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# Logistics and Emergency Telecommunications Augmentation and Coordination in Response to the Cyclone Enawo in Madagascar

## Standard Project Report 2017

World Food Programme in Madagascar, Republic of (MG)



**World Food Programme**

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# Country Context and WFP Objectives



## Achievements at Country Level

In 2017 WFP continued its response to the El Niño-induced drought emergency in southern Madagascar, which had experienced several consecutive years of failed harvests. While WFP's region-wide Level 3 Emergency was deactivated in March, relief assistance was maintained until June.

During the first half of the year, WFP provided life-saving assistance at scale. It distributed food to more than one million people, and, where assessments found markets to be functional, provided cash-based transfers (CBT) to 595,000 people. WFP also expanded its treatment and prevention of acute malnutrition, addressing the particular needs of some 260,000 young children and pregnant and lactating women. The response reduced by half the number of severely food insecure people in southern Madagascar.

During the drought response, WFP provided fortified hot meals to pre-primary and primary school children daily - an important social safety net for food insecure households. Given the high level of food insecurity in the south, the meal was often a child's only complete one of the day. Parents showed a strong preference for sending their children to schools with feeding programmes.

Under government leadership, a joint stunting prevention programme was expanded to more areas with more UN partners, including FAO and WHO. In alignment with the National Nutrition Action Plan III (2017-2021), the project contributes to a key national objective: reducing chronic malnutrition (stunting) from 47.3 percent to 38 percent by 2021.

The emergency response transitioned to resilience building. A resilience strategy was developed that earmarked areas for an integrated package of interventions. In 16 communes, Food Assistance for Assets (FFA) activities aimed at rehabilitating agricultural infrastructure and boosting livelihoods complemented the acute malnutrition prevention interventions and the school meals programme. Implementation of the targeted package of activities in the communes also demonstrated the complementarity between WFP's relief and recovery operation and the longer-term Country Programme.

WFP and partners supported the government in its response to the damage caused by Tropical Cyclone Enawo, which hit the island in March. Following the declaration of a national emergency, the WFP-led Logistics Cluster provided services to the National Office for Disaster Risk Management Authority (BNGRC), local authorities and humanitarian organizations, including the transportation of food and non-food items to affected communes, many of them accessible only by river. With the support of the global Emergency Telecommunications Cluster (ETC), WFP provided telecoms services to the humanitarian community based in the north-eastern district of Maroantsetra. Given the country's vulnerability to natural disasters, WFP also supported the BNGRC and other humanitarian partners in disaster preparedness and disaster risk reduction through capacity augmentation initiatives.

Within 24 hours of the cyclone's impact, WFP was providing unconditional food assistance – a family food basket composed of rice, pulses and fortified oil - to affected populations in south-eastern Farafangana. Within 72 hours, it was delivering high energy biscuits (HEB) to those displaced to temporary shelters in Antananarivo, Antalaha and Maroantsetra. Once water levels receded, WFP provided complete family food baskets to those displaced, and launched an FFA programme to rehabilitate damaged community and agricultural infrastructure in Maroantsetra and Antalaha (north-west), Brickaville (east), and Farafangana and Vangaindrano (south-east).

Learning from initiatives in West Africa, women's associations are being offered income-generating opportunities in the production of cassava and its processing into *gari* powder. Piloted in two communes in 2016 and further expanded in 2017 with partnerships between WFP, IFAD and FAO, this project will now be extended to 15 additional communes. Women are able to sell *gari*, which has a long shelf life and is easy to eat, in local markets.

In 2017, the Country Office expanded the use of WFP's beneficiary management system, SCOPE, which tracks the entitlements of male and female beneficiaries in real time, and avoids duplication of assistance. In total, 546,332 individuals (111,265 households) were registered in SCOPE during the year. A beneficiary feedback mechanism was further consolidated at country-level, improving accountability to affected populations.

In coordination with the government, other UN agencies and local and international NGOs, WFP achieved significant results in 2017. These included addressing the emergency food security and nutrition needs of people affected by drought and cyclone, reducing acute malnutrition in the areas of intervention, and improving enrollment and attendance rates at WFP-assisted primary schools. Delays in food deliveries due to the limited capacities of commercial transporters, the poor state of transport infrastructure, and cooperating partners' limited capacity to provide timely distribution reports were some of the challenges faced.

## Country Context and Response of the Government

The fifth largest island in the world with a population of 25 million, Madagascar is a low-income country located in the Indian Ocean. It is the most cyclone-exposed in Africa, and the third most vulnerable to climate change globally. A quarter of the country's population live in highly disaster-prone areas. In the rural areas of Madagascar, where livelihoods heavily depend on subsistence agriculture, pasture lands and small-scale fisheries, climate-change-induced natural disasters and shocks constitute a major risk.

