



WFP EVALUATION

World Food Programme

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WFP Contribution to Market Development and Food Systems in Southern Africa: A Thematic Evaluation

2018 to 2021

Decentralized Evaluation Report

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Executive Summary

Introduction

1. This is a thematic evaluation of the World Food Programme (WFP) market development activities (MDAs)¹, and related food systems support activities in Southern Africa. The evaluation was commissioned by WFP Regional Bureau Johannesburg (RBJ) and covered the period from 2018 to 2021. The evaluation served the mutually reinforcing objectives of accountability and learning, with greater emphasis given to learning as this is a relatively new and under-evaluated area of WFP work. The evaluation covered six countries (Lesotho, Malawi, Madagascar, Mozambique, Tanzania, and Zimbabwe) each providing specific opportunities for learning in relation to the work of WFP in market development and food systems.
2. In the past, WFP programmes have not included explicit objectives, indicators and targets related to market development activities (except general capacity development and technical support outputs). This leaves an evidence gap as to how WFP contributes to market development and food systems strengthening, what lessons WFP staff are learning, and most importantly, how these lessons can be applied to enhance such contributions. This evaluation contributed to filling this evidence gap.
3. The findings and recommendations from this evaluation will be used by the WFP Headquarters (HQ), Regional Bureau Johannesburg (RBJ) and the country office supply chain and cash-based transfer (CBT) teams across the region to enhance design and implementation of market development and system strengthening activities. The findings may also be used by other market actors to enhance their engagement and partnerships with WFP and other stakeholders.
4. The evaluation answered the overarching question: “What is the contribution of WFP to market development and food systems and how can such contribution be enhanced to contribute to zero hunger” using the following five main questions:
 - a. To what extent are MDAs and related interventions informed by market inefficiencies identified during relevant WFP multisectoral market assessments and country contexts?
 - b. To what extent did the identified MDAs deliver expected outputs and contribute to expected outcomes?
 - c. To what extent are WFP MDAs contributing to improving market efficiencies in different country contexts?
 - d. Are the results of the contributions from WFP sustainable, i.e., continuing, or likely to continue after its interventions?
 - e. What lessons are emerging from different approaches and how can WFP enhance design and implementation of MDAs to increase WFP contribution?

Methodology

5. Data was collected through a detailed literature review of WFP market development related documents. The experiences of Kenya WFP Supply Chain pilot on retail and market development at Kakuma provided lessons that were also used to inform the findings of this evaluation. The standardized [Qualitative Impact Protocol](#) (QuIP) methodology and tool was used to collect data using key informant interviews and focus group discussions with retailers in four countries (Lesotho, Malawi, Mozambique, and Zimbabwe). Due to a different set of circumstances for country offices in Madagascar and Tanzania, traditional qualitative approaches of key informant interviews were used.
6. The sample used to collect data through QuIP methodology was not representative of the wider population and findings cannot be generalized across wider project target areas. The number of women retailers in the sector is small and gender disaggregation of the data collected was not possible due to the very small sub-sample of women respondents. WFP approach to designing and implementing MDAs was varied across the countries, with Tanzania having no CBTs at all while Madagascar had unrestricted cash with limited/no direct engagement with market actors. As there was no direct engagement with retailers to interview, it was not possible to apply the QuIP methodology in these two countries. To the extent possible, the evaluation team addressed the challenges outlined above by devoting extra time and effort to stakeholder consultations.

¹ WFP headquarters defines an MDA as any activity that could improve the availability, assortment and the quality of services offered by the retailers. It has a link to supply chain activities that in turn impact the local retail markets.

Context

7. The Southern Africa region suffers from high levels of poverty and the most rapid growth in absolute poverty is concentrated in the poorer countries of the region i.e., Madagascar, Malawi, Mozambique, Zimbabwe, and Lesotho. Southern Africa suffers widespread food and nutrition insecurity and in July 2021, 47.6 million people were estimated to be food insecure in Southern Africa, which is a 5.5 percent increase from 2020 and 34.3 percent above the 5-year average.

8. Southern Africa is also prone to recurrent extreme climatic shocks including droughts and floods and eastern parts of the region are particularly vulnerable to cyclones. The onset of the COVID-19 pandemic occurred when the economies of the region were already under strain, with dim growth prospects primarily due to lower commodity prices, drought, and power shortages. There was an alarming increase in urban food insecurity linked to food supply-chain and trade disruptions that resulted from COVID-19, and that had far-reaching implications for national economies and general livelihoods.

9. The expanding role of small and medium-sized enterprises (SMEs) in food systems has been central to recent and unprecedented reductions in global poverty, hunger, and undernutrition, and these systems are also likely to be the foundation of future progress. These small- and medium-sized enterprises include food processors, wholesalers, and retailers, providing a range of services, from transport and logistics to the sale of inputs such as fertilizer and seed to farmers.

10. Food insecurity and poor nutrition in Southern Africa are directly correlated to gender inequality. Women in the SADC region contribute more than 60 percent to total food production and provide the largest labour force in the agricultural sector, but the majority receive a disproportionately low share of income. Many women engage in entrepreneurial activities that form part of the subject of this evaluation, but studies from the International Labour Organization (ILO) have shown that female entrepreneurs face many additional barriers due to gender norms, such as access to credit and financial literacy.

Subject of the evaluation

11. The subject of the evaluation is the MDAs implemented as part of CBT and related interventions. The sub-national scope of the evaluation covered urban, peri-urban, and rural areas where CBTs and other relevant activities have been implemented. In Tanzania, the evaluation covered areas that have been affected by the implementation of supply chain activities.

12. Depending on the nature of WFP CBT programming and delivery approach in each country, the evaluation covered three main types of groups benefiting from: (i) Restricted Cash with specific MDAs linked to specific market actors (Lesotho, Mozambique, Zimbabwe), (ii) unrestricted Cash with/without specific MDAs (Malawi, Madagascar) and (iii) no CBTs, only system strengthening (Tanzania) covering government officials, private sector staff and other actors working within the supported institutions/sectors.

13. For the purposes of engaging in MDAs, WFP measures market functionality through nine dimensions: assortment and quality, availability, price, resilience of the supply chain, infrastructure, service, competition, access, and protection. The definitions of the nine dimensions are found in table 1. This evaluation uses these dimensions to assess WFP contribution to market development.

14. Critical to contribution from WFP to food systems are smallholder farmers and their linkages to SMEs. While smallholder farmers were not the core focus of this evaluation, the work WFP did to link farmers to small and medium-sized enterprises was reviewed, and emerging lessons were documented.

Evaluation findings

15. The evaluation findings and the evidence to substantiate them are presented below according to the evaluation criteria. The limitation in accessing relevant data in Madagascar from the market systems analysis limited the extent to which the analysis and conclusions could be drawn from the MDAs in that country.

Relevance

To what extent are MDAs and related interventions informed by market inefficiencies identified during relevant WFP multisectoral market assessments and country contexts?

16. **Finding 1:** WFP has developed guidance material on assessing market functionality, addressing market inefficiencies, retail engagement, smallholder markets support and food systems using experiences from different country contexts. The material is useful in providing broad guidance to market and agriculture development activities as separate sectors and not within a food system in its totality, to identify synergies, as well as facilitate the coordination needed to achieve them. A major gap in the guidance material is the lack of gender, disability, and inclusion issues in the frameworks and tools.

17. **Finding 2:** The country offices have designed and implemented a varied collection of MDAs across the six countries. MDAs linked to specific market actors (Lesotho, Mozambique) are generally more developed and follow

corporate and country specific guidelines. WFP in Zimbabwe has not been implementing explicitly designed MDAs with specific objectives except retailer onboarding training. However, retailers have been supported on an as-needed basis. MDAs under unrestricted cash (Malawi and Madagascar) without any specific linkage to market actors are yet to be developed. Tanzania designed and implemented MDAs focusing on capacity strengthening activities of various supply chain actors. The agriculture MDAs of WFP to address demand and supply challenges of smallholder farmers follows corporate guidance in their design and implementation across the six study countries.

18. **Finding 3:** Country offices conduct diverse market and monitoring assessments regularly to inform country strategic plan (CSP) activities including CBTs, retail engagement, smallholder farmer and resilience interventions. The level at which these assessments are utilized varies between countries. Usually, the assessments have largely informed the design and implementation of MDAs and agriculture market interventions. While in some cases, the assessments have not been comprehensive enough (including mainstreaming gender, disability, and other groups) to allow for appropriate actions to be taken to address the market inefficiencies identified. Capacity gaps in conducting multisectoral assessments have been identified in some countries.

19. **Finding 4:** The MDAs and related interventions implemented across the six countries are largely relevant to the needs of targeted men and women. The diverse MDAs are highly relevant to addressing market inefficiencies identified in each country. The relevance of MDAs is most visible in countries implementing restricted cash because of the direct interaction with market actors. MDAs are less relevant among some men and women retailers in Zimbabwe because of the unfair competition between big wholesalers/retailers and smaller retailers.

20. **Finding 5:** All MDAs, agriculture market development and related CBT interventions are line in with national development plans and policies on social protection, agriculture, food security and nutrition. Although government is in support of MDAs in Mozambique, there is still some hesitancy on the approach that involves retailers in humanitarian response.

21. **Finding 6:** WFP could enhance market development by strengthening market assessments, using the results of such assessments to inform design and implementation of MDAs, and enhancing multisectoral coordination.

Effectiveness

To what extent did the identified MDAs deliver expected outputs and contribute to expected outcomes?

22. **Finding 7:** In the absence of explicit output and outcome indicators for MDAs in the WFP corporate results framework, the Supply Chain division developed indicators for measuring price, availability, quality, and services to measure results. These indicators have largely been monitored qualitatively and have not been tracked consistently in the same format to allow for any substantial analysis of results over the years in the countries where data is available (Lesotho, Malawi, Mozambique, and Zimbabwe).

23. **Finding 8:** There was varying overall performance on MDA outputs delivery and outcome achievements from 2018 to 2021 measured against what each country had planned to do. In general, the outputs and outcome achievements were not well documented across the six countries as by design they were integrated into the overall CBT and supply chain interventions. The data on MDA beneficiaries where available, showed high levels of attainment on various capacity strengthening activities. At outcome levels, there was consensus amongst stakeholders consulted that the delivery of planned outputs likely contributed to outcomes reported. There were gender variances in the delivery of outputs and contribution to outcomes. Except for Lesotho, most MDAs were dominated by men. There has been limited consideration of the needs of the disabled people as well as those of pregnant and nursing women.

24. **Finding 9:** There are various internal and external climatic, socio-economic and WFP institutional factors determining the results of MDAs and in particular the smallholder agriculture markets.

Impact/contribution

To what extent are WFP MDAs contributing to improving market efficiencies in different contexts?

25. **Finding 10:** WFP interventions were among multiple factors that contributed to either positive or negative changes in market functionality dimensions of assortment and quality, availability, price, resilience of supply chain, infrastructure, service, competition, access, and protection. Most retailers in the four countries where data was collected using QuIP reported a positive change in assortment and quality. Lesotho and Mozambique had most retailers reporting a positive change in prices, marketplace competition and services. Overall, Malawi had the greatest number of retailers reporting negative changes on five of the eight indicators—most retailers reporting a negative change in marketplace competition. COVID-19 was perceived as the main causal factor of changes experienced whether negative or positive in Lesotho and Malawi. In Mozambique, demand was the main causal factor while in Zimbabwe, WFP support was the top causal factor for the changes in assortment and quality, availability, state of infrastructure and changes in marketplace competition.

