KIIs (Tools A, D, E, F, G) 	<ul style="list-style-type: none"> Triangulation between sources 	
1.4	Is the choice of transfer modalities (food, cash, voucher, food for assets) appropriate?					
1.4.1	Are the transfer modalities appropriate to national/local market contexts?	<ul style="list-style-type: none"> Relevant market analysis for the PRRO areas of intervention? Studies comparing transfer modalities Documented WFP decision making 	<ul style="list-style-type: none"> WFP CO and RB Partners engaged in each modality) Studies and reviews to support transfer choice Market analysis (baseline and other) Monitoring reports Market/price monitoring reports 	<ul style="list-style-type: none"> Document review KIIs FGDs (Tools A, D, E, F, G, I, J) 	<ul style="list-style-type: none"> Document review Synthesis and verification of assumptions and data supporting transfer choice Triangulation between sources 	

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
1.4. 2	Are transfer modalities appropriate to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups?	<ul style="list-style-type: none"> • Have beneficiaries (especially women) been consulted in the selection of transfer modalities? • Beneficiary satisfaction 	<ul style="list-style-type: none"> • Transfer modality studies / reviews • Feasibility studies • Beneficiary contact monitoring • Monitoring reports • Lessons learned report 	<ul style="list-style-type: none"> • Document review • KIIs • FGDs (Tools F, G, H, I, J) 	<ul style="list-style-type: none"> • Document review • Triangulation between sources 	
1.4. 3	Is the choice of transfer modality consistent with government / WFP / UN and practice?	<ul style="list-style-type: none"> • Alignment with relevant policies 	<ul style="list-style-type: none"> • Natl. policy documents • WFP policy documents • UN agencies 	<ul style="list-style-type: none"> • Document review • KIIs (Tools D, E) 	<ul style="list-style-type: none"> • Document review • Triangulation between sources 	

Key Q. 2: What are the results of the operation? Areas for analysis (considering benefits, by group, between women, men, boys and girls): i) Attainment of planned outputs ii) Realisation of objectives/unintended effects iii) Complementarity of activities and synergy with other WFP operations and contributions from other actors iv) Efficiency of operation and sustainability of benefits						
2.1	What is the level of attainment of the planned outputs (by PRRO component)?					
2.1.1	What is the level of attainment of planned outputs per activity (including the number of beneficiaries served disaggregated by women, girls, men and boys)?	<ul style="list-style-type: none"> Indicators per PRRO logframe 	<ul style="list-style-type: none"> Output monitoring reports M&E reports Distribution reports 2014 and 2015 SPRs; COMET data 	<ul style="list-style-type: none"> Document review KIIs (Tool C) 	<ul style="list-style-type: none"> Planned vs actual 	
2.1.2	Do outputs align with the levels of budgeted and received resources? (disaggregated by component, gender, children / adults, geographic/administrative areas)	<ul style="list-style-type: none"> Planned financial allocations vs actual Food / Cash / Voucher / FFA distributed vs planned Beneficiaries assisted vs planned Beneficiary perceptions Quality of physical outputs (asset creation) 	<ul style="list-style-type: none"> Output monitoring 2014 and 2015 SPR Programme Component/ Activity budgets Distribution reports M&E reports Programme / counterpart staff Finance Unit and PRRO staff Implementing Partner reports Beneficiaries Project design documents / processes 	<ul style="list-style-type: none"> KIIs Direct observation (Tools B, C) 	<ul style="list-style-type: none"> Comparative analysis of planned vs actual by PRRO component /activities National/regional / district analysis Gender disaggregation 	
2.2	Have objectives been realised and are there any unintended effects?					
2.2.1	To what extent did the outputs lead to the realisation of objectives?	<ul style="list-style-type: none"> Impact of food transfer and other modalities of support Impact of messaging and counseling on nutritious foods and IYCF Impact of community or livelihoods assets Human capacity to reduce risk of disasters and shocks 	<ul style="list-style-type: none"> Output monitoring SPR and M&E reports Other stakeholder reports Implementing Partner reports Key informants from implementing 	<ul style="list-style-type: none"> Project document review SPR and M&E report review KIIs FGDs (Tools A, B, C, D, F, G, I, J) 	<ul style="list-style-type: none"> summary of key findings from secondary documents Interview matrix with key themes 	