Madagascar also faces significant socio-economic challenges to addressing the food security and nutrition needs of its population. It ranked 158 out of 187 countries on the 2016 Human Development Index. Almost four-fifths of Madagascar's population lives below the international poverty line, the highest such rate in the world. Over the last decade, Madagascar has experienced a rise in absolute poverty, limited economic growth and political instability. It ranked 116 out of 119 countries on the 2017 Global Hunger Index, with a score of 38.3, classified as "alarming". This constituted a 1.5-point deterioration from 2016. Women-headed households, who often rely on agriculture as their main source of livelihood and have few productive assets and limited access to or control over land (due to discriminatory traditional practices and norms), are among the most vulnerable to poverty and food insecurity.

A gradual decrease in public investment in social infrastructure over the past decade, partly a consequence of protracted political crisis, has had a major impact on several key sectors, including healthcare and education. Between 2006 and 2012, net enrolment in primary education decreased from 96 percent to 69 percent. Enrolment rates are lowest in the southern regions of Madagascar (53 percent in Atsimo Andrefana, 42 percent in Anosy and 40 percent in Androy). Girls often abandon education because of early marriage or early pregnancy.



Madagascar has the fourth highest rate of chronic malnutrition in the world, with almost half of children under 5 (47 percent) affected. In southern Madagascar, acute malnutrition rates remain stubbornly high, around 10 percent (“serious”), according to SMART surveys conducted in April 2017. Anaemia affects 35 percent of women aged 15-49 years and 50 percent of children under 5. Child mortality remains high at 56 per 1,000 live births, as does maternal mortality at 440 per 100,000 live births. An estimated 60,000 people contract TB each year.

The prices of staple food increased in 2017 due to low domestic production: only 3.1 million mt rice was produced, 20 percent down on 2016, limiting access to the staple for the most vulnerable households and requiring the government to step up imports. Coming on top of several consecutive years of crop failure, people in southern Madagascar did not have enough to ensure adequate food intake during the lean season. Many communities living in semi-arid and drought-prone areas, already suffering from serious macro- and micro-nutrient deficiencies, resorted to negative lean season coping mechanisms such as distress sales of assets (e.g. livestock and land), the consumption of seed stocks, cutting back on non-food needs (notably healthcare and schooling), and migration.

While WFP's regional Level 3 Emergency response to the El Niño-induced drought, in place from August 2016 to March 2017, facilitated a halving of the number of food insecure people in southern Madagascar, many communities continued to suffer. An August 2017 Crop and Food Security Assessment Mission (CFSAM) found 2.1 million people to be food insecure in the southern and south-eastern districts.

While Madagascar failed to meet any Millennium Development Goal (MDG) targets in 2015, the elaboration of a National Development Plan for 2015-2019 reflects the government's commitment to achieving the Sustainable Development Goals (SDGs).

The plan focuses on three main areas: i) improving governance; ii) fostering economic recovery; and iii) expanding access to basic social services. WFP's activities in Madagascar are aligned with the plan and relevant policies. In 2017, the government increasingly engaged in social safety net programming to support drought-affected people in the south, in collaboration with partners.

The implementation of WFP's Country Programme is coordinated with key ministries, including Public Health, National Education, and Agriculture and Livestock, as well as with the National Nutrition Office in the Prime Minister's Office. WFP's drought and cyclone responses were implemented under the leadership of the National Office for Disaster Risk Management Authority (BNGRC).

Given Madagascar's vulnerability to natural disasters, WFP engaged in a number of disaster preparedness and disaster risk reduction (DRR) initiatives. They included the re-establishment of a national early warning system (EWS) together with UNDP and OCHA, the updating of cyclone and flood contingency plans, and lessons learned and simulation exercises focusing on cyclone and flood risks. In 2017, key staff of relevant ministries and WFP benefitted from trainings on drought-related DRR actions.

WFP supports government efforts to attain the SDGs, particularly SDGs 2 and 17. Throughout 2017, the Ministry of Economy and Planning oversaw the coordination of SDG activities, and was particularly engaged in the Madagascar Zero Hunger Strategic Review (ZHSR), with the support of WFP. The findings of the ZHSR will be released in 2018, and underpin planning by the government and WFP for the achievement of SDG 2.