26. **Finding 11:** In Lesotho and Zimbabwe, the link between increased growth in business and performance and WFP support was perceived by retailers to be direct. In Mozambique, on the other hand, most retailers reported the link to be indirect, which suggests that MDAs are working as intended, through creation of demand and competition. While WFP supports retailers financially, this also generates a market with demand and competition which subsequently stimulates retailer growth. This is the intention of MDAs and makes the approach more sustainable. It means that once WFP exits, the markets will still be there, and retailers will continue to grow. In Malawi, the interventions of WFP or the cash injected into the economy by the organization most likely did not lead to significant development for the retailers consulted.

Sustainability

Are the results of the contributions from WFP sustainable, i.e., continuing, or likely to continue after its interventions?

27. **Finding 12.** There was not enough evidence to fully assess the sustainability of some of WFP's MDAs. Notwithstanding, there are prospects for sustaining the gains achieved in some of the MDAs. These come from supply chain infrastructure and capacity strengthening interventions on local purchase, buying clubs, linkages of retailers to financial institutions, and market assessments including Market Functionality Index (MFI)² and Market Systems Analysis (MSA)³. Governments are generally not yet fully involved in the planning and delivery of MDAs. Where government is involved, their capacity is still insufficient to manage and support MDAs. According to retailers in Lesotho and Zimbabwe, the reimbursement or financial support received from WFP was perceived to be the main factor that allows them to grow, and this is not sustainable.

28. **Finding 13.** Incorporation of gender dimensions in MDAs is generally weak in all the countries. The design of MDAs across the countries did not consider specific needs of women, men, youth, disabled and other groups. In part, this may be the result of a lack of gender consideration in the MDA guideline documents and tools and the context and nature of MDAs. Implementation of MDAs was more gender sensitive by actively promoting the inclusion of women into the MDAs and conducting gender sensitization where relevant. Monitoring and reporting was rather weak in gender analysis. The evaluation team perceived that overall, the MDAs suffered from low capacity of project staff and implementing partners in methods, guidelines, tools for integrating gender in MDA.

Conclusions

29. **Conclusion 1:** While there are no corporate objectives/targets/indicators on MDAs, the guidance materials for design, implementation and monitoring of MDAs developed by WFP headquarters are generally useful but need to be consolidated and refined using a food-system approach. Capacity strengthening of WFP, Government and partners is needed to enhance the contribution of WFP to market development.

30. **Conclusion 2:** MDAs designed and implemented by WFP across the study countries have been largely relevant to the needs of the people benefiting from the assistance. However, the MDAs under unrestricted cash are yet to be fully developed. In general, partnerships especially with governments have generally not been leveraged for a sustainable solution to the implementation of MDAs.

31. **Conclusion 3:** The use of WFP multisectoral assessments in the design of MDAs is varied across countries. Recommendations from these assessments are not always comprehensive enough and the results do not incorporate gender, disability, and other inclusion issues.

32. **Conclusion 4:** The support to smallholder farmers across all countries was relevant in addressing challenges of low production, post-harvest losses, lack of access to credit, and fair markets.

33. **Conclusion 5:** WFP lacks a specific results framework for MDA activities that can be used to measure results. Country offices rely on WFP Corporate Results Framework indicators on capacity strengthening which are insufficient to isolate specific WFP contributions to market development in each country.

34. **Conclusion 6:** There was varying overall performance on MDA outputs delivery and outcome achievements from 2018 to 2021 across the targeted countries. The achievements are generally not well documented as they are, by design, integrated within the overall CBTs and supply chain interventions.

35. **Conclusion 8:** Among other factors, WFP support had varied effects in improving retailers' businesses and providing them with financial security by increasing the demand for products and improving their capacity to meet that demand.

² The Market Functionality Index (MFI) is a quantitative measure designed by WFP's Research, Assessment and Monitoring (RAM) and Supply Chain (SC) Divisions to benchmark market functionality along the following nine dimensions: 1) Assortment of essential goods, 2) Availability, 3) Price, 4) Resilience of supply chains, 5) Competition, 6) Infrastructure, 7) Services, 8) Food quality, and 9) Access and protection (WFP, 2020: MFI Technical Guidance).

³ As part of the CBT Business Process Model (BPM), the Markets Systems Analysis (MSA) is a standardized approach to market assessments to begin planning for Market Development Activities.

36. **Conclusion 9:** WFP financial support is the main factor that contributed to increased growth in business and performance in Lesotho and Zimbabwe.
37. **Conclusion 10:** WFP financial support in Mozambique created increased demand and competition, which led to increased growth and business amongst retailers.
38. **Conclusion 11:** WFP's cash injection did not contribute to growth in business and performance in Malawi.
39. **Conclusion 12:** Evidence suggests that supply chain capacity strengthening activities of the Tanzania Railway Corporation, marine services, and transporters, as well as the smallholder agriculture market support provided, will likely help to reduce market inefficiencies in Tanzania.
40. **Conclusion 13:** Incorporation of gender dimensions in MDAs has generally been overlooked during the design of MDAs in all the countries that were evaluated.
41. **Conclusion 14:** In several instances there is evidence to show that some of the benefits of MDAs are, or will be, sustainable beyond WFP assistance as in the case of Lesotho (linking of retailers to millers and retailers' buying clubs), Tanzania (supply chain capacity strengthening activities in the Lake Victoria corridor), and Mozambique (RIAB and associated retailer trainings). In other instances, such as Madagascar, Malawi and Zimbabwe, it is hard to assess sustainability due to limited evidence.

Lessons

What lessons are emerging from different approaches and how can WFP enhance design and implementation of MDAs?

42. **Lesson 1.** Because monitoring and reporting in WFP is by and large guided by corporate results framework (CRF) and logical frameworks of the CSPs, lack of any MDA indicators in the CRF and corresponding CSP frameworks means that MDA implementation and results have not been sufficiently tracked.
43. **Lesson 2.** The framework involving the usage of MDAs should be standardized, i.e., where a Market Functionality Index automatically triggers an MSA, and MSA reports suggest potential MDAs in the recommendations as is the case in Mozambique.
44. **Lesson 3.** Working both on the supply side (smallholder farmer support) and demand side (retailers) as observed in Lesotho and in a more holistic and coordinated approach is likely to have better impact.
45. **Lesson 4.** Taking a country office cross-functional approach to market development in targeted areas by encouraging collaboration of different units as learnt from Kenya country office (CO): programme CBT, VAM, Monitoring and Evaluation, Gender, Nutrition, and Supply Chain enhances achievements of programmatic outcomes.
46. **Lesson 5.** Strengthening interagency collaboration amongst the UN and NGOs has potential for maximising impacts by bringing together expertise and resources for different organisations (as has been demonstrated in Kenya).
47. **Lesson 6.** Coordination of MDAs, including with local government authorities, is a critical success factor if MDAs are to be effective and impactful.
48. **Lesson 7.** Communication and transparency with stakeholders (retailers and farmers) over the duration of MDAs and budgets available builds trust and ownership and likely to contribute to sustainability of results.
49. **Lesson 8.** Relationship between WFP and retailers should move beyond retailers merely being service providers. As learned from Zimbabwe, retailers should be considered as partners and WFP should have a differentiated approach on how it partners with small retailers and large-scale retailers.
50. **Lesson 9.** Because the market actors/retailers in the countries covered by this evaluation are predominantly men, WFP risks propagating gender inequalities if efforts are not made to intentionally target and/or encourage women actors in the market.
51. **Lesson 10.** The QuIP methodology is a useful tool for measuring the impact of WFP interventions being evaluated, as it allows for a more objective exploration of multiple drivers of change. However, methodological limitations of the QuIP approach need to be considered if WFP is to use it in exploratory or formative evaluations.

Recommendations

52. **Recommendation 1:** Building on the draft Theory of Change (ToC) developed as part of this evaluation, and through a consultative process, WFP Markets and Supply Chain divisions should develop a TOC for market development that can act as a guide to regional bureaux (RBs) and COs in conceptualising, designing, implementing, monitoring, and evaluating MDAs. The country office should customise the ToC depending on their country context. Further, COs should develop a proper baseline and consistently track and measure the expected and unexpected outcomes of MDAs (on targeted people, retailers, and the marketplace).

53. **Recommendation 2:** Consolidate the various guidance materials that are currently in place and produced by the supply chain, markets, and smallholder agriculture market support and strengthen frameworks and tools for designing and implementing MDAs within a broader food systems approach. This entails developing clear leverage points for the demand-side work on linkages with retailers and other market actors supply side involving the smallholder farmer market support work; strengthening and formalizing guidance materials and tools for MDAs and finalizing the MDA guidance material and tools to be used in unrestricted cash scenarios and disseminate them to country offices.

54. **Recommendation 3:** Strengthen WFP market assessments and retailer performance monitoring. Strengthen the monitoring and evaluation of MDAs and enhance the measurement of retail engagement results. Also strengthen recommendations, making sure there are targeted to specific WFP units for effective implementation. Strengthen market assessments by considering market dynamics and seasonality of supply and demand in the design of assessments as well as conducting periodic and continuous monitoring of price differentiation. Strengthen the market systems analysis to ensure it covers contextual issues beyond the targeted markets being assessed. Improve the preferred supplier network and update regularly. And enhance collection and reporting of sex disaggregated data and access and protection issues in assessments

55. **Recommendation 4:** Strengthen country retailer (and other supply chain actors) market engagement strategies to enhance the contribution of WFP to market development by: strengthening linkages of small-scale retailers to wholesalers and food manufacturers to gain best value of goods in quality, service, and price; strengthening support to retail business, helping them to be competitive and sustainable – essentially foster competitiveness in the retail sector to bring costs down and pass on the gain to the targeted people; enhancing fresh produce supply chain and nutritious food commodities by strengthening linkages of retailers to farmers and expanding the coverage of MDAs to a larger proportion of beneficiaries and consider country contextual situations

56. **Recommendation 5:** Continue to strengthen the gender approach in supply chain, CBT and smallholder agriculture market interventions that are geared towards market development by: carrying out assessments of the participation of women in retail sector, supply chain and logistics with relevant institutions in addressing the capacity gaps to contribute market development in various contexts; Strengthening linkages of women smallholder farmers and retailers/actors to markets by improving their participation in WFP supported aggregation systems and with retailers contracted by WFP.

57. **Recommendation 6:** Take a country office cross-functional approach to market development in targeted areas by encouraging collaboration of different units: programme CBT, VAM, M&E, Gender, Nutrition, and Supply Chain to achieve programmatic outcomes. Learning from Kenya, management should create a process/system from the start of market and retail engagement activities, that break the silos across what have traditionally been supply chain or programme roles

58. **Recommendation 7:** Strengthen multisectoral partnerships in design and implementation of MDAs. WFP should engage more actively with the government to ensure continuity of the activities once the organization's funding cycle ends, as well as discuss and seek guidance from other country offices and partners outside WFP on MDAs to increase their impact on stakeholders. Work together with local organizations when designing MDAs. Strengthen the utilization of existing external CWGs as the main conduit of cooperation for MDAs. Facilitate the participation of multisectoral stakeholders and ensure participation is made more inclusive. Create MDA lesson learning opportunities for all country offices led by RBJ, where country offices could disseminate findings, share lessons learned and collaborate with partners in academia, private sector, and other development organizations.

59. **Recommendation 8:** Improve partnerships with retailers and other market actors. Recognise retailers/traders as partners and find ways to involve them in the design of CBTs and design of MDAs. The relationship should move beyond compliance to WFP contractual agreements. WFP should engage retailers and other stakeholders for ideas on how to strengthen retail engagement in the CBT programme. Strengthen the communication with retailers recognising their limitations in terms of connectivity, access to roads and other infrastructure. Continue to improve payment procedures by addressing delays. This means continuous synchronization of the SC of WFP, procurement, ICT, and finance systems which should be easy to maintain if the multisectoral approach to MDAs is exercised.