			partners / stakeholders <ul style="list-style-type: none"> • WFP CO staff • Beneficiaries 			
2.2. 2	Are there any unintended results - positive/negative?	<ul style="list-style-type: none"> • Unintended effects of activities (negative and/or positive) 	<ul style="list-style-type: none"> • Beneficiary perspectives • Other stakeholder reports • Implementing Partner reports • Key informants from implementing partners / stakeholders • Price monitoring / market reports 	<ul style="list-style-type: none"> • KIIs • FGDs (Tools A, C, D, F, G, I, J) 	<ul style="list-style-type: none"> • Cross referencing of direct observations and interview results with documented data 	
2.2. 3	Has the PRRO achieved specified gender objectives?	<ul style="list-style-type: none"> • Positive shifts in relevant gender indicators 	<ul style="list-style-type: none"> • M&E reports • Assessment reports with gender disaggregated data over time • Beneficiaries • Implementing Partners 	<ul style="list-style-type: none"> • Documents • KIIs • FGDs (Tools A, B, C, H) 	<ul style="list-style-type: none"> • Document review • Quantitative analysis of gender related M&E data and other relevant assessments 	
2.3	How do PRRO activities dovetail with other WFP operations, and with the activities of other actors, to better contribute to the overriding WFP objectives in the country?					
2.3. 1	Were PRRO activities planned with complementarity in mind?	<ul style="list-style-type: none"> • Evidence from planning process 	<ul style="list-style-type: none"> • WFP planning documents • Key informants 	<ul style="list-style-type: none"> • Document review • KIIs (Tools A, B) 	<ul style="list-style-type: none"> • Document review • Triangulation between sources 	
2.3. 2	Are PRRO activities complementary with other WFP operations in the country?	<ul style="list-style-type: none"> • Linkage to output/outcome indicators of other Malawi WFP operations 	<ul style="list-style-type: none"> • WFP CO • Project documents 	<ul style="list-style-type: none"> • Document review • WFP staff KIIs (Tools A, B, C) 	<ul style="list-style-type: none"> • Comparison of WFP activities / indicators / results 	
2.3. 3	Are PRRO activities complementary with operations of other agencies in the country?	<ul style="list-style-type: none"> • Complementarity with output/outcome indicators of other operations. 	<ul style="list-style-type: none"> • UN and other perspectives-Cooperating Partners (key informants) • WFP CO • Linkages tracking 	<ul style="list-style-type: none"> • Document review • KIIs (Tools A, D, E, F) 	<ul style="list-style-type: none"> • Comparison of objectives of other operations with those of PRRO 	

			platform (of complementary activities under MVAC)			
2.3.4	Have expected benefits of complementarity anticipated in the planning phase been realized?	<ul style="list-style-type: none"> • Additional funding generated • New partnerships • Synergy 	<ul style="list-style-type: none"> • PRRO and preparatory documents • Output indicators • M&E reports • WFP CO • Resourcing data 	<ul style="list-style-type: none"> • KIIs • Document review (Tools A, D, E, F) 	<ul style="list-style-type: none"> • Reviewing for evidence of benefits attributable to complimentary nature of activities 	
2.4	What is the efficiency of the PRRO and the sustainability of the benefits?					
2.4.1	How cost-efficient were operation activities?	<ul style="list-style-type: none"> • Relative costs of chosen transfer modalities and their effectiveness Evidence showing use of resources optimized to achieve best results • Omega Tool 	<ul style="list-style-type: none"> • Transfer modality reviews • Market analyses • Resource data • Finance reports showing resource utilisation • Budgets / expenditures 	<ul style="list-style-type: none"> • WFP internal document review • WFP staff KKIs (Tools A, B, C) 	<ul style="list-style-type: none"> • Matrix of findings • Review of expenditures over time by activity 	
2.4.2	How timely were the deliveries of transfers (food/cash/vouchers/FFA)?	<ul style="list-style-type: none"> • Proportion of distribution cycles and technical assistance support delivered as planned • Beneficiary perceptions 	<ul style="list-style-type: none"> • Distribution plans • Distribution reports • Beneficiaries • Implementing Partners 	<ul style="list-style-type: none"> • KIIs • FGDs (Tools D, F, G, I, J) 	<ul style="list-style-type: none"> • Actual vs Planned transfers and regularity • Triangulation of informant perceptions 	
2.4.3	How efficient was the overall implementation?	<ul style="list-style-type: none"> • Planned resources vs mobilized resources • Number of cycles compared to plan • Beneficiary perception • IP / Partner perception • Provision of adequate resources to integrate HR & GE as an investment in future benefits 	<ul style="list-style-type: none"> • WFP budget • Distribution / expenditure reports • Beneficiaries • Implementing Partners 	<ul style="list-style-type: none"> • PRRO budget • Operational plans • Output monitoring • KIIs • FGDs (Tools B, D, F, G, I, J) 	High level review of : <ul style="list-style-type: none"> • Budget vs resourced • Stakeholder perceptions 	
2.4.4	What is the likelihood that the benefits will continue after the end of the operation?	<ul style="list-style-type: none"> • Long term behavioural change (nutrition, WASH, HIV/AIDS and gender equality) • Government ownership at all levels • Institutionalization of established concepts, systems, structures and 	<ul style="list-style-type: none"> • Beneficiary perspectives • Perspectives of Govt line ministries and staff) and WFP staff • Perspectives of key 	<ul style="list-style-type: none"> • Document review • KIIs • FGDs (Tools A, D, E, F, G, I, J) 	<ul style="list-style-type: none"> • Triangulation of information • Review of resources and capacity available to 	