In 2017, the National Action Plan for Nutrition (PNAN) III was formulated with support from WFP and others. All WFP's nutrition activities are aligned with this framework, and share the objective of reducing chronic malnutrition from 47.3 percent to 38 percent by 2021. WFP continued to strengthen the capacity of the National Programme for Community Nutrition branch of the National Nutrition Office (ONN) to plan, coordinate, implement and monitor the Moderate Acute Malnutrition Treatment programme. WFP also supported the ONN in the elaboration of a National Nutrition Policy in 2017.

Having helped the Ministry of Health elaborate a national protocol for the treatment of malnutrition in TB and HIV patients in 2015, WFP maintained its assistance to undernourished TB and HIV patients throughout 2017, in alignment with the national Food by Prescription (FbP) programme. WFP continued to strengthen the capacities of the ONN and the Ministry of Health by providing equipment and training on the prevention, screening and treatment of malnutrition, and on the implementation of the FbP programme. The provision of a cash-based transfer to the families of TB patients was piloted in 2017.

The government received technical assistance from WFP in the development of its national School Meals Policy. Adopted in September 2016, this paved the way for a progressive transition to national ownership of the WFP-supported school meals programme. In 2017, a new Education Policy (2017-2022), making the provision of school meals government priority, was adopted.

In collaboration with the Ministry of Agriculture and Livestock, WFP helped smallholder farmers to improve their access to markets and market information. The overall strategy is based on the use of local foods for nutrition-sensitive community programmes such as a sustainable school feeding. Goals were achieved despite complex logistical and operational constraints, particularly degraded roads (many of which are impassable during

the rainy season).

## WFP Objectives and Strategic Coordination

WFP's work in Madagascar is aligned with the government's National Development Plan and relevant national strategies and policies, as well as the United Nations Development Assistance Framework (UNDAF) 2015-2019. WFP addressed hunger challenges through two main programmes: a Protracted Relief and Recovery Operation (PRRO) and a Country Programme (CP). A short Special Operation (SO) was also undertaken to provide emergency logistics and emergency telecommunications assistance to the government and other partners in response to Tropical Cyclone Enawo.

The PRRO focused on emergency assistance following natural disasters and climatic shocks, recovery and resilience building, and disaster prevention and mitigation. The CP targeted the root causes of chronic food insecurity and malnutrition. Complementarity of both programmes was sought, particularly through joint targeting for longer-term impact and resilience strengthening.

The CP had three components:

1. Support to the national school feeding programme by providing micronutrient-fortified hot meals to primary school children; implementing an essential package of activities, and providing technical assistance for the government;
2. Improve nutritional outcomes for vulnerable groups by strengthening national capacities for stunting prevention, the prevention and treatment of acute malnutrition interventions, and for the food-by-prescription programme for tuberculosis (TB) patients suffering from acute malnutrition; and
3. Increase access to markets for smallholder farmers through technical assistance, support for value-chain development and improved market information.

The PRRO's three components were:

1. Respond to immediate food security and nutrition needs and protect the livelihoods of populations affected by natural disasters (relief and early recovery component);
2. Strengthen the resilience of the most vulnerable men and women in food insecure communities facing recurrent shocks in the south-western, southern and south-eastern regions (resilience component);
3. Enhance the capacities of the government, cooperating partners and communities to prepare for and adequately respond to emergencies.

The Special Operation (SO) addressed logistics and emergency telecommunications needs of both the government and partners in response to the damage caused by Tropical Cyclone Enawo, with the support of the Global Logistics Cluster.

The WFP Country Strategy for 2015-2019 aims to contribute to SDGs 2 and 17. It emphasizes developing the capacities of the government and of state institutions, and of ensuring the sustainability of interventions.

Strategic partnerships were forged with several ministries and institutions to develop national plans and policies, and evaluate and strengthen operational capacities, especially in the areas of school feeding, nutrition and social safety nets. With increased government engagement in social protection, a dialogue was initiated with the Ministry of Population, Social Protection and Women's Promotion and other partners (UNICEF, World Bank) to seek complementarities between interventions in southern Madagascar for longer-term impact.

The number of WFP-assisted schools decreased during the year as 60 schools were integrated into government's home-grown school feeding (HGSF) programme. WFP supported the government during the transition by establishing and monitoring school canteens.

A pilot initiative is being implemented in 20 schools in Ambovombe district to contribute to the diversification of school meals and provide income-generating opportunities for smallholder farmers, such as dairy production, fish farming and the processing of agricultural products. A proportion of food produced by smallholder associations (composed of parents) is sold to the schools and the remainder sold in local markets or donated to the school.