60. **Recommendation 9:** Advocate for multi-year funding for MDAs. Document and share results from MDAs with donors, government and partners and their impact on businesses, economy, and market development in general. Implement MDAs through social protection programmes and resilience programmes including the SAMS rather than in emergencies only to address the challenges that come with the short duration of interventions

61. **Recommendation 10:** WFP should consider the QuIP methodology when conducting (i) exploratory or formative evaluations (ii) evaluations in which it seeks to identify drivers of change and (iii) large evaluations conducted on a limited budget. If the focus of the evaluation is simply to understand the drivers of change, then just understanding the linkages and general direction of these linkages is sufficient. If the objective is to examine these phenomena in more detail, they will have to be considered during the design of the study.

1. Introduction

1.1 EVALUATION FEATURES

1.1.1 Rationale

1. The World Food Programme (WFP) has extensive expertise in optimizing supply chains to ensure that food reaches those who are most in need. When this expertise is applied to strengthening local markets and food systems to enable provision of food assistance through cash-based transfers (CBT) or to strengthening capacities of national institutions and infrastructure, there is potential for WFP to not only meet food and nutrition needs of targeted people, but also to contribute to development of local markets and economies and to support governments in strengthening national food systems and social protection systems. As stated in the terms of reference (ToR), in some of the areas where WFP implements food assistance interventions, the markets are weak and fragmented. In this regard, one of WFP Supply Chain's vision is to help create sustainable markets, which are required to achieve zero hunger, by removing market inefficiencies to improve access, price, quality, and service.⁴

2. In the past, WFP programmes have not included explicit objectives, indicators, and targets related to market development activities (except general capacity development and technical support outputs).⁵ As a result of this lack of performance metrics, past evaluations have not provided an in-depth assessment of the contributions of WFP, beyond the fundamental objective of meeting the food and nutrition needs of target populations. This leaves an evidence gap as to how WFP contributes to market development and food systems strengthening, what lessons WFP staff are learning, and most importantly, how these lessons can be applied to enhance such contributions. This evaluation will contribute to filling this evidence gap.

3. This evaluation comes at a time when WFP is significantly increasing use of CBTs, including in urban areas, and is focusing on supporting national social protection systems as the COVID-19 crisis leads to deepening food insecurity in many countries. As some countries (Tanzania, Mozambique and Zimbabwe) enter the penultimate year of the first-generation Country Strategic Plans (CSPs) and start designing the second-generation CSPs and other countries revise their CSPs occasioned by changing contexts, this evaluation will inform how country offices include market development activities (MDAs) in new CSPs or revisions of ongoing CSPs, as well as in programme designs and delivery processes.

1.1.2 Objectives and scope

4. This evaluation serves the mutually reinforcing objectives of accountability and learning, with greater emphasis given to learning as this is a relatively new and under-evaluated area of WFP work. This is therefore a formative evaluation. In terms of accountability, the evaluation assesses results from these activities and their contributions to market development in the respective countries. To promote learning, the evaluation draws lessons on intervention effectiveness, and identifies and highlights important areas for further learning. The Regional Bureau Johannesburg (RBJ) is particularly interested in learning what contributions WFP is making to market development and food systems in the six selected countries, as well as learning how to apply the lessons from this evaluation to enhance future programmes. Gender and wider inclusion issues on disability were mainstreamed across all the evaluation objectives.

5. MDAs include: training of market actors, issuing retailers with WFP contracts that carry some security that can be used to access credit facilities to enhance inventory management and cash flow, enhancing relationships with banks to offer financial literacy and business skills trainings, cash injection into the local economies, providing WFP contracts where retailers have contractual obligation to comply with national taxes and appropriate levies which can contribute to enhancing government tax collection, supporting formation of buying clubs where appropriate, supporting rehabilitation of national supply chain infrastructures and capacitating efficient functioning of such infrastructure⁶ and market system analyses (MSAs), which also act as a precursor to MDAs, informing their design.

6. The evaluation covers six countries (Lesotho, Malawi, Madagascar, Mozambique, Tanzania, and Zimbabwe) in specific targeted geographical areas of each country (see maps in [Annex 3.2](#)). Each country provides specific opportunities for learning in relation to the work of WFP in market development and food systems. The evaluation objectives, scope and questions are outlined in the [full evaluation Terms of Reference](#) (ToR) and in the summary ToR in [Annex 1](#).

⁴WFP Supply Chain Strategy 2017-2020.

⁵See the WFP Corporate Results Framework (CRF) on page 21; [Revised Corporate Results Framework \(2017–2021\) \(wfp.org\)](#).

⁶This last activity is the focus of the Tanzania case study. The other 5 country case studies focused on MDA through CBT.

1.1.3 Main stakeholders and users

7. The findings and recommendations from this evaluation will be used by the RBJ and the country offices across the region to enhance design and implementation of market development and system strengthening activities. In addition, the WFP Headquarters Supply Chain and CBT teams may use the findings to review and enhance the CBT business model in relation to MDAs. The Corporate Planning and Performance (CPP) division may also use the findings and recommendations to inform the next Corporate Results Framework (CRF) in relation to outputs and indicators related to market development and supply chain in general. Finally, the findings may also be used by other market actors to enhance their engagement and partnerships with WFP and other stakeholders, including host governments in targeted countries, United Nations (UN) agencies, Non-Governmental Organizations (NGOs), implementing partners, donors, and men and women market actors.

1.1.4 Timing of the evaluation

8. The evaluation team (ET) was mobilized in January 2021 and started their assignment with a two week training on the QuIP methodology. Building on the ToR, the team developed their methodology and approach during an inception phase that concluded with a final inception report in May 2021. The subsequent data collection phase (May–August 2021) led to preparation of this evaluation report, which was due for finalization on 19 November 2021. The detailed timeline for the evaluation is in [Annex 2](#).

1.1.5 Evaluation team

9. The evaluation was undertaken by Forcier Consulting led by Sithabiso Gandure, a senior expert who has extensive evaluation experience in the fields of food and nutrition security, rural livelihoods, and resilience. Other team members included Ludovico Alcorta (Lead researcher, survey methodology, and data analysis expert), two country level researchers, and eight research assistants. The team was supported by Forcier's back-office Global Technical Team (GTT), including the provision of internal quality assurance, additional data analysis, and data-presentation expertise.

1.2 CONTEXT

10. The burden of extreme poverty in Southern Africa is large and growing, and the number of people facing extreme poverty is projected to increase by 40 million by 2040.⁷ The most rapid growth in absolute poverty is concentrated in the poorer countries of the region – i.e., Madagascar, Malawi, Mozambique, Zimbabwe, and Lesotho.⁸ Southern Africa suffers widespread food and nutrition insecurity. In July 2021, 47.6 million people were estimated to be food insecure in Southern Africa, which is a 5.5 percent increase from 2020, and is 34.3 percent above the 5-year average.⁹

11. Southern Africa is prone to recurrent, extreme climatic shocks, including droughts and floods, and eastern parts of the region are particularly vulnerable to cyclones.¹⁰ The impact of tropical storm *Chalane* and tropical storm *Eloise* in December 2020 and January 2021, respectively, affected livelihoods of over 270,000 people in Mozambique, Zimbabwe, Malawi, and Madagascar by destroying infrastructure and causing large-scale food insecurity.¹¹ Many parts of the region experienced good rainfall in 2020/21 except for southern and eastern Madagascar, which experienced severe drought, resulting in an increase in the number of food-insecure people in the country by 136 percent as compared with 2020.¹² In DRC, food insecurity increased by 25 percent from 2020, while in Zimbabwe there was a 46 percent decrease in the number of food-insecure people due to favourable rainfall conditions.

12. The onset of the COVID-19 pandemic occurred when the region's economies were already under strain, with dim growth prospects primarily due to lower commodity prices, drought, and power shortages.¹³ There was an alarming increase in urban food insecurity because of food supply-chain and trade disruptions caused by the pandemic. These disruptions and rising food insecurity had dire effects on national economies and general livelihoods.¹⁴

⁷ Institute for Security Studies, 2017: Extreme poverty set to rise across Southern Africa. <https://issafrica.org/iss-today/extreme-poverty-set-to-rise-across-southern-africa>.

⁸ [Poverty and Shared Prosperity 2020 \(worldbank.org\)](https://www.worldbank.org/en/indicators/SP.PV.CD).

⁹ <https://rvaaatlas.sadc.int/article/sadc-rvaa-synthesis-report-2021>.

¹⁰ SADC Food Security Early Warning System- Agromet Update 2020/2021. Agricultural Season Issue 03 January 2021.

¹¹ SADC Food Security Early Warning System- Agromet Update 2020/2021. Agricultural Season Issue 03 January 2021

¹² Ibid.

¹³ UNECA, 2020: Socio-economic impact of COVID-19 in Southern Africa.

¹⁴ SADC COVID-19 Regional Food, Nutrition and Livelihood Analysis, October 2020.

13. Conflicts in southern Africa and neighbouring regions have, over the years, resulted in the movement of millions of refugees who fled from the most affected areas and sought refuge in neighbouring countries. It is estimated that Southern Africa hosts 6.5 million internally displaced persons (IDPs) and 1.1 million refugees and asylum-seekers originating mostly from Rwanda, Central African Republic (CAR), Democratic Republic of Congo (DRC), Burundi and South Sudan.¹⁵ The international community, including WFP, has implemented in-kind and cash-based transfers to IDP and refugee communities in order to address immediate food and nutrition needs, resilience, and livelihoods across all locations to address root causes of displacement.

14. The expanding role of small- and medium-sized enterprises (SMEs) in food systems has been central to recent and unprecedented reductions in global poverty, hunger and undernutrition, and these systems are also likely to be the foundation of future progress.¹⁶ These SMEs include food processors, wholesalers, and retailers, and provide a range of services, from transport and logistics to the sale of inputs such as fertilizer and seeds to farmers.¹⁷

15. According to the 2019 Sustainable Development Goals Gender Index, Sub-Saharan Africa has an average regional index score of 51.1—the lowest scoring region globally in terms of gender equality. All challenges outlined above have a heavily gendered dimension, with women generally experiencing more detrimental impacts than men across nearly every sector. Food and nutrition insecurity in Southern Africa are directly correlated with gender inequality. Women in the SADC region contribute more than 60 percent to total food production and provide the largest labour force in the agricultural sector, but the majority of women receive a disproportionately low share of income.¹⁸ Many women engage in entrepreneurial activities that form part of the subject of this evaluation, but studies from the International Labour Organization (ILO) have shown that female entrepreneurs face many additional barriers due to gender norms, such as limited access to credit and limited financial literacy.¹⁹

16. WFP is committed to gender equality and women's empowerment (GEWE), hereafter referred to as *gender*, as outlined in the WFP strategic plan (2017-2021) and the WFP gender policy (2015-2020). Gender is an important part of national Government policies in southern Africa in accordance with the key United Nations commitments such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979), the Convention on the Rights of Persons with Disabilities (2007), and the social inclusion and the achievement of an inclusive society.²⁰

17. The relevant updated context in each country included in this evaluation is in [Annex 4](#).

1.3 SUBJECT BEING EVALUATED

1.3.1 Type and geographic scope of evaluation

18. This evaluation is a thematic evaluation of the contribution of WFP to market development and food systems in Southern Africa.²¹ The subject of the evaluation are the MDAs implemented as part of CBTs and related interventions. The evaluation covers the time-period from 2018 to 2021. Figure 1 and Figure 2 reflect the CBT achievements in percentages and absolute amounts of cash respectively in 2019 and 2020 for the five countries (Tanzania did not implement CBTs).

¹⁵ WFP Southern Africa Regional Refugee- Issue No 1- July 2021

¹⁶ Gunhild S and Shenggen F, 2020: The Global Food System under Radical Change. [132489.pdf \(ifpri.org\)](#).

¹⁷ AGRA. 2019. Africa Agriculture Status Report. <https://agra.org/wp-content/uploads/2019/09/AASR2019-The-Hidden-Middleweb.pdf>.