		<p>processes</p> <ul style="list-style-type: none"> • MoUs • Resource allocation from alternative sources to WFP • Institutional capacity to sustain activities /results (Gov/NGOs/ Civil Society) • Sustained coordination of complimentary activities • Beneficiary perceptions • Key stakeholder perceptions • Capacity development of targeted rights holders (to demand) and duty bearers (to fulfill) rights • Institutional change conducive to systematically addressing HR & GE concerns 	<p>stakeholders and partners inc. Donors, UN, Civil Society</p> <ul style="list-style-type: none"> • Agreements with Govt • Gender cross-cutting indicators 		sustain results	
2.4.5	Is there a coherent handover strategy?	<ul style="list-style-type: none"> • Evidence of clear plans agreed between stakeholders • Government plans to absorb WFP PRRO activities into its budget? 	<ul style="list-style-type: none"> • Operational agreements and MoU's between WFP/ Govt/IPs • Future resourcing commitments • Programme document and SPRs 	<ul style="list-style-type: none"> • Documentation from WFP CO • Funding plans from Donors/ • KIIs (Tools D, F) 	<ul style="list-style-type: none"> • Document review • Triangulation between sources 	

Key Q. 3: Why and how has the operation produced the observed results? Areas for analysis: i) Internal factors ii) External factors iii) General factors						
3.1	Which main internal factors caused the observed changes and affected how results were achieved?					
3.1.1	How was the operation planned, managed, monitored, and modified through the programme cycle?	<ul style="list-style-type: none"> Processes, systems and tools in place to support the operation design, implementation, monitoring, and reporting 	<ul style="list-style-type: none"> WFP CO WFP Organogram M&E reports Decision documentation Budget revisions Key stakeholders 	<ul style="list-style-type: none"> Documentation review KIIs Direct observation (Tools A, B, C) 	<ul style="list-style-type: none"> Qualitative review of internal management and control processes Analysis of stakeholder views 	
3.1.2	What is the organisational capacity of WFP (i.e. structures, procedures, leadership) to deliver the programme and mitigate external factors?	<ul style="list-style-type: none"> WFP CO staff capacity / skill sets relative to operation Support available from RB/HQ Effectiveness of WFP internal management processes. Ability to adapt to opportunities and risks and evolution of national strategies Ability to monitor and anticipate external shocks 	<ul style="list-style-type: none"> WFP CO Organogram Staff CO/RB Key management information (M&E reports, performance reports, assessment data etc) 	<ul style="list-style-type: none"> Document review KKI (Tools A, B, C) 	<ul style="list-style-type: none"> Analysis of staff capacity vs requirements Identification of gaps (capacity and process). Qualitative assessment of key informant perceptions Expert judgement 	
3.1.3	Does WFP have the capacity to advocate and influence policy, strategy and actions of Government and other actors?	<ul style="list-style-type: none"> Satisfaction of donors, government and partners on their partnership with WFP and WFP's role WFP engagement in national and regional food security / nutrition and development coordination structures 	<ul style="list-style-type: none"> Key informants (WFP, Gov, Donors, IPs) 	<ul style="list-style-type: none"> KIIs (Tools A, E) 	<ul style="list-style-type: none"> Qualitative assessment of key informant perceptions Identification of any areas of WFP led change. 	
3.1.4	Has WFP developed productive Implementation Partnerships?	<ul style="list-style-type: none"> Number and capacity of partners providing inputs/services Level of engagement with key partners 	<ul style="list-style-type: none"> Operational documents / agreements Key informants (WFP, Gov, Donors, IPs) 	<ul style="list-style-type: none"> Document review KIIs (Tools A, B, D, F) 	<ul style="list-style-type: none"> Qualitative assessment of key informant perceptions Partnership 	