As part of WFP's initiative to strengthen South-South cooperation, a visit was undertaken to Brazil with officials of the Ministry of Agriculture and Livestock, the Ministry of National Education, the Ministry of Finance and the National Nutrition Office (ONN). The main aim of the visit was to familiarize the participants with the Brazilian model of Home Grown School Feeding and centralized social protection systems.

WFP provided technical assistance to the Ministry of Health (MoH) and the ONN on the development of a national stunting prevention approach through a pilot project called the MIARO demonstration model and the national food-by-prescription protocol for TB patients suffering from acute malnutrition, both feeding into the next national

### Nutrition Action Plan (2017–2020).

The pilot phase of the MIARO joint stunting prevention project (WHO, UNFPA, WFP and FAO) had delivered positive results, and is being scaled up. This partnership emphasizes strengthening of capacities of NNO's operational arm, the National Programme for Community Nutrition (PNNC), particularly in the treatment of moderate acute malnutrition (MAM). WFP also supported ONN on food fortification and the restructuring of the Scaling Up Nutrition (SUN) Business Network (SBN).

WFP worked with the Ministry of Agriculture and its local offices in southern Madagascar as part of the Purchase for Progress (P4P) component. Capacity development sessions included trainings for farmers' organizations and women's associations, in addition to coordination meetings with the Ministry of Agriculture, IFAD and NGOs. These initiatives aimed at supporting smallholder farmers to increase the quantity and quality of their yields, reduce post-harvest losses and improve the storage, transport and handling of food commodities.

In response to the El Niño-induced drought, WFP and FAO worked together to reduce food consumption gaps and rebuild livelihoods through complementary activities combining FAO livelihood support and WFP food and nutrition interventions.

WFP engaged the government in promoting gender equality and women's empowerment for sustainable food security and adequate nutrition, supporting equal access to primary education for girls and boys through the School Feeding Program. It promoted women smallholder farmers and income generating activities. Men, grandmothers and other influential family members were involved in sensitization on adequate nutrition practices and participated in coordination platforms such as the new Gender-Based Violence Sub-Cluster, established in 2017 and led by the Ministry of Population and UNFPA.

# Country Resources and Results

## Resources for Results

Given the high levels of food and nutrition insecurity in southern Madagascar, which were exacerbated by the El Niño-induced drought, WFP increased the scale of its operations from US 30 million to USD 112 million between late 2016 and mid-2017 through two budget revisions. Flexible donor and multilateral funding and advance financing enabled WFP to better meet the needs of vulnerable communities. However, resource constraints combined with very long commodity lead times allowed only for the provision of 15-day food assistance rations in southern Madagascar, instead of monthly rations.

Mobilizing resources for the drought emergency was made difficult by the absence of an official emergency declaration by the government at the outset of the drought. However, significant support from donors and partners enabled WFP to address drought-affected populations' immediate needs.

During the cyclone Enawo emergency response, the WFP-led Global Logistics and Emergency Telecommunications (ETC) Clusters provided common services to the government and partners. Although it was the first time common logistics services were deployed in Madagascar, the regime proved to be inclusive, accessible and cost-effective for partners.

WFP will continue its advocacy efforts to mobilize multi-year contributions, such as those received by the school feeding programme, allowing for more predictability and facilitating the establishment of long-term partnerships and capacity development initiatives. Given the extent of needs and existing capacity gaps, multi-year funding can contribute to achieving sustainable outcomes in a cost-effective manner.

WFP explored new areas of partnership, in particular with the private sector. The Scaling Up Nutrition Business Network was strengthened to engage the private sector in food-based interventions. A private sector contribution was subsequently received for the school feeding programme. During the cyclone response, the private sector provided in-kind contributions of expertise and equipment to strengthen emergency telecommunications.

In 2017, the government supported WFP's activities by providing resources to the school feeding programme through the Global Partnership for Education. WFP will seek to strengthen partnerships with the private sector, in particular the Humanitarian Platform of the Private Sector (PHSP) and other financial service providers and foundations.

International financial institutions such as the World Bank Group and the African Development Bank plan to make considerable investments in the social sector over the next few years. WFP will partner with other UN agencies and institutions, including on joint resource mobilization strategies, to alleviate food insecurity and undernutrition, and contribute to the development efforts of government. The positive results of the joint stunting prevention project MIARO, hitherto underwritten by a special trust fund, has encouraged WFP and other UN partners to mobilize resources collectively, under the leadership of the UN Resident Coordinator.