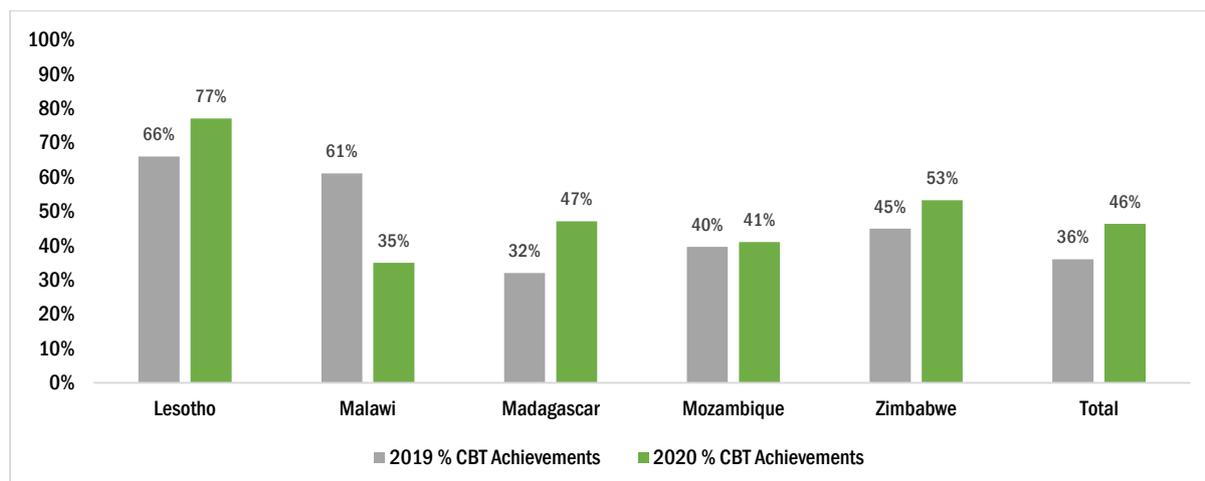
¹⁸ <https://rvaaatlas.sadc.int/article/sadc-rvaa-synthesis-report-2021>. [Accessed 18 August 2021].

¹⁹ [Promoting Women's Entrepreneurship Development and Gender Equality, Phase III \(ilo.org\)](#).

²⁰ See <https://www.ohchr.org/en/professionalinterest/pages/cedaw.aspx> [accessed 18 August 2021]; see also, <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities.html> [accessed 18 August 2021]; see also, <https://www.un.org/development/desa/socialperspectiveondevelopment/issues/social-integration.html> [accessed 18 August 2021].

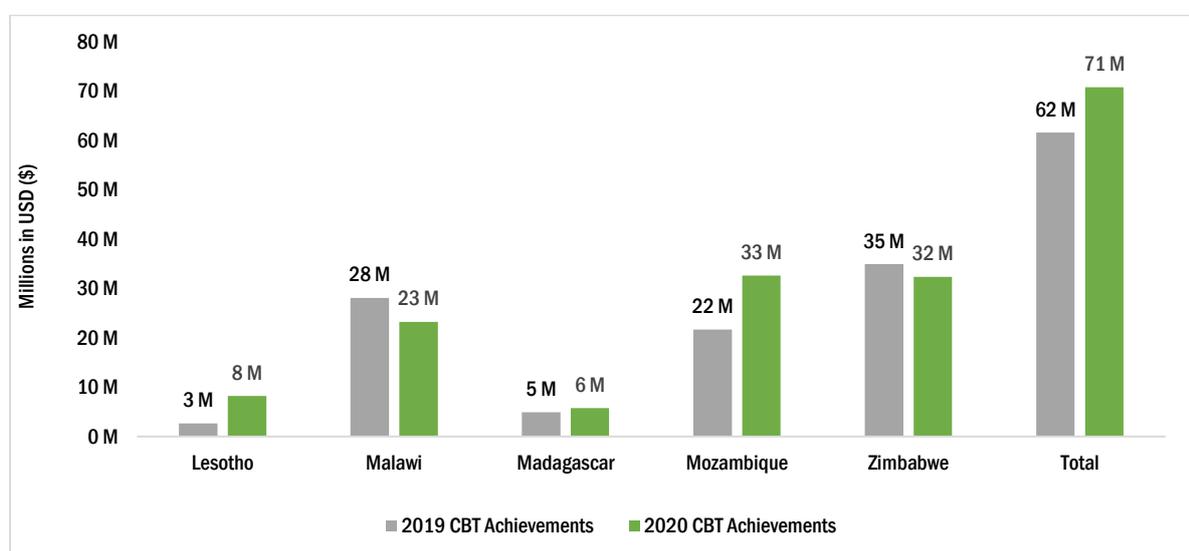
²¹ Food System is a complex web of activities involving food production, processing, transport, and consumption. Issues concerning the food system include the governance and economics of food production, its sustainability, the degree to which we waste food, how food production affects the natural environment and the impact of food on individual and population health.

Figure 1: Percentage of CBTs achieved in 2019 and 2020



Source: Annual Country Reports (ACRs) for 2019 and 2020

Figure 2: Amounts of CBTs achieved in 2019 and 2020



Source: Annual Country Reports (ACRs) for 2019 and 2020

19. Apart from Malawi and Zimbabwe, all the evaluated countries saw an increase in CBT achievements in 2020 compared to 2019, demonstrating the increasing use of CBTs and the importance of MDAs in this context. Due to shortages of food commodities, Malawi's use of CBT decreased, and the CO switched to food transfers to address food needs in the refugee camps. Similarly, in Zimbabwe refugee assistance was shifted to in-kind for 2019 and 2020 due to government's monetary policies.

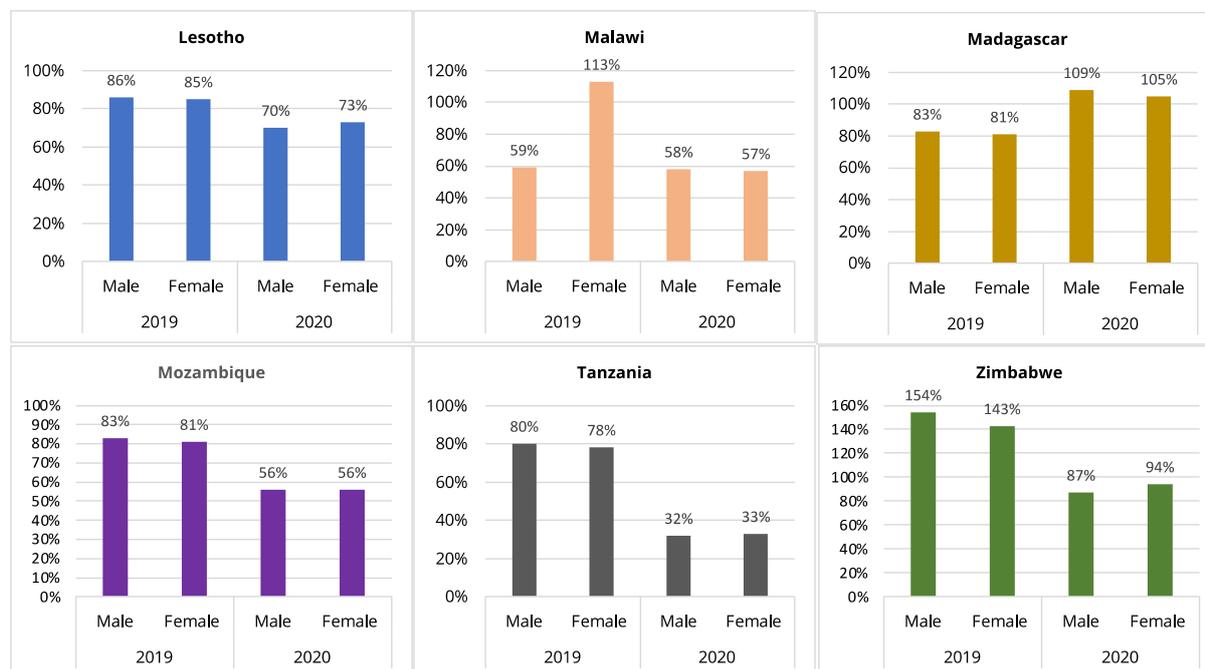
20. The CBT activities evaluated in this report are designed and implemented within the framework of the CSPs in each of the six selected countries in Southern Africa.²² The sub-national scope of the evaluation covered urban, peri-urban, and rural areas where CBTs and other relevant activities have been implemented. In Tanzania, the evaluation covered areas that have been affected by the implementation of supply chain activities. The MDAs do not have planned and actual outputs as they are either implemented as part of delivering CBTs or wider capacity strengthening activities. There is little gender disaggregated data related to MDAs and almost no wider inclusion data (including data on people living with disabilities across the six countries). The geographic location of the MDAs in each country are in [Annex 3.2](#) under methodology.

21. The exact numbers of people benefiting from MDAs were not readily available in all the evaluated countries, making it difficult to assess progress in this area. The changes in number of beneficiaries reached for all CSP activities in each country for 2019 and 2020 are provided in Figure 3. Apart from Malawi, in general, there are no gender variances in terms of beneficiary figures in the other five countries. Beneficiaries reached in 2020

²² The 6 CSPs have different timeframes: Zimbabwe, Mozambique and Tanzania are 2017-2020, the others 2019-2024.

generally decreased in all the countries except for Madagascar. As will be explained in the context section, Madagascar suffered from a humanitarian crisis in 2020, hence the increase in beneficiary numbers.

Figure 3: Changes in number of beneficiaries reached between 2019 and 2020



Source: Annual Country Reports (ACRs) for 2019 and 2020

22. The evaluation covered all MDAs led by WFP in the six selected country offices. These MDAs are implemented by different WFP functions including supply chain, programme and with support of the Regional Bureau (RB) and HQ where applicable. As stated in the Evaluation ToR, depending on the nature of WFP CBT programming and delivery approach in each country, the evaluation covered three main types of groups that benefited through the following intervention types:

- *Restricted Cash with specific MDAs linked to specific market actors (Lesotho, Mozambique, Zimbabwe)*, which include recipients of MDAs who include men and women retailers and partnering banks, mobile money companies and other actors.
- *Unrestricted Cash with/without specific MDAs (Malawi, Madagascar)* covering the beneficiaries/recipients of assistance through CBTs and some retailers within the markets where beneficiaries use the cash.
- *System strengthening without CBTs (Tanzania)* with activities benefitting government officials, private sector staff and other actors working within the supported institutions/sectors.

23. **Food Systems:** Critical to contribution of WFP to food systems are smallholder farmers and their linkages to SMEs. While smallholder farmers are not the core focus of this evaluation, the work done by WFP to link farmers to small- and medium-sized enterprises was reviewed, and emerging lessons were documented.

1.3.2 Objectives of Market Development Activities

24. The overall objective of MDAs is to identify and remove inefficiencies in the market system in order to improve price, quality, and service for the people served by WFP and their local communities.²³ MDAs ensure that the involved market actors can sustain the intervention-related gains after the end of WFP interventions. The MDAs also ensure that market actors continue to provide the best possible customer value after the interventions end.