					matrix	
3.2	Which main external factors caused the observed changes and affected how results were achieved?					
3.2 .1	What are the key external factors that have affected results?	Identifiable influencing factors with specific reference to the: <ul style="list-style-type: none"> • Resourcing situation • Policy environment • Access to programme areas • Performance of IPs • Environmental factors / events 	<ul style="list-style-type: none"> • Key informants (WFP, Gov, Donors, Key stakeholders, IPs) 	<ul style="list-style-type: none"> • Document review • KIIs (Tools A, D, E, F, G) 	<ul style="list-style-type: none"> • Qualitative assessment of key informant perceptions • Expert judgement 	
3.3	General factors					
3.3 .1	What are the key factors affecting the sustainability of the results?	<ul style="list-style-type: none"> • Critical gaps in policy frameworks • Institutional capacity • Technical capacity • Availability of resources • Community capacity to sustain created assets 	<ul style="list-style-type: none"> • Policy documents • Operational agreements • Capacity review • Resourcing forecasts • Key informants (Donors, Beneficiaries, Line ministries, key partners, stakeholders) 	<ul style="list-style-type: none"> • Review of policy and operational documents • KIIs • FGDs (Tools D, E, F, G, I, J) 	<ul style="list-style-type: none"> • Gap analysis for key factors needed for sustainability 	
3.3 .2	What are the major challenges / constraints in achieving outputs?	<ul style="list-style-type: none"> • Constraints in: <ul style="list-style-type: none"> - Resourcing - Implementation capacity (WFP/ Partner / Beneficiary) - Physical access - Partner capacity - Political support - Policy 	<ul style="list-style-type: none"> • Key informants • Policy documents • 2014 and 2015 SPR • Output monitoring • WFP/Govt/Donor/Partner perspectives 	<ul style="list-style-type: none"> • KIIs • Policy / document review • SPR review (Tools A, B, D, E, F) 	<ul style="list-style-type: none"> • Content analysis of data collected 	

Annex 5. List of people interviewed

Name	Title	Institution/location
Coco Ushiyama	Country Director	WFP CO
Mietek Maj	Deputy Country Director	WFP CO
Baton Osmani	Deputy Country Director	WFP CO
Peter Otto	Head of Sub-Office (Blantyre)	WFP CO
Elie Iyakarmye	Head of Programme	WFP CO
Duncan Ndhlovu	Programme Policy Officer (Emergency)	WFP CO
Owen Maganga	Programme Policy Officer (C&V)	WFP CO
Lazarus Gomani	Head of VAM Unit	WFP CO
Benjamin Banda	Programme Officer- VAM	WFP CO
Isidro Navarro	C&V Consultant	WFP CO
Daniel Longhurst	Programme Policy Officer (Resilience)	WFP CO
Moses Jemitale	Programme Policy Officer (Resilience)	WFP CO
Orison Mapemba	Head of Logistics	WFP CO
Polycarp Chigwenembe	Budget and Programming Officer	WFP CO
Phillip Hovmand	Head of Procurement	WFP CO
Syed Mehdiabbas	Head of Finance & Admin	WFP CO
Christian Mhone	Gender focal point	WFP CO
Mutinta Hambayi	Head of Nutrition (CIFF Programme Manager)	WFP CO
Emma Chimzikura	Programme Policy Officer (Nutrition)	WFP CO
Chaliza Matola	Programme Policy Officer (School Meals)	WFP CO
Martin Mphangwe	Sr. Programme Asst (School Meals)	WFP CO
Sarah Rawson	Reports, Public Information and Donor Relations	WFP CO
Billy Kanjala	Programme Policy Officer (M&E)	WFP CO
Grace Makhalira	Programme Policy Officer (M&E)	WFP CO
Kaitlin Grant	M&E Consultant	WFP CO
Annie Mlangeni	Programme Associate (M&E)	WFP CO
Abeeba Banda	Programme Associate - Resilience (Balaka)	WFP CO
Phillip Chilongo	FMA (Dedza)	WFP CO
Annie Samu	FMA (Blantyre)	WFP CO
Cornelius Kalinde	FMA (Phalombe)	WFP CO
Mia Seppo	UN Resident Coordinator	UNDP
Richard Bailey	Head Resident Coordinator's Office	UNRCO
Chauncy Chilimbira	Coordination Analyst	UNRCO
Atupele Kapile	Humanitarian Affairs Officer	UNRCO
Edward Archibald	Chief of Policy	UNICEF
Estere Tsoka	Emergency Officer	UNICEF
James Okoth	Programme Officer, Resilience	FAO
James Chiusiwa	Director	DoDMA
Scholastica Chidyaonga	Director	DoDMA
Dyce Nkhoma	Chief RRO	DoDMA
Victoria Geresomu	Chariperson	MVAC
George Chimseu	Technical Advisor	MVAC
Harry Mwamlima	Director	Min. of Economic Planning and Development
Lukes Kalilombe	Deputy Director	Min. of Economic Planning and Development
Walusungu Kayira	Chief Economist	Ministry of Local Government
Hastings Ngoma	Director, Risk Management Unit	MOAIWD
Clodina Chowa	Dep. Director, Dept. of Extension Services	MOAIWD
Daisi Kachingwe	Food Security Team	MOAIWD
Jolam Nkhokwe	Min. of Natural Resources, Energy and Mining	Director
Paul O'Hagan	Humanitarian Advisor	DFID
Joseph Mwangi	Food for Peace Officer	USAID
Emmanuel Ngulube	Food for Peace Officer	USAID
Clement Boyce	Min. of Natural Resources, Energy and Mining	Chief Meteorologist
Charles Mazinga	Min. of Gender	Director
Shuichiro Nishioka	Ambassador to Malawi	Embassy of Japan
John Makina	Country Director	Oxfam
Matthew Pickard	Country Director	Save the Children
James Lwanda	Livelihood and Humanitarian Manager	Save the Children
Elisha Kapalamula	Humanitarian Advisor	World Vision Head office