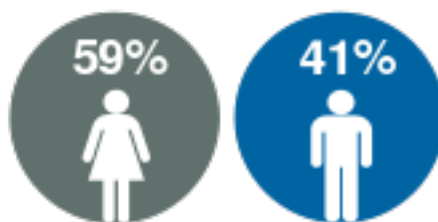
Throughout the year regular donor briefing sessions were organized to inform on the latest food security situation in southern Madagascar and discuss WFP's work and challenges. Donor field visits to project sites were also arranged. A Partnership Action Plan for Madagascar was elaborated, anchored in a comprehensive mapping of all partners.



## Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	175,491	173,694	349,185
Children (5-18 years)	248,935	273,073	522,008
Adults (18 years plus)	298,543	585,989	884,532
<b>Total number of beneficiaries in 2017</b>	<b>722,969</b>	<b>1,032,756</b>	<b>1,755,725</b>





## Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Country Programme	4,319	339	907	616	12	6,194
Single Country PRRO	18,737	1,453	2,966	1,468	-	24,624
<b>Total Food Distributed in 2017</b>	<b>23,056</b>	<b>1,792</b>	<b>3,873</b>	<b>2,084</b>	<b>12</b>	<b>30,818</b>



## Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Single Country PRRO	6,653,926	67,983	-
<b>Total Distributed in 2017</b>	<b>6,653,926</b>	<b>67,983</b>	<b>-</b>

## Supply Chain

WFP has four major warehouses in Madagascar. In 2017, it constructed four additional wiikhalls (mobile storage units), each with a capacity of 400 mt, bringing total storage capacity to 12,950 mt.

As WFP's activities are mostly concentrated in the south, the north-eastern port of Toamasina, the country's largest, was not deemed a strategic point of entry. In 2017, however, due to economic decline in the south, shipping companies started to avoid the southern ports of Fort Dauphin and Tulear. This impacted WFP's operations, increasing commodity lead times and causing significant delays in the delivery of internationally and regionally procured food commodities. In 2017, 70 percent of food commodities were delivered through Fort Dauphin, 5.6 percent through Toamasina and 24 percent through Tulear. In Madagascar, WFP faces lead times – from donation confirmation to in-country receipt of food – of four to six months for commodities sourced internationally. This renders short-term modification of interventions extremely difficult, and pipeline breaks more likely.

With poor road conditions and low levels of commercial activity, the roster of available transporters in WFP's main zones of intervention was extremely limited. Although an extensive review of transport capacities was completed prior to the onset of the cyclone emergency, deliveries between warehouses and implementing partners were

hampered by the lack of available transport during the peak of the emergency. A comprehensive logistics capacity assessment (LCA) was conducted in 2017 to assess the state of the country's overall supply chain infrastructure. Maritime transport was highlighted as an alternative to road transport.

Despite these challenges, WFP was able to deliver 29,786 mt of food commodities to partners in 2017- a 20 percent increase on 2016. WFP also focused on procuring food commodities locally, either from smallholder farmer associations or traders. A total of 6,467 mt of commodities was so purchased, mainly rice, maize and pulses. The lead time for local purchases was 4-6 weeks - significantly shorter than international and regional procurement options. WFP continued to provide support to smallholder farmer organizations to develop local food procurement and capacity, one of the components of WFP's Country Programme.

Transporters and WFP logistics staff were sensitized on appropriate food handling practices to minimize food losses from transport and storage. Despite the increased tonnage handled and the poor state of roads, food losses were maintained at a minimum: about 0.02 percent of tonnage dispatched to WFP partners.

WFP and the National Disaster Management Office (BNGRC) co-led the Logistics Sector Working Group - a coordination and information management platform active particularly during emergency preparedness and response phases. The Global Logistics and ETC clusters supported the BNGRC and other humanitarian partners during the Enawo cyclone response through the Special Operation. Given its high vulnerability to natural disasters, Madagascar has been selected by the Global Logistics Cluster to be part of a pilot project aimed at increasing the disaster preparedness of the national supply chain.



## Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
Beans	56	-	56
Corn Soya Blend	-	360	360
Micronutrient Powder	-	7	7
Peas	30	-	30
Ready To Use Supplementary Food	38	330	367
Rice	6,363	3,073	9,436
Split Peas	-	598	598
Vegetable Oil	-	102	102
<b>Total</b>	<b>6,486</b>	<b>4,470</b>	<b>10,955</b>
<b>Percentage</b>	<b>59.2%</b>	<b>40.8%</b>	

## Annual Global Commodity Management Facility Purchases Received in Country (mt)

Commodity	Total
Corn Soya Blend	820
High Energy Biscuits	30
Peas	1,340
Ready To Use Supplementary Food	10

Commodity	Total
Rice	3,000
Vegetable Oil	640
<b>Total</b>	<b>5,840</b>

## Implementation of Evaluation Recommendations and Lessons Learned

In 2017 WFP responded to the drought emergency through a combination of in-kind food and cash-based transfers (CBT). Considerable efforts were made to implement nutrition support activities jointly with partners, reflected in the complementarity achieved between relief food assistance, the prevention of moderate acute malnutrition and the distribution of seeds by FAO for the forthcoming agricultural campaign.