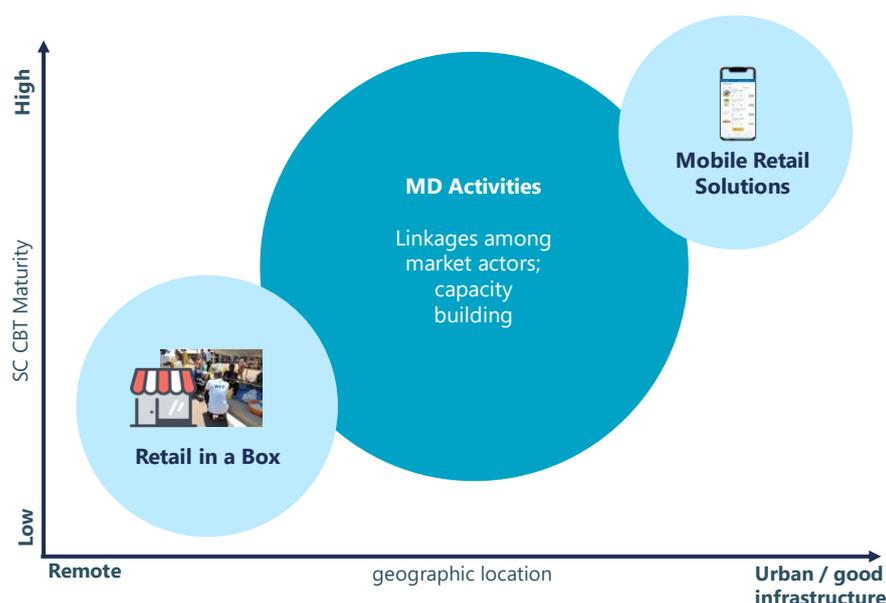
25. Consultations with WFP staff at inception revealed that the objectives of MDAs go beyond those of CBT interventions to address broader challenges in food systems.²⁴ The MDAs are therefore designed to provide three main services (i) market retail supply solutions, which can include shortening the supply chain (improving

²³ WFP Market Development Strategy document.

²⁴ WFP, 2018: Systemic Food Assistance WFP's Strategy for Leveraging Food Assistance to Improve Food System Performance. https://docs.wfp.org/api/documents/WFP-0000064159/download/?_ga=2.228909652.97850010.1614077998-200895806.1603798174

purchasing power) and kick-starting a market (retail in a box) (ii) strengthening capacity of key retail supply chain actors and (iii) partnering/engaging with external organizations and local authorities.²⁵ MDAs are developed based on each country's context and are prioritized based on market maturity (see Figure 4).

Figure 4: WFP market development matrix



Source: WFP Market Development Strategy

26. WFP assesses market functionality along 9 dimensions of 1) Assortment of essential goods, 2) Availability, 3) Price, 4) Resilience of supply chains, 5) Competition, 6) Infrastructure, 7) Services, 8) Food quality, and 9) Access and protection.²⁶ MDAs are designed to address weaknesses in all or some of these dimensions. As explained under the methodology, this evaluation used these dimensions as analytical framework for assessing WFP contribution to market development as presented in section 2.3.2. The definitions and how the evaluation used these dimensions as analytical framework for assessing WFP contribution to changes in market functionality are shown in table 1.

Table 1: Dimensions of market functionality

Dimension	Definition of dimension	How it was evaluated
Assortment and quality	Measured by stock availability of commodities at the time of the purchase and Quality is measured by food quality score of WFP engaged shops.	The evaluation considered perspectives of retailers in terms of changes in the number of distinct items on sale in the shop and changes in the quality of products sold.
Availability	Measured by the percentage of selected food basket that is in stock.	The evaluation examined changes in the scarcity of certain products in the market or shop.
Price	Measured by whether the price of selected food basket in WFP contracted shops are aligned or lower than other stores in the same market (can be "WFP engaged shops" in an unrestricted cash environment).	The evaluation assessed changes in prices of certain products and how the retailers' prices compare to the rest of the market.
Resilience of the supply chain	The supply chain resilience dimension evaluates both responsiveness and vulnerability of supply chains. Resilient supply chains underpin the regular supply of a market with goods despite potential disruptions, which is essential to a well-functioning market.	The evaluation assessed the changes in the retailers' abilities to meet demand, changes in the number of suppliers, changes in the access to smallholder farmers, wholesalers, or other actors within the value chain.

²⁵ WFP Market Development Strategy document.

²⁶ WFP Market Functionality Index (β-version) Technical Guidance, April 2020

Dimension	Definition of dimension	How it was evaluated
Infrastructure	Measured by the type and condition of the physical structures which host shops in addition to, for example, sewage system, electricity, or communication network.	The evaluation assessed changes in the state of infrastructure of shops
Service	Measured by the service provided while shopping as well as during check-out.	The evaluation assessed the changes in the shopping experience of customers including people receiving WFP assistance e.g., display, visible tags, number of forms of payments accepted, and the waiting time.
Competition	Evaluates if the number of traders in the market and the distribution of power among them guarantee a reasonable level of competition.	The evaluation examined the changes in the number of traders /retailers that control the market.
Access and protection	Measured market functioning for certain groups of people (both customers and traders) or for everyone.	The evaluation considered changes in access and protection for consumers (shop's connectivity to main roads, changes in security threats near and around shop for certain groups, social barriers, and physical threats for certain groups). The retailers were asked how access and protection has changed over the last two years.

Source: WFP Market Functionality Index technical guidance, April 2020

1.3.3 Gender and wider inclusion issues in market development activities

27. All the case study countries have not developed a specific approach on gender and wider inclusion dimensions for MDAs per se. The WFP Gender Policy (2015-2020) provides overall guidance on how to integrate gender equality and women's empowerment (GEWE) into all WFP activities including MDAs. A transformative approach to GEWE is advocated in all the CSPs to address unequal gender relations and inclusion issues such as disability, age, and socially excluded groups, but this is yet to be extended to MDAs. The CSPs state that the selection of transfer modalities will be guided by participatory assessments that include gender and age analyses. In addition, the CSPs advocate for a gender-responsive monitoring and evaluation system. However, all countries track the cross-cutting indicators at CSP objective levels, making it difficult to assess how gender is integrated into MDAs.

28. The specific subject of the evaluation for each country is summarized below.

Lesotho

29. CBT activities in Lesotho were planned to be employed under CSP *Activity 1: Strengthen the resilience of communities in shock-prone areas* and *Activity 5: Provide cash and/or food transfers to populations affected by shocks*.²⁷ In terms of agriculture market interventions, these were implemented under *Activity 6: Provide technical support to smallholder farmers and other value chain actors, particularly women, in climate-smart agriculture, food quality and safety, marketing of nutritious food and financial services*. WFP Lesotho uses small-scale retailers for commodity vouchers as well as mobile money (for unrestricted cash) to provide assistance to beneficiaries.

30. In 2019, the country office integrated gender and wider inclusion issues in the national guidelines for the public works programme.²⁸ The CBT and in-kind assistance included a social and behaviour change communication (SBCC) component focusing on improving the knowledge of women, men, girls, and boys on nutrition, HIV and AIDS, reproductive health, human rights, gender, and climate issues. In addition, WFP utilized retailer shops to discuss gender issues such as division of labour, harmful practices, and Gender Based Violence (GBV).²⁹

31. The evaluation assessed changes that happened to retailers, banks, and mobile companies and the extent to which WFP contributed to these changes. In addition, the evaluation sought to generate lessons on how WFP could strengthen the linkages of smallholder farmers to markets to enhance farmers' incomes and contributions to the local economy.

²⁷ Lesotho Country Strategic Plan (2019 – 2024).

²⁸ WFP Lesotho 2019 ACR

²⁹ WFP Lesotho 2020 ACR

Madagascar

32. Some CBTs were planned under *Activity 1: Provide food and nutrition assistance to vulnerable populations affected by crisis; Activity 2: Provide school meals in the central and southern regions of Madagascar and Activity 3: Provide undernutrition prevention in districts with high rates of undernutrition*. All CBTs in Madagascar are through unrestricted cash grants in which there are no direct relationships with specific retailers. The smallholder agriculture market support was implemented under *Activity 4: Strengthen smallholder farmers' skills and ability to access and use productive assets, climate information, financial services, and markets, to improve their livelihoods and resilience to climatic shocks*.

33. Food-assistance-for-assets (FFA) programmes were designed to empower women, from the choice of activities to the selection of participants.³⁰ To address GBV across its activities, WFP worked with the regional directorate for women's promotion, non-governmental organizations, and local authorities in the region to establish the GBV help line.³¹

34. The evaluation in Madagascar assessed the results of implementing unrestricted cash transfers, seeking to understand the contribution of WFP to specific market development outcomes. In addition, the evaluation sought to harvest lessons on process and design of MDAs where unrestricted cash is used as part of a national social protection response.

Malawi

35. CBT activities in Malawi were planned to be used under CSP *Activity 1: Provide cash-based and/or food transfers to refugees, malnourished persons, and the most vulnerable populations affected by seasonal shocks), Activity 3: Provide nutritious meals to school children in food insecure areas, and Activity 5: Provide resilience-building support, education and systems-strengthening services to smallholder farmers and value chain actors*.³² An unrestricted and immediate cash transfer modality was used in all CBT programmatic activities in Southern Malawi (Blantyre).

36. The country office's gender action plan for 2017–2020 embeds gender equality and women's empowerment in the CSP. WFP prioritized women as principal food and cash recipients for crisis response, the refugee operation, and resilience activities to help them have a voice in household decision-making on the use of their entitlements.³³ The budget includes gender-specific and mainstreamed gender activities under each strategic outcome, which amounted to 15 percent of the total budget for the five year plan.³⁴ These interventions have yet to be extended to other market actors in an unrestricted cash scenario.

37. The evaluation assessed changes that have occurred among small businesses and retailers benefiting from unrestricted cash delivered to populations benefiting from WFP assistance. In addition, the evaluation generated lessons that can inform the design of MDAs appropriate for the context. The evaluation also assessed the impact of WFP agriculture-market interventions on the incomes and food security of farmer association members.

Mozambique

38. CBTs in Mozambique were planned to be used under CSP *Activity 2: Provide technical assistance to the Government in making social protection programmes shock-responsive and hunger-sensitive and Activity 3: Provide cash and/or food transfers to vulnerable households affected by crisis and have subsequently been implemented in Activity 4: Strengthen the capacity of the government bodies responsible for the national home-grown school feeding programme*. The Mozambique country office has implemented CBTs through retailers since 2017 and has implemented MDAs in a structured manner, as guided by the WFP corporate guidance, since 2020.

39. In Mozambique, the evaluation assessed changes that happened to retailers working with WFP in ensuring food access to those receiving assistance. In addition, the evaluation sought to generate lessons on the WFP relationship with retailers who participated in the MDAs.

40. In terms of agriculture market interventions, these were implemented under *Activity 5: Provide capacity strengthening and technical assistance to government entities implementing the national strategy to combat stunting and micronutrient deficiencies and Activity 6: Enhance the aggregation, marketing, and decision-making capacities of smallholder farmers, with a focus on women*. The evaluation sought to produce lessons on how WFP could enhance linkages between smallholder farmers and markets to enhance the incomes of farmers and their contributions to the local economy.

³⁰ WFP Madagascar 2019 ACR

³¹ *ibid*

³² See, 2019 WFP Malawi Strategic Outcome 1: Crisis Response. See also 2020 WFP Malawi ACR. See also WFP Malawi Strategic Outcome 4: Resilience Building.

³³ Malawi 2019 and 2020 ACRs

³⁴ Malawi country strategic plan (2019–2023)

41. The gender component of the work of WFP is manifested through SBCC and gender-sensitive targeting of beneficiaries, such as through meeting the minimum proportion of women members in food assistance decision-making entities. Although 50 percent participation of women members was ensured across all community committees for food assistance, there is no data on the participation of women in MDAs.³⁵

Tanzania

42. WFP Tanzania did not have CBTs during the period covered by the evaluation. Instead, the Tanzania country office implemented supply chain interventions involving system strengthening with government officials, private sector staff and other actors working within the supported institutions/sectors. The supply chain systems strengthening interventions were implemented under CSP (2017-2022) *Activity 8: "Provide supply chain and IT capacity, expertise and services to Government and partners."* Smallholder agriculture market support was implemented under *Activity 5: "Provide value-chain support to smallholder farmers"* through several programmes including the United Nations (UN) wide Kigoma Joint Programme (KJP) and the value chain collaboration project between Enabel and WFP.³⁶

43. The promotion of gender equality and women's empowerment included gender assessments of general food distributions for refugees and the climate-smart agriculture project. These activities led to action plans to address obstacles to programme access and inclusion, particularly for women.³⁷ However, these approaches are yet to be extended to other supply chain market actors.