Elie Phalula	Technical Advisor	World Vision Head office
Olex Kamowa	National Technical Manager	FEWSNET
Peter Otto	Head of Sub-regional office	Blantyre WFP Sub-regional Office
Elton Mgalamadzi	Programme Officer	Blantyre WFP Sub-regional Office
Francesco Mazzelli	Country Director	CISP
Paul Kalilombe	District Commissioner	Phalombe District Council
Rosemary Moyo	District Commissioner	Karonga District Council
F. Mtambo	DRM- Desk Office	Karonga District Council
Moses Ngwalo	Programme Manager	CISP (Karonga)
Lodovica Tranchini	Programme Officer	Concern Universal
Martin Katunga-Phiri	Programme Manager	Emmanuel International (Balaka)
Gilbert Jangasiya	R4 Focal Point	CUMO Microfinance
Michael Usi	Deputy Country Director	ADRA (Blantyre)
Hastings Lacha	Programme Manager	ADRA (Blantyre)
Rehema Kalera	District Coordinator (Phalombe)	ADRA (Phalombe)
Bryan Batala	Food Assistance Manager	DAPP (Blantyre)
Tambuzgani Msiska	DRR Manager	Plan (Karonga)
Enoch Matsimbe	Director of Planning & Development	Balaka District Council
2 x FGD (women)	In-kind beneficiaries	TA Toleza, Balaka, EI
FGD (mixed)	In-kind beneficiaries	TA Toleza, Balaka, EI
FGD (mixed)	Non-beneficiaries	TA Toleza, Balaka, EI
FGD (mixed)	VCPC and local leaders	TA Toleza, Balaka, EI
2 x FGD (women)	FFA beneficiaries	TA Kachenga, Balaka, Concern
FGD (mixed)	FFA beneficiaries	TA Kachenga, Balaka, Concern
FGD (mixed)	Non-beneficiaries	TA Kachenga, Balaka, Concern
FGD (mixed)	VCPC and local leaders	TA Kachenga, Balaka, Concern
FGD (mixed)	Non-beneficiaries	Jenala, Phalombe, ADRA
FGD (mixed)	VCPC and local leaders	Jenala, Phalombe, ADRA
2 x FGD (women)	CBT beneficiaries	Jenala, Phalombe, ADRA
FGD (mixed)	CBT beneficiaries	Jenala, Phalombe, ADRA
FGD (mixed)	Villages chiefs	Jenala, Phalombe, ADRA
FGD (mixed)	Non-beneficiaries	Jenala, Phalombe, ADRA
FGD (mixed)	VCPC and local leaders	Jenala, Phalombe, ADRA
FGD (mixed)	In-kind beneficiaries and FFA	Jenala, Phalombe, ADRA
2 x FGD (women)	In-kind and commodity voucher beneficiaries	TA Kapeni, Blantyre, DAPP
FGD (mixed)	In-kind and commodity voucher beneficiaries	TA Kapeni, Blantyre, DAPP
FGD (mixed)	Non-beneficiaries	TA Kapeni, Blantyre, DAPP
FGD (mixed)	VCPC and local leaders	TA Kapeni, Blantyre, DAPP
2 x FGD (women)	CBT beneficiaries	TA Kapeni, Blantyre, DAPP
FGD (mixed)	CBT beneficiaries	TA Kapeni, Blantyre, DAPP
FGD (mixed)	Non-beneficiaries	TA Kapeni, Blantyre, DAPP
FGD (mixed)	VCPC and local leaders	TA Kapeni, Blantyre, DAPP
FGD (women)	In-kind beneficiaries	TA Kachindamoto, Dedza, Concern
FGD (mixed)	In-kind beneficiaries	TA Kachindamoto, Dedza, Concern
FGD (mixed)	Non-beneficiaries	TA Kachindamoto, Dedza, Concern
FGD (mixed)	VCPC and local leaders	TA Kachindamoto, Dedza, Concern
FGD (women)	In-kind beneficiaries	TA Kachindamoto, Dedza, Concern
FGD (mixed)	In-kind beneficiaries	TA Kachindamoto, Dedza, Concern
FGD (mixed)	Non-beneficiaries	TA Kachindamoto, Dedza, Concern
FGD (mixed)	VCPC and local leaders	TA Kachindamoto, Dedza, Concern
FGD (women)	In-kind beneficiaries	TA Mwirang'ombe, Karonga, Plan
FGD (mixed)	In-kind beneficiaries	TA Mwirang'ombe, Karonga, Plan
FGD (mixed)	Non-beneficiaries	TA Mwirang'ombe, Karonga, Plan
FGD (mixed)	VCPC and local leaders	TA Mwirang'ombe, Karonga, Plan
FGD (women)	CBT beneficiaries	TA Kyungu, Karonga, CISP
FGD (mixed)	CBT beneficiaries	TA Kyungu, Karonga, CISP
FGD (mixed)	Non-beneficiaries	TA Kyungu, Karonga, CISP
FGD (mixed)	VCPC and local leaders	TA Kyungu, Karonga, CISP
FGD (mixed)	Village chiefs	TA Kyungu, Karonga, CISP