Throughout 2017, WFP Madagascar implemented both the strategic and the operational recommendations of the Protracted Relief and Recovery Operation evaluation that was conducted in 2016, as outlined below.

To address the recommendation to strengthen nutrition activities monitoring, WFP conducted several trainings attended by both cooperating partners and regional branches of the National Nutrition Office (ONN). Lessons learned workshops were organized for all stakeholders of the moderate acute malnutrition (MAM) treatment programme. WFP's nutrition-specific activities were implemented in close collaboration with other nutrition actors such as UNICEF, which supports the treatment of children suffering from severe acute malnutrition (SAM), to ensure the cross referencing of cases and coordinate interventions. The evaluation also recommended a deeper involvement of WFP staff and partners in nutrition-related activities for monitoring, communication and awareness-raising. Specific measures were therefore taken to strengthen human resources at field level. Nutrition staff were recruited for the two main sub-offices to ensure that nutrition activities are well managed and coordinating with the regional branches of the National Nutrition Office.

Aligned with the recommendation of the PRRO to strengthen nutrition coordination mechanisms, efforts were pursued in 2017 to strengthen the Scaling Up Nutrition (SUN) platform and its Business Network (SBN) to promote joint advocacy and multi-sectoral strategies for food-based approaches, and better contribute to the government's efforts in improving nutritional outcomes. Activities included the mapping of the main private sector stakeholders open to investing in nutrition. Taking into consideration the findings of this mapping exercise, in 2018 WFP aims to support the elaboration of a strategy for the SBN and contribute to the establishment of a secretariat for ensuring the coordination of activities.

WFP provided relief food assistance through CBT, which has the added benefit of potentially stimulating local economic activity. WFP initially worked with one financial service provider (FSP), but experienced technical issues such as blocked SIM cards and long waiting times for receiving entitlements. To overcome these challenges and as a lesson learned, WFP diversified its pool of FSPs, ensuring that beneficiaries in need receive assistance in a timely manner.

In line with one of the main recommendations of the PRRO evaluation, WFP Madagascar elaborated a resilience strengthening strategy in which unconditional transfers for the most vulnerable households are provided (elderly, women-headed households etc.). The resilience strategy rolled out during the second half of the year aimed at reinforcing community and household livelihoods. Through the Food Assistance for Assets (FFA) programme (providing food and CBT), several tangible assets were created, including water catchments and check dams to improve access to water for domestic use. Roads were rehabilitated to ensure market access and irrigation canals upgraded to increase arable land for crop cultivation. Community gardens were created at health centers to sensitize and encourage the growing of more nutritious foods. FFA schemes were selected based on a community-based participatory approach, which involved communities in the prioritization of schemes based on their needs. To ensure synergies and complementarity of interventions, the FFA activity was implemented in areas that benefit from the school feeding programme and was accompanied with MAM prevention activity targeting children aged 6-23 months and pregnant and lactating women.

WFP met its target of 20 percent of local purchases. Several market assessments and potential supply analysis exercises were conducted to avoid market distortions. Through the collaboration of IFAD, WFP and FAO, and in particular partnerships under IFAD's project for the Strengthening of Professional Organizations and Agricultural Services (AROPA), smallholder farmers were able to provide over 2,000 mt of food to WFP. In order to explore other regions with the potential to supply commodities to WFP, a macro-assessment has been conducted based on the Bellmon estimation studies analysis (USAID).

In 2017 WFP established a beneficiary feedback system. A WFP Gender Strategy for Madagascar and a related Gender Action Plan were adopted to mainstream gender and protection in all WFP's activities. Further efforts to ensure systematic data collection of sex- and age- disaggregated data will be pursued, as well as the inclusion of a comprehensive gender analysis in WFP programming.



# Project Results

## Activities and Operational Partnerships

With the support of the Logistics Cluster, this Special Operation (SO) strengthened logistics and emergency telecommunications capacity for the response of the government and humanitarian partners to the damage caused by Tropical Cyclone Enawo.

Enawo hit eastern Madagascar in March 2017, causing widespread flooding and affecting 433,000 people. Roads were damaged and communications infrastructure downed, making access and communications difficult and potentially jeopardizing an effective, coordinated response.