44. The evaluation assessed the results of interventions implemented under activities 5 and 8, seeking to understand the contribution of WFP to specific market development outcomes. Further, the evaluation intended to generate lessons and potential for integration of the supply chain work of WFP with smallholder farmers, as well as nutrition support and resilience building as means for enhancing Tanzania's food systems in general.

Zimbabwe

45. CBT activities in Zimbabwe were planned to be used under CSP *Activity 1: Provide cash and/or food transfers to the most vulnerable households affected by seasonal food shortages, Activity 2: Provide unconditional cash and/or food transfers and livelihood support for refugees in camps) and Activity 7: Support the creation and rehabilitation of assets for sustainable food and nutrition security.* WFP in Zimbabwe implemented CBTs through retailers for four years, albeit with limited MDAs implemented in a manner that was structured in keeping with WFP corporate guidance.

46. In Zimbabwe, the evaluation assessed changes that happened to retailers collaborating with WFP without explicitly designed MDAs, and the ability of retailers to ensure access to food by the people receiving WFP assistance. In addition, the evaluation generated lessons on the WFP relationship with retailers who participated in the urban response programme and explored the potential for multisectoral collaboration in the design and implementation of MDAs.

47. In terms of agriculture market interventions, these were implemented under CSP *Activity 5: Support the development of an efficient local food marketing and procurement mechanism and Activity 6: Enable farmer organizations to aggregate and market surplus production.* The evaluation generated lessons on how WFP could enhance the linkages between smallholder farmers and markets to enhance the incomes of farmers as well as their contributions to the local economy.

48. WFP emphasizes gender equality and women's empowerment across all its activities, although much is still required when it comes to MDAs. As part of activities to raise awareness of protection and gender-based violence issues, WFP conducted trainings with transport service providers, warehouse operators, warehouse superintendents and drivers involved in WFP activities.³⁸

1.3.3 Theory of change for market development activities

49. In the absence of a theory of change (ToC) for MDAs, the evaluation team constructed one to serve as a basis for this evaluation during inception and developed it further during data collection. This is presented in Figure 5 and table 2 below, to help conceptualize the subject of the evaluation. The ToC has four main impact pathways (supply chain capacity strengthening, food market system, unrestricted cash, and restricted cash activities) for MDAs which are interlinked and combine to contribute to sustainable markets required to achieve zero hunger. The overall statement of the ToC is the following:

³⁵ WFP Mozambique 2020 ACR

³⁶ The KJP was launched in 2017 to support local populations in refugee-hosting areas and is implemented by 16 United Nations agencies across six themes. WFP coordinates the agriculture theme and hosts six staff from other United Nations agencies in its sub-office in Kibondo. Enabel is the Belgian development agency in Tanzania.

<https://open.enabel.be/en/TZA/2157/1056/u/enabel-and-the-world-food-programme-partner-to-connect-kigoma-farmers-to-market-in-refugee-food-assistance-tanzania.html>

³⁷ WFP Tanzania 2020 ACR

³⁸ WFP Zimbabwe 2020 ACR

50. **IF** WFP works as coordinator with national Governments to implement MDAs activities [boxes 1-21] informed by market functionality index, market systems analysis and other multisectoral assessments **AND** there are sufficient skills and resources among WFP implementing partners (government, NGOs, financial institutions, retailers, private sector), adequate supply chain infrastructure, sufficient multi-year funding from donors and government, conducive institutional and policy frameworks, favourable climate and enabling country contexts **THEN** businesses, men, women, disabled and other groups (including smallholder farmers) will have improved capacity for bulk buying, improved management of inventories, stock, transport, and storage, increased access to credit, improved hygienic environments, food safety, improved access to markets, increased growth in business and performance, and related benefits amongst served communities **AND** people receiving assistance including those targeted by WFP will have increased access to lower and fairly priced food items, improved availability of quality and safe food items, improved access to a good customer experience, increased access to preferred products and increased operational compliance with WFP procedures [boxes 22-31] **THEN** food insecure populations including crisis-affected people will benefit from strengthened food market systems [box 24] and supply chains [box 25] **AND** Governments will have increased revenues and jobs in the local markets served by MDA interventions [box 29] **THEN** supported countries will have sustainable markets required to achieve zero hunger.

51. The ToC assumes that environmental and climatic factors vary by country context and can have a substantial impact on the success or failure of MDA implementation. For example, if a country finds itself in an emergency due to conflict or natural disasters, and the focus of WFP is on short-term immediate assistance, it might be more difficult to implement long-term sustainable MDAs. Alternatively, if the economy is doing well and the exchange rate is favourable to the dollar, it might be cheaper to import goods from abroad and stimulate demand, facilitating conditions for sustainable market development. The evaluation seeks to explore the context for each country to understand the effects of contextual factors on market development and their role in enabling or constraining the impact of WFP MDAs

Figure 5: Reconstructed Theory of Change for market development activities

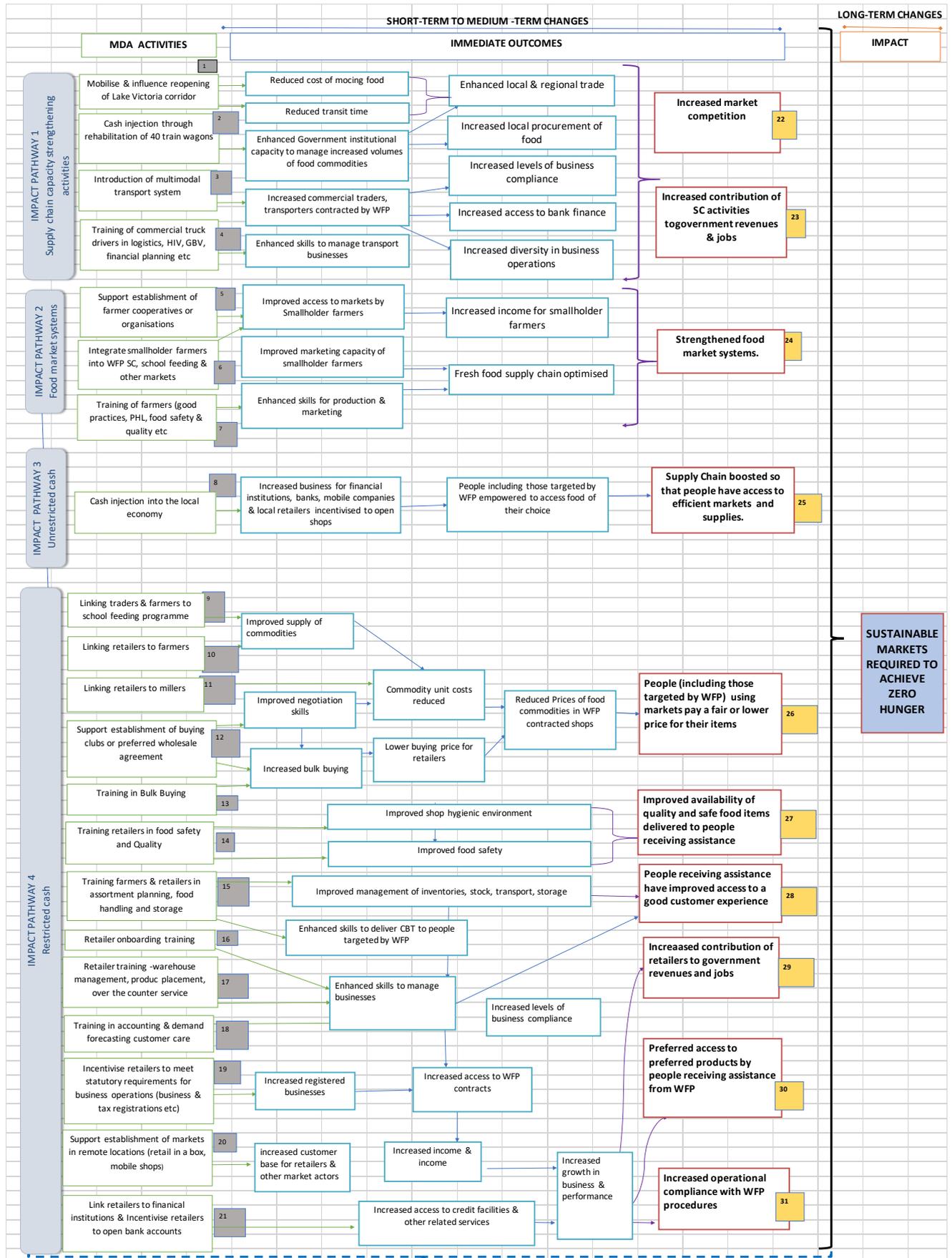


Table 2: Theory of change enabling environment

Conducive institutional and policy frameworks	Partnerships	Market and price monitoring	Gender equity	Evidence building	Investment on Infrastructure
<ul style="list-style-type: none"> - Capacity strengthening of county and national governments and partners on food systems. - Provide technical assistance to disseminate retail strategy at county and national levels. - Presence of legal frameworks that support market development 	<ul style="list-style-type: none"> - Research and development on modern technologies - Private sector initiatives for financial inclusion, marketing, and promotion of nutritious foods through retail. - Linkages with food assistance/social protection programmes - Private-public investment in supply chains (e.g., seed and market linkages, fresh food markets) 	<ul style="list-style-type: none"> - Beneficiary market information Platforms - Build on WFP’s Supply Chain and Market Assessments in designing high impact initiatives. - Market intelligence - Market monitoring, forecasting 	<ul style="list-style-type: none"> - Integrate SBCC in nutrition and Village Savings and Loan Associations (VSLA) groups. - Promote economic empowerment of women through Income Generating Activities (IGAs) - Gender Transformative approach to engage women and men in business and social roles. 	<ul style="list-style-type: none"> - Generate and disseminate solid evidence on market development models. - Invest in strong M&E for process, output, and outcome monitoring. 	<ul style="list-style-type: none"> - Complementary interventions are made in infrastructure, education & literacy, access to market information, sufficient product volume and market access.

Source: Reconstructed by the Evaluation Team

1.4 EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

1.4.1 Evaluation approach and criteria

52. This evaluation adopted a theory-based approach. In consultation with the country offices, the evaluation team designed a consolidated theory of change (ToC) for MDAs across the six countries under evaluation (shown in Figure 5 above). Causal linkages in the ToC were then tested, in relation to how WFP MDAs are intended to lead to long-term changes and contributions to market development, economic development, and systems strengthening. The evaluation team used the data from the retailer interviews to compare the theorized causal linkages with the perceived causal linkages reported by respondents. The main assumption assessed was the (in)direct positive effect of WFP interventions on market creation and welfare growth for retailers and beneficiaries. The evaluation recognized that any changes can only be partially attributed to MDA activities because market operations are always affected by the wider context. Therefore, the evaluation also sought to identify environmental and climatic factors that enhanced or constrained the effects of MDAs or had independent effects on market creation and welfare growth (addressed in evaluation question 3.6).

53. The evaluation matrix ([Annex 5](#)) details the evaluation approach, methodology, methods for data collection, methods for analysis of sub-questions, related indicators, and key sources of information. Using the evaluation matrix allowed for systematic triangulation of data. The overarching question this evaluation sought to answer was "What is the contribution of WFP to market development and food systems and how can such contributions be enhanced to contribute towards zero hunger?" The evaluation set out to answer the five evaluation questions posed by the ToR using the evaluation criteria of relevance/appropriateness, effectiveness, impact/contribution, and sustainability as shown in Table 3.