Annex 6. Additional observations on appropriateness

Coherence with the Country Programme School Meals Programme

The PRRO was intended to take on the DRR and climate change adaptation remit of Country Programme 200287, implying this area of activity now fits under the umbrella of “resilience”. The Country Programme’s School Meals Programme complements the prevention of stunting objective and there is some scrutiny of school attendance during the relief operations that relates to the cross-cutting issue of social protection. The Country Programme targets older children than those reached by the PRRO’s provision of fortified blended foods to PLW and children under 2 years and in this regard the activity could be considered complementary to the objectives of the Country Programme.

Coherence with national nutrition policy and priorities

The PPRO rationale for provision of fortified blended foods is based on the findings of the Cost of Hunger in Malawi Report and is supported with reference to WFP’s 2013 EFSA of 15 food-insecure districts¹¹³. This activity delivered during the relief is appropriate in the context of current micronutrient deficiencies and stunting levels in children that causes permanent harm to about 47% of under fives and economic losses to the nation of approximately 10.3% GDP¹¹⁴. The Cost of Hunger in Malawi Report indicates that about 60% of adults suffered from stunting as children and that stunting must be addressed in the early years of life to support national human and economic growth. In this context, the PRRO is targeting the “first 1000 days” through messaging and access to Super Cereal supplements for PLW and children under 23 months, in line with the Government of Malawi’s commitment to the Scaling Up Nutrition (SUN) initiative since 2011.

The provision of fortified blended foods is of direct relevance to the MGDS II objectives on nutrition¹¹⁵ and supports the National Nutrition Policy (2013) i.e. “to attain optimal nutrition for all Malawians by 2020 with emphasis on children under the age of 5, PLW, and other vulnerable groups”. The relief and nutrition components also address overall poor dietary diversity scores (DDS) reflected by the fact that half of Malawi’s children eat food from just one or two food groups (National Statistical Office, 2013; Government of Malawi, National Nutrition Policy, 2013). Finally, the provision of fortified blended foods under the relief component reinforces rather than replicates the support to child nutrition under the Country Programme.¹¹⁶

¹¹³ Programme Document: paragraph 14.

¹¹⁴ The Cost of Hunger in Africa: The Social and Economic Impact of Child Under-nutrition in Malawi.

¹¹⁵ The MDG II states: “Government, having recognized that malnutrition is a silent crisis and is characterized by high levels of nutrition disorders such as stunting, wasting and underweight, included prevention and management of nutrition disorders amongst the priority intervention areas”.

¹¹⁶ The Country Programme targets older children through its Early Childhood Development programme for children of 3-5 years and its School Meals Programme operating across 681 primary schools.

Appropriateness of the MVAC assessment process – stakeholder feedback

Although the MVAC Secretariat and assessment is to some extent external, and at the margins of this evaluation's scope, it is central to issues relating to appropriateness and targeting. KIIs with relief and food security stakeholders revealed that while there was believed to be a good level of technical expertise and collaboration within the Committee there were also general concerns with the current (2015-2016 lean season) estimates.

These concerns were raised by UN, donor, NGO, WFP staff, district government, local institutions and communities, and they were also expressed by MVAC Secretariat representatives themselves. These stakeholders referred to a range of anecdotal evidence indicating a current underestimate including the large discrepancy between this year and last year's estimates in some TAs and apparent recent increases in ration-sharing. It is very likely the unprecedented early 2016 market conditions and inflation of 26%¹¹⁷, that have seen the maize price rise close to 300 MK/Kg, have constrained the appropriateness of the assessment this current lean season¹¹⁸.

Relief and development stakeholders cited a range of issues that may contribute to the possible under-estimation of the number of food insecure households. The evaluation does not address these features, in turn, but the issues cited during KIIs included: 1) the application of a survival threshold versus livelihoods protection threshold which would potentially underestimate levels of vulnerability associated with the extended impact of the 2015 flood; 2) the relevance of outdated (2005) assessment baselines and the reliability of agricultural production data; 3) the use of assessments generated within agriculture extension planning areas and the subsequent demarcation process to administrative areas that cross-cut these zones; and, 4) the thoroughness of market and vulnerability assessment at field level¹¹⁹. The ET believes these views are significant because they appear to indicate a genuine current issue and a variable level of understanding and faith in the assessments.