At the request of the government and in support of the National Disaster Risk Management Agency (BNGRC), a Rapid Response Team from the Global Logistics Cluster deployed to Madagascar. The team assessed the situation and supported the humanitarian response, mainly in Toamasina, Maroantsetra and Antalaha. It also ensured coordination with the capital, Antananarivo, where WFP based two additional staff to coordinate the logistics response through the Logistics Cluster/Logistics Sector Working Group and to ensure proper information management.

Specifically, WFP provided the following services (under the general coordination of BNGRC):

### *Logistics coordination and information management support*

A Logistics Cluster coordination cell was established in Antananarivo within days of impact. The cell assessed the requirements of both government and humanitarian partners, coordinated the logistics operation and facilitated access to common logistics services. It also provided information management, cargo tracking and GIS mapping services.

From June to September 2017, WFP updated the Madagascar Logistics Capacity Assessment (LCA) to determine the extent to which the country's logistics infrastructure (road, rail and port) and services (storage, transporters, etc.) could deal with an emergency. It was shared with the authorities and partners, and will inform future capacity strengthening activities in support of the government.

### *Provision of common logistics services*

As lead agency of the Logistics Cluster/Sector Working Group, WFP made available common logistics services to the humanitarian community and government agencies to improve access and support the delivery of humanitarian cargo to the most affected communities.

Temporary inter-agency storage was made available in the three primary response locations. This service included in/out handling of partners' cargo. WFP contracted operators to provide sea transport to partners from Toamasina to Maroantsetra and Antalaha, and river transport around Maroantsetra. These services were provided free of charge and in collaboration with local and national authorities. Coordination with BNGRC took place at central and local levels, and coordination with humanitarian partners was ensured through weekly meetings in Antananarivo and inter-cluster meetings, as well as through daily meetings led by BNGRC at field level.

### *Provision of emergency telecommunications (ETC)*

The WFP-led ETC Cluster addressed the significant disruption of telecommunications services caused by the cyclone, re-establishing internet in Maroantsetra and Antalaha using satellite kits donated by the Government of Luxembourg. Ericsson provided its WIDER (Wireless LAN in Disaster and Emergency Response) technology. This gave humanitarian responders reliable connections during the first two months of the emergency. Situation reports were produced regularly, posted on the ETC website and disseminated among national and international partners.

### *Local capacity strengthening through preparedness and response trainings, workshops and asset acquisition*

Common services have the long-term objective of strengthening BNGRC capacity in emergency response, coordination and information management. WFP facilitated trainings and workshops aimed at improving the capacities of authorities and partners.

To address specific constraints encountered during the response, emergency equipment (including three mobile storage units) were dispatched from the UN Humanitarian Response Depot (UNHRD) in Brindisi, Italy. Two airboats (fanboats) procured by WFP were donated to BNGRC at the end of the project, to increase its capacity to promptly deploy and install logistics equipment in the event of future emergencies. Staff were trained in the use and maintenance of the equipment.

Updated information on logistics capacities collected throughout the operation, and lessons learned and derived best practices, were conveyed to the authorities and humanitarian partners. WFP will build on the conclusions of the workshops and assessments conducted under this SO to refine its support to national and local authorities in emergency preparedness capacity and logistics coordination.

## Results

Challenges included the limited capacities and experience of partners in Logistics Cluster activities and procedures; time-consuming administrative port procedures; limited boat services to northern Madagascar; a complicated supply chain (with very difficult end-of-the-line deliveries); inadequate information on road access; and very poor road infrastructure. Despite these challenges, and the fact that it was the first time common logistics services were deployed in Madagascar, the regime proved to be inclusive, accessible and cost-effective for partners.

In terms of information management (IM), situation updates were regularly produced (first weekly, then fortnightly) and posted on the Logistics Cluster website. More than 40 IM products, such as situation updates and meeting minutes, were shared with partners. Several maps on road access and the overall status of logistics infrastructure were also produced and shared.

All common services requests were registered in the Relief Item Tracking Application (RITA), which allows cargo monitoring from origin to destination. Twelve humanitarian organizations benefited from common services (storage and/or transportation), including government entities BNGRC, the National Office for Nutrition (ONN) and the Civilian Protection Service (CPC). So did UN agencies, national/international NGOs and other humanitarian organizations. All requests were promptly processed. A survey conducted during the response (May 2017) showed that common services users were positively disposed. The performance of the Logistics Cluster was rated good to very good in the following aspects: consideration of needs (90 percent), provision of the necessary logistical information (90 percent), coordination of access to common logistics services (90 per cent) and promotion of collaboration (80 percent).