Table 3: Market development activities evaluation criteria

Criteria	Definition ³⁹	EQ
Relevance/ appropriateness	The extent to which the intervention objectives and design respond to beneficiaries' global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change. ⁴⁰	EQ1.1, EQ1.2, EQ1.3, EQ1.4, EQ1.5
Effectiveness	The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.	EQ2.1, EQ2.2, EQ2.3
Impact / contribution	Positive and negative, primary, and secondary long-term effects produced by a development intervention, directly or indirectly, and intended or unintended	EQ3.1, EQ3.2, EQ3.3, EQ3.4, EQ3.5, EQ3.6, EQ3.7
Sustainability	The extent to which the net benefits of the intervention continue or are likely to continue.	EQ4.1, EQ4.2, EQ4.3

54. Under each criterion, the evaluation addressed several key evaluation sub-questions that were developed by the evaluation team in close collaboration with WFP stakeholders (and which are reflected in the evaluation matrix ([Annex 5](#))). In addition, the evaluation identified key lessons that can be used to inform future strategic, programming, and operational decisions, and these are covered by evaluation question 5.1 in the evaluation matrix. Gender, equity, and inclusion of persons with disabilities were mainstreamed across the evaluation questions.

1.4.2 Data collection methods and tools

Desk review of literature

55. The evaluation team undertook an in-depth review of documents on MDAs implemented as part of CBTs and related agriculture interventions. Literature was sourced from WFP at the country office, Regional Bureau Johannesburg (RBJ) and Regional Bureau Nairobi (RBN) and headquarter levels, as well as from implementing partners. These included Annual Country Reports (ACRs), guidance documents on market development, supply chain and Smallholder Agricultural Market Support Plus (SAMS+), 2019 Regional and Local Food Procurement

³⁹ OECD DAC, 2019.

⁴⁰ Beneficiaries are defined as "the individuals, groups, or organisations, whether targeted or not, that benefit directly or indirectly, from the development intervention." Other terms, such as people receiving assistance may also be used.

Policy, Market Functionality Index (MFI) reports,⁴¹ Market System Analysis (MSA) reports, market monitoring, minimum expenditure basket monitoring, price monitoring, household level food security monitoring, retailer monitoring reports, retailer performance reports, After Action Review reports, and other assessments conducted through the retailer contracting process (see [Annex 15](#))⁴². The experiences of Kenya WFP Supply Chain pilot on retail and market development at Kakuma provided lessons that were also used to inform the findings of this evaluation.

Qualitative Impact Protocol (QuIP)

56. The standardized QuIP methodology and tool was used across country contexts to allow for cross-cutting analysis and conclusions to be drawn. Furthermore, the QuIP methodology is useful for understanding the main drivers of change in respondents' lives, irrespective of whether those drivers are related to the intervention being evaluated (background on the QuIP methodology can be found in [Annex 3.3](#)). This exploratory approach reduces the risk of confirmation bias and allows for more open-ended and more objective findings, which befit the nature of this formative evaluation. QuIP was applied in four countries (Lesotho, Malawi, Mozambique, and Zimbabwe) and consisted of up to 24 semi-structured questionnaire interviews per country, as well as 4 focus group discussions with retailers/market actors in each country. As no MDAs were implemented in Madagascar and Tanzania, the QuIP method was not applied in these countries. Instead, a traditional qualitative approach was used. The data collection tools are presented in [Annex 8](#). The sampling methodology and specific sites visited in each country are outlined further in [Annex 3.1](#).

57. The semi-structured questionnaire that was used was designed by QuIP-trained evaluators at Forcier, with inputs and feedback from WFP. The questionnaire was divided into nine domains relevant to the ToC that included: *assortment and quality of essential goods, availability, price of products, resilience of supply chain, competition, infrastructure, services, access and protection and community relationship*. The details of the domains covered in the questionnaire for different country contexts are in [Annex 4](#). For each domain, respondents were asked if there had been any change (positive or negative) in the respondent's business in the last two years. They were then asked what they see as the main driver of that change. Questions were designed to be broad and open-ended to allow the respondents to speak freely about what they believed to be significant changes in their businesses, their marketplace, and their lives. Additional questions were included to help the flow of conversation and to probe for any further details of change.

58. Researchers followed the QuIP interviewing technique, consistently asking respondents to share the perceived drivers behind any reported change. Closed-ended questions were used at the end of each questionnaire domain to capture the overall perception of changes in each area of the lives of respondents. Towards the end of the interview, respondents were asked to name and rank external organizations, groups, or projects they had interacted with and to detail their involvement with them. This element of the QuIP questionnaire provided further information about which organizations and interventions are at work in the community and their relative importance to respondents. See [Annex 8](#) for more details about the open-ended, closed-ended, and probing questions included in the questionnaire.

Non-QuIP key informant interviews

59. To address evaluation criteria regarding relevance, effectiveness, and sustainability, the QuIP interviews were complemented with additional key informant interviews. These interviews were carried out with WFP staff at headquarter, RBJ and RBN, and country levels, as well as with government and other stakeholders. The list of key informants was developed in consultation with each country office and differed in each country context. The people consulted in each country are listed at [Annex 7](#) and the tools developed for non-QuIP interviews are provided in [Annex 8](#).

1.4.3 Data analysis

60. The analysis in this report was guided by the ToC for MDAs developed at inception. Retailer key informant interviews (KII) and focus group discussion (FGD) transcripts were cleaned and put into a comma-separated values (CSV) format, which were uploaded for QuIP coding in Causal Maps (CM) software.⁴³ Each transcript was coded following the 'before', 'after', and 'causal link' (or why) format for CM. Codes were generated mainly based on country-specific contexts, but the linkages identified in the ToC were also used as a reference. Master code

⁴¹ The Market Functionality Index (MFI) is a quantitative measure designed by WFP's Research, Assessment & Monitoring (RAM) and Supply Chain (SC) Divisions to benchmark market functionality along the following nine dimensions: 1) Assortment of essential goods, 2) Availability, 3) Price, 4) Resilience of supply chains, 5) Competition, 6) Infrastructure, 7) Services, 8) Food quality, and 9) Access and protection.

⁴² (1) WFP. 2018. After Action Review Consolidated Report Pro-SHF Contract Modalities Pilot implementation in Zambia, Tanzania, Malawi, and Honduras 2017/2018 (2) WFP. 2020. Lesotho Crisis Response- March 2020 Process Monitoring Report (3) WFP retailer performance report- July 2021 (Maseru, Mokhotlong and Thaba Tseka).

⁴³ Causal Map is a new online research tool, a way to code, analyse and visualise fragments of information about what causes what. <https://causalmap.app/>.

lists were developed to ensure consistency between coders and country data. Data were also cleaned to provide consistency in the direction of relationships, or to explore nuances where consistency was not possible.

61. Data were then mapped with Causal Maps by illustrating trends, anomalies, and possible entry points. Robustness tests were performed on the main relationships under evaluation, focusing on the expected effects of WFP support. Finally, data maps were interpreted and analysed. In the causal map, the causal link is represented by an arrow linking causal factor 'a' with effect factor 'b'. The reason behind the causal link is gleaned from the quote associated to the causal link coded. The number of links represents the strength of the link, whilst the colour of the arrow represents the direction of the link. Green means a positive change in one factor led to a positive change in the other. Red means a negative change in one factor led to a negative change in the other. When arrows are coloured half in green and half in red, it means the factors were (at least partially) inversely linked. Even if only one link between factors is inverse and the rest are positive, the arrow will be coloured half in green and half in red.

62. The non-QuIP data, which includes data collected in Madagascar and Tanzania, from KIIs with WFP staff and stakeholders was analysed thematically using coding in Excel. The evidence generated involved a triangulation of data from the literature review, QuIP data and information generated from stakeholder consultations using KIIs. The non-QuIP data were triangulated across different stakeholder groups interviewed to identify similarities and differences of opinion, and to ensure the diversity of voice. In addition, the non-QuIP data was triangulated with the QuIP data to examine whether there were points of consensus between retailers and WFP staff or other relevant stakeholders regarding the impact of MDAs and environment factors on market creation and welfare growth. Triangulation here was important for successful implementation of MDAs because retailers had different priorities than WFP, which were not necessarily considered during the design phase of the interventions.

1.4.4 Limitations and ethical considerations

Limitations

63. The evaluation team identified several limitations during the inception phase which proved mostly accurate during the implementation of the evaluation research. Key limitations were as follows:

- Since the QuIP methodology usually involves 24 qualitative interviews, it cannot be held to be formally representative of the wider population. Thus, findings cannot be generalized across wider project target areas. Linkage "counts" are used to highlight trends in the data, but these should not be interpreted as being representative of a particular population other than those interviewed. On the other hand, QuIP findings offer an opportunity to learn from detailed perceptions of change in a carefully selected group.
- WFP approach to designing and implementing MDAs was varied across the countries, with Tanzania having no CBT at all while Madagascar had unrestricted cash with limited direct engagement with market actors. As there were no retailers to interview, the QuIP method was not applied in these two countries. Only non-QuIP data was collected from WFP staff and relevant stakeholders about general CBT and supply chain activities appropriate in the two countries.
- In general, the methodological focus on causal mechanisms makes it difficult to capture the seasonality and dynamic nature of changes in assortment, availability, and price. In order to have a direct cross-country comparison, QuIP interviews were targeted specifically at retailer respondents. This focus limited the reported impact of WFP interventions to drivers and effects that were perceptible to these stakeholders, so it was not possible to test the full depth of the theory of change. Gaps in the data were addressed with information from the non-QuIP interviews. However, additional rounds of QuIP interviews with other stakeholders (e.g., beneficiaries, wholesalers, actors in the supply chain) would have complemented the retailer interviews and allowed for further assessment of the theory of change framework.
- Blindfolded recruitment, which is a standard QuIP approach, posed a challenge to data collection. Respondents in Zimbabwe and Mozambique were sceptical of researchers who could not produce credentials from the organization responsible for the study. Replacements for these respondents were not available because of the limited pool of retailers who were working together with WFP. To mitigate this limitation, Zimbabwe interviews were conducted without blindfolding. In Mozambique, the data collection period was extended by two weeks to obtain consent from blindfolded respondents, but ultimately the evaluation team was forced to lift the blindfold for three interviews in Maputo and three interviews in Tete. In these interviews, WFP was more explicitly mentioned.
- Disaggregation under QuIP was not possible due to difficulties with systematically categorizing stakeholders, making it difficult to discern the differences between retailers and wholesalers (i.e., large retail chain stores, urban, rural, and peri-urban). The number of women retailers in the sector is generally small. As such, gender disaggregation of the data collection was not possible.
- Women were under-represented in the sample across all countries. However, retailers were randomly selected from the contact lists, so the proportion of women retailers in the sample should roughly reflect

the proportion of women retailers associated to WFP. Due to the logistical challenges outlined above and a lack of available respondents (in Mozambique, almost every retailer in the population was approached for an interview), it was impossible to set a gender quota to ensure female participation in the retailer interviews. Although there is a lack of gender disaggregated data, it does not detract from the results because the evaluation team found little to no variation in responses between women and men retailers.