117 Source: Agricultural Market Information System (AMIS) of the Ministry of Agriculture, Irrigation and Water Development.

118 These issues are also documented by UNICEF and WFP, for example: "There are also concerns that due to abnormal increase in the price of maize, more households than the MVAC projected, are at risk of becoming food insecure" - Humanitarian Situation Report 2nd March 2016 (UNICEF); .. "Numerous reports coming from the field have suggested MVAC's underestimation of the needs on the ground is leading to the poor/low targeting of beneficiaries. It was further reported that maize prices in Thyolo and Mangochi have gone up to MK240/kg and MK210/kg respectively above the expected prices at this time" - Minutes of Food Security cluster meeting, WFP Conference Room- 11th December, 2015

119 The current 2015-2016 MVAC assessment utilises new baseline figures and MVAC plan to release figures based on both survival thresholds and the livelihoods protection threshold in subsequent assessments and WFP has supported this process.

Annex 7. Review of cash distribution and local inflation

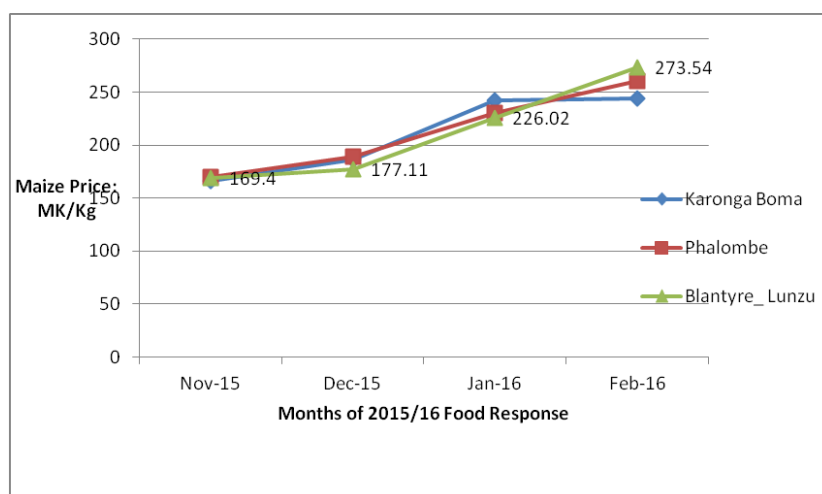
Table A1: Impact of Cash Distribution on Maize Price Changes: December, 2015- February 2016.

District: Market Centre and CBT Site	Maize Price (MK/k g)	December, 2015				January, 2015				February, 2016			
		Week 1	Week 2	Week 3	Week4	Week 1	Week 2	Week 3	Week 4	Week 1	Week 2	Week 3	Week 4
		29/ 11/ 15	6/12/ 15	13/12/ 15	20/12/ 15	3/1/1 6	10/1/ 16	17/1/1 6	24/1/ 16	31/1/1 6	7/2/1 6	14/2/ 16	21/2/ 16
Karonga Boma mkt	Maize price (MK/k g)	183 .33	190.1 4	n/a	n/a	240.1 9	235.2 9	242.9 4	250.4 1	294.7 5	233.1 9	227.2 7	220.2 4
TA Kyungu (Karonga)	Cash distrbt n day	30 /11 /15		16/12/ 15						30/1/ 16			
Lunzu mkt	maize price (MK/k g)	179 .94	169.4 0	179.50	n/a	n/a	204.7 3	247.3 0	258.6 3	259.2 7	277.2 3	278.4 5	279.2 0
TA Kapeni (Blantyre)	Cash distrbt n day	1/1 2/1 5		16/12/ 15					26/1/ 16			15/2/1 6	

Data source: AMIS, Ministry of Agriculture, and Cash Distribution data from WFP

Inflation was not found to follow the release of cash near local markets.

Figure A1. Maize price inflation in the districts of Karonga, Phalombe and Blantyre - November 2015- February 2016.



(Source: AMIS)

Annex 8. Planned activities, beneficiaries and geographic coverage

Table A2: Planned activities, beneficiaries and geographic coverage by component

Beneficiary Category		Total beneficiaries	Coverage
Activity		1,700,000	
Relief: Targeted food assistance during the lean season			
Food	unconditional	1,111,000	21 districts: Balaka, Blantyre, Chikwawa, Dedza, Dowa, Karonga, Lilongwe, Machinga, Mchinji, Mulanje, Mwanza, Mzimba, Neno, Nsanje, Ntcheu, Phalombe, Rumphi, Salima and Zomba Thyolo and Chiradzulu were on a food-security “watch list” list for the peak lean season.
	conditional	148,000	
Cash	unconditional	310,000	
	conditional	56,000	
Recovery: Food assistance for assets			
Food		21,000	Balaka, Zomba, Karonga and Phalombe.
Cash		54,000	Originally intended to be scaled-up to Blantyre, Chikwawa, Dedza, Machinga, Mangochi and Nsanje.