Two dedicated staging areas/logistics hubs were established for operations in the north-east of the country. In Maroantsetra, a 500 mt capacity mobile storage unit was erected, while in Antalaha while space in a warehouse was made available to partners. In Toamasina, a WFP warehouse was opened for inter-agency cargo destined for cyclone-affected areas. In Maroantsetra, where storage needs were more significant, BNGRC allowed partners to use its warehouses - which are in the same compound as WFP's - as required. Overall, the storage space made available was sufficient.

Nine rotations of boats were organised by WFP from Toamasina to the affected northern areas between March and June 2017 (five to Maroantsetra and four to Antalaha). A total of 894 mt of food and non-food items relief items were transported through WFP-contracted services. Due to poor road conditions, river cargo transportation (via pirogues) was also provided around Maroantsetra to remote areas. Over 150 points along the river were served. Two speedboats purchased with DFID funding in 2014 were used by the CPC to transport passengers free of charge to inland destinations. As noted, two additional airboats (fanboats) procured by WFP were donated to BNGRC in 2017, to increase its capacity to promptly deploy and install logistics equipment in the event of emergencies.

Due to the road and other infrastructure damage caused by the cyclone, assessments were undertaken in Maroantsetra to coordinate access and facilitate the delivery of humanitarian goods from the logistics hubs. WFP subsequently undertook rehabilitation activities, including the rebuilding of a bridge connecting Maroantsetra to the airport and the river port; the rehabilitation of the river dock to allow for cargo loading onto pirogues; and the construction of a small jetty in front of the inter-agency warehouse to allow pirogues to be loaded directly, saving time and resources.

In terms of country capacity strengthening, different trainings were organized, including on IM, Logistics Cluster induction, and on the handling and storage of food and non-food items. Trainings were attended by representatives of BNGRC, CPC, UN agencies, NGOs and the private sector.

In addition, a post-Enawo logistics lessons learned workshop was hosted by BNGRC with partners in May 2017. Based on lessons drawn from the response, WFP supported an additional preparedness workshop in early October with the participation of representatives from BNGRC, CPC, the Malagasy Red Cross, NGOs and the private sector. Using scenario analysis, the workshop focused on planning to address future risks, defining potential supply chain gaps and bottlenecks and elaborating mitigation measures.

The workshop also provided an opportunity to introduce participants to the functions and application of the Logistics Cluster Preparedness Platform. This is a dynamic mapping and analysis platform (in testing phase) that combines and leverages multiple supply chain and hazard risk datasets (including satellite/drone imagery) in a single interface, and can be shared by all stakeholders at the international, national and local level. It can be used to plan a response supply chain, and to roll out that plan when disaster hits. It can assist in analyzing previous responses and possible future scenarios, thus supporting informed data-driven preparedness (e.g. prepositioning) and response planning (e.g. logistics infrastructure and cargo routing) efforts. It will allow multiple users to access self-service features as follows:

- Mapping (visualization of key logistics infrastructure and capacity);
- Real-time reporting and analysis of logistics access constraints; and
- Supply chain analytics, allowing for evidence-based decision-making that is quicker and cheaper than the current workflow (route optimization and alternative routing).

The key use of the platform will be to assist BNGRC (with investment, training and updating as required). With a view to project sustainability and national capacity strengthening, national authorities will own the tool, with the Logistics Cluster in place to manage and maintain the platform at a global level and provide the necessary training.

# Figures and Indicators

## Data Notes

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Following the passage of Tropical Cyclone Enawo in March 2017, WFP and partners provided unconditional food assistance to communities in Maroansetra (north-eastern Madagascar) that were not accessible by road due to an increase in water levels and flooding. Small boats or pirogues were used to transport food to cyclone-affected areas.

## Project Indicators

### Output Indicators

Output	Unit	Planned	Actual	% Actual vs. Planned
<b>SO1: Special Operation (Logistics)</b>				
Number of agencies and organizations using storage and transport facilities	agency/organization	15	12	80.0%
Number of bulletins, maps and other information products compiled and shared	item	40	40	100.0%
Number of logistics hubs established	hub	2	2	100.0%
Number of operational areas where common ETC services are deployed	operational area	2	2	100.0%
Number of ports rehabilitated	port	2	2	100.0%
Number of roads re-opened	road	1	1	100.0%
Number of training sessions / workshops organized	training session	2	3	150.0%
Percentage of service requests to handle, store and/or transport cargo fulfilled	%	85	100	117.6%
Quantity (mt) of humanitarian cargo moved through logistics common services	Mt	550	894	162.5%