- FGDs presented a major challenge in Mozambique, since most retailers did not have the time to leave their shops and commute to participate in group discussions. This meant it was not feasible to conduct FGDs with WFP-linked retailers. Instead, the researchers conducted FGDs with retailers in the provincial capital who were not engaged with WFP.
- In Lesotho, weather conditions posed a challenge to data collection. A snowstorm in the second week of fieldwork forced the researchers to pause data collection and work remotely until conditions allowed their return to the field. The geography of Lesotho was also a challenging factor that prevented the researchers from reaching more isolated areas, as the means of transportation were not efficient and time effective. To cover the interviews with retailers from those hard-to-reach areas, researchers conducted a few interviews over the phone and managed to meet with a few that were in the provincial capital at the time of data collection. In addition, due to the inefficiency of transportation in Lesotho, FGDs with sampled retailers were not viable, as they were not willing to commute to meet at a set location. As in Mozambique, the researchers in Lesotho conducted FGDs with retailers in the provincial capital who were not engaged with WFP.
- Even though most of the data collection went well in Malawi, the evaluation team faced challenges in certain locations to identify the respondents. In Dedza, Mponela, and Dzaleka Camp, the community was not cooperative in aiding the researchers to find the necessary respondents. In addition, when the retailers were found, they did not want to participate at first. Retailers were suspicious that the researchers worked for the government and were planning to confiscate their goods, mainly maize. However, when the team clearly explained who they were and the purpose of the research (without compromising the blindfold element, essential to the QuIP methodology), traders became willing to talk. The initial setback did not compromise the quality of the data acquired, as the evaluation team was able to have high quality interviews and discussions.
- COVID-19 restrictions in Madagascar meant that the country was on lockdown during the data collection period and that the evaluation team was only able to conduct remote interviews. Due to the lack of information regarding COVID-19 in Tanzania, the evaluation team considered it safer to conduct the interviews remotely. COVID-19 made scheduling difficult in other countries because respondents were working on rotational shifts and were not always in the office but did not inhibit the collection of data otherwise.
- The evaluation team worked remotely in Madagascar and Tanzania which made planning and carrying out data collection more time-consuming. A related challenge was achieving adequate engagement with diverse private sector, government officials, and farmers at the country level due to a lack of field presence of the evaluation team. To the extent possible, the evaluation team addressed the challenges outlined above by devoting extra time and effort to online stakeholder consultations.
- The MSA in Madagascar was conducted at the end of the evaluation process. Since the MSA report was not available at the time of writing the evaluation report, it limited the extent to which analysis could be made and conclusions could be drawn for this country.

Ethical considerations

64. Forcier signed the ICC/ESOMAR International Code on Market and Social Research, pledging to adhere to the highest ethical standards in research. As such, the evaluation was conducted in a process of free and uncoerced consent with absolute confidentiality and anonymity ensured for participants, and the right to withdraw at any time. The evaluation team trained their staff on safeguarding protocols and collected data with the highest ethical standards in terms of neutrality, participation, and confidentiality. The details of the ethical standards and how they were applied are reflected in table 4 below.

65. The evaluation team was cognizant of the ethical implications of conducting fieldwork during COVID-19 and strictly adhered to the national COVID-19 protocols in each country and to Forcier's own strict internal health protocols during data collection. Fieldwork staff were tested prior to starting with data collection. Where possible, interviews were conducted remotely, and where remote interviews were not possible, the respondent was asked for consent to conduct the interview in person, and the interviewer used personal protective equipment (PPE) and social distancing to minimize risk of transmission during the interview process.

66. WFP decentralized evaluations must conform to WFP and UNEG ethical standards and norms. Forcier's undertaking required safeguarding and ensuring ethics at all stages of the evaluation cycle. This includes, but is

not limited to, ensuring informed consent, protecting privacy, confidentiality, and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups and ensuring that the evaluation results is no harm to participants or their communities. The Evaluation Committee ([Annex 12](#)) and Evaluation Reference Group ([Annex 13](#)) ensure a credible, transparent, impartial and quality evaluation process.

Table 4: Ethical considerations, risks, and safeguards

Ethical issues	Risks	Safeguards
Confidentiality	Information and/or opinions collected by evaluation team can be attributed to names of people consulted.	The evaluation team stored all data collected in secure Forcier files with access restricted to the data analysts. The report does not include names or any other personal identification information.
Data protection	Data gathered during the evaluation are transferred to unauthorized users.	The evaluation team stored all data securely and transferred all data to WFP securely at end of assignment.
Impartiality	Evaluation team members may bias respondent responses by injecting their personal opinions during data collection, or they create discord among stakeholders by showing preference among them. Not all researchers were blindfolded	The evaluation team fieldwork staff was blindfolded to maintain impartiality and not insert their bias into interviews. Fieldwork staff were trained to stay neutral during data collection and not show preference for responses or between respondents.
Political and cultural sensitivity	Evaluation team members cause offence during data collection through interaction with stakeholders which maybe insensitive to informants' or readers' political views or cultural beliefs.	Evaluation team members, who are experienced evaluators, were given detailed reminder of Forcier's ethics policy. WFP country offices briefed the evaluation team on the political and cultural sensitivities in each country of study at inception.
Gender	Evaluation team members give insufficient attention to gender in their development of methods, data collection, analysis and report writing, either through gender-insensitive approaches.	The team leader has extensive experience in gender issues and concerns. The performance of the evaluation team was guided by the WFP gender policy and guidelines for integrating gender as well as Forcier code of conduct.
Protection	The evaluation team's engagement with stakeholders consulted including retailers and farmers may not show adequate respect for international protection principles.	Evaluation team members, who are experienced evaluators, were fully briefed, of full compliance with international protection principles in humanitarian contexts. Evaluation team members were trained on Forcier standard safeguarding protocols prior to fieldwork.
Inclusion	Evaluation team members give insufficient attention to disadvantaged groups such as people living with disabilities.	Evaluation team members were trained to be respectful and inclusive of all groups of participants and show no discrimination based on any physical, psychological, or social condition.
Quality assurance	Insufficient measures are in place to ensure that the final report fully represents the findings and conclusions of the evaluators.	WFP evaluation policy stresses independence and impartiality of findings, and this was guaranteed.

1.4.5 Gender, equity, and inclusion

67. Gender equality and disability inclusion were mainstreamed throughout the evaluation. Participatory methods of data collection in all the countries included focus group discussions with both men and women, where respondents of both genders were available. Interviewing methods did not discriminate against people with disabilities in any way. The QuIP questions clustered around "access and protection" elicited the most descriptive answers about what types of clients and customers could access the shop. Persons living with disabilities, elderly, and children were the most frequently mentioned specific categories of people accessing the market.

68. In general, the retail monitoring and performance reports were not gender and age disaggregated, except in Lesotho. While the country offices had gender disaggregated data of retailers engaged by WFP, this information was not captured in the reports. In Malawi, the Minimum Expenditure Basket reports did not present a gender-

and age-disaggregated sample and neither did their household food security bulletins. The evaluation team worked with the country offices in determining a gender representative sample of the people to be consulted where possible.

69. The study included respondents with direct engagement with or knowledge of the WFP programme in each country. Therefore, respondents reflected the existing demographic profile of programme implementation locations. To the degree that WFP programme participants are representative and inclusive of women, youth, or vulnerable groups—these groups were also represented in the sample. Most retailers engaged in the WFP programme are men, yet women participants were also included where they were present. Retailers all tended toward the same age category (35-50 years), so few age-wise differences in responses could be identified.

70. Each of the QuIP interviews included demographic data, including sex and age, for each respondent. Women represented a minority (32 percent) of the retailers consulted across the four countries. There were not enough women to make strong comparisons of women retailers' answers vis-à-vis men retailers' answer.

2. Evaluation findings

71. The evaluation findings and the evidence to substantiate them are presented below, organized by both evaluation criteria and evaluation questions (the Findings Conclusion – Recommendations Mapping is at [Annex 11](#)). At the time of writing this evaluation report, the ET did not have access to the Madagascar Market Systems Analysis (MSA) report to which analysis could be conducted to arrive at findings and draw conclusions on MDAs in Madagascar.

2.1 EVALUATION QUESTION 1: RELEVANCE

2.1.1 Introduction

72. Evaluation question 1 concerns the extent to which the relevance of MDAs and related interventions are informed by market inefficiencies in different country contexts. This section therefore identifies the MDAs that have been designed and implemented in the six targeted countries, assesses whether the MDAs and related interventions are in line with market inefficiencies identified during relevant WFP multisectoral assessments, examines the extent to which the identified MDAs and related interventions are relevant to the needs of targeted women and men in each country, and assesses whether the objectives of MDAs and related interventions are in line with national development policy frameworks for achieving zero hunger. This section ultimately draws conclusions about how WFP could enhance relevant market development programming in each country.

2.1.2 Which MDAs and related interventions have been designed and implemented in the six targeted countries?

73. Finding 1: WFP has developed guidance material on assessing market functionality, addressing market inefficiencies, retail engagement, smallholder markets support and food systems using experiences from different country contexts. The material is useful in providing broad guidance to market and agriculture development activities as separate sectors and not within a food system in its totality, to identify synergies, as well as facilitate the coordination needed to achieve them. A major gap in the guidance material is the lack of gender, disability, and inclusion issues in the frameworks and tools.

74. WFP's approach to market development can be traced back to 2015 when it was first introduced in Kenya. In 2015, WFP Supply Chain piloted its retail and market development approach at Kakuma Refugee Camp in Kenya.⁴⁴ Through a combination of cash-based assistance and providing private sector retail expertise and WFP supply chain knowledge to retailers and market players, WFP supported the local market growth and development in Kakuma. WFP engaged with the host government and local communities in these activities to strengthen their self-reliance. WFP delivers three types of assistance in Kakuma and Kalobeyei: unrestricted cash, restricted vouchers, and in-kind assistance. Since then, similar retail engagement models have been implemented for refugees in Cox Bazar in Bangladesh, in Syrian communities in Lebanon, and at Syrian refugee camps in Jordan.⁴⁵ The refugee camps were used to pilot and test different activities such as the preferred wholesaler approach model, training of retailers in financial planning through banks, supporting and building infrastructure, farmer service centres among many others.⁴⁶

75. According to the MDA strategy, MDAs are designed for the purposes of optimizing efficiency of local supply chains and strengthening the capacity of local market players. WFP does this through linking market actors, building capacity of market actors and enabling local partners implement MDAs for a sustainable solution. Other complementary activities such as technology, infrastructure, and physical tools can also be used to enhance MDAs, depending on country context, how developed a market is, capacity of actors, and access to technology.

76. Evidence gathered from WFP staff shows that the design of MDAs is a collective effort involving the headquarters, Country Offices, and other Regional Bureaux. The headquarters leads in the development of guidance materials and provides support in the design and implementation of MDAs. The WFP Business Process Model (BPM) and the CBT manual provide an overview of roles, responsibilities for implementing MDAs. It also provides general information to move from the assessment and analysis phase to creating a market development plan, designing activities, and measuring results. The 'how-to guides' provide case studies of how country offices implement common MDAs from setup to measuring results.

⁴⁴ WFP, 2020. Strengthening local supply chains and retail networks to improve the value of cash for vulnerable communities The Kakuma and Kalobeyei Model.

⁴⁵ Ibid.

⁴⁶ Kenya Retail Engagement Initiative- Overview 31.03.2021.

77. In terms of the Smallholder Agricultural Market Support (SAMS), WFP has developed revised guidance under the SAMS+. ⁴⁷ The SAMS+ model involves five main programmatic entry points for interventions addressing various types of value chain inefficiencies: 1) *Pro-smallholder buyers* entails capacity strengthening of buyers (either public or private) that are interested in procuring from smallholder farmers to generate a stable demand for quality products; 2) *Smallholder farmers* involves creating a supply-side push to increase smallholder production, marketable surplus, and competitiveness by smallholder farmers, encompassing enhanced productivity and quality of produce; 3) *Aggregators* comprises efforts to strengthen smallholder aggregation systems, such as farmers' organizations, cooperatives, warehouse receipt systems, traders, agro-dealers, etc.; 4) *Consumers* involves working with consumers to influence the way they access and utilize the food that is made available through the interventions along the other entry points; 5) *Market system* aims to address key value chain bottlenecks that prevent smallholder farmers and other value chain actors, in particular women, to fully engage and benefit from market linkages and includes advocacy on policies, laws and