Source: modified from the Programme Document, October 2014

Annex 9. Cross-cutting Indicators

Table A3: Gender equality and empowerment

GENDER: Gender equality and empowerment improved	Project End Target	SPR 2015 (base value)	Source
Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution	>60	GD: 53.74% FFA: 58.48%	End of Project Partner Reports
Proportion of women beneficiaries in leadership positions of project management committees	>50	GD: 42% FFA: 38.64%	PDM (2014-2015 MVAC/ Floods Response)
Proportion of households where males make decisions over the use of cash, voucher or food	30	GD: 18.4% FFA: 21.7%	As above
Proportion of households where females make decisions over the use of cash, voucher or food	30	GD: 52.85% FFA: 39.1%	As above
Proportion of households where females and males together make decisions over the use of cash, voucher or food	40	GD: 28.75% FFA: 39.2%	As above

Table A4: Protection and accountability

PROTECTION AND ACCOUNTABILITY TO AFFECTED POPULATIONS: WFP assistance delivered and utilized in safe, accountable and dignified conditions	Project End Target	SPR 2015 (base value)	Source
Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites	90	GD: 98.1% FFA: 100%	Post-distribution monitoring (2014-2015 MVAC/ Floods Response)
Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)	80	GD: 76.7% FFA: 88.9	
Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)	80	GD: 77.4% FFA: 86.1%	As above
Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site	90	GD: 97.6% FFA: 100%	As above

Table A5: Partnership

PARTNERSHIP: Food assistance interventions coordinated and partnerships developed and maintained	Project End Target	SPR 2015 (base value)	Notes
Proportion of project activities implemented with the engagement of complementary partners	100%	GD: 100% FFA: 10%	Some resilience activities implemented by complementary partners; however, there is a lack of complementary partners for FFA specifically
Number of partner organizations that provide complementary inputs and services	10%	GD: 46 FFA: 27	, sp
Amount of complementary funds provided to the project by partners	--	GD: \$1,496,392.5 FFA: \$177,976.5	Funds committed by partners in signed FLA agreements for 2015-16 MVAC response or FFA

Annex 10. Cash response times in Blantyre and Karonga

Table A6: Efficiency of 2015/2016 Relief Cash Transfers Modalities: Blantyre and Karonga districts.

Month of Transfer	District	Specific sequence of Transfer activities and time lines			Remarks
		Date Transfer values calculated	Date WFP transferred funds to the bank	Date when beneficiaries received	
Nov, 2015	Blantyre	11/11/2015	27/11/15	01/12/15	Beneficiaries received 4 days after WFP bank transfers, and 20 days from value calculation day.
	Karonga	11/11/2015	27/11/2015	30/11/2015	Beneficiaries received 3 days after WFP bank transfers, and 19 days from value calculation day.
Dec, 2015	Blantyre	04/12/2015	11/12/2015	16/12/2015	Beneficiaries received 5 days after WFP bank transfers, and 12 days from value calculation day.
	Karonga	04/12/2015	11/12/2015	16/12/2015	As above
Jan, 2016	Blantyre	22/12/2015	08/01/2016	26/01/2016	Beneficiaries received 18 days after WFP bank transfers, and 34 days from value calculation day
	Karonga	22/12/2015	08/01/2016	30/01/2016	Beneficiaries received 22 days after WFP bank transfers, and 38 days from value calculation day.
Feb, 2016	Blantyre	22/01/2016	04/02/2016	15/02/2016	Beneficiaries received 11 days after WFP bank transfers, and 24 days from value calculation day.
	Karonga	22/01/2016	04/02/2016	03/03/2016	Beneficiaries received 27 days after WFP bank transfers, and 39 days from value calculation day.

Source: WFP VAM and Emergency Units

Table A7: The 2015/2016 Cash Transfer Districts and Household Cash Transfers Values

	October	November	December	January	February	March
Chikwawa	14,000	18,600	16,400	13,250	16,700	16,000
Mangochi	15,650	18,750	17,675	15,750	16,550	14,750
Blantyre		16,150	15,550	14,500	18,100	16,200
Karonga		13,800	14,000	13,600	16,450	14,700
Thyolo			17,560	15,600	17,790	16,000
Ntcheu			12,925	11,700	13,700	15,000
Mzimba			14,900	11,800	15,725	14,200
Chitipa				13,100	14,975	13,500
Salima				14,200	16,100	14,500
Dowa				11,800	15,000	13,500

Source: Emergency Section, WFP Country Office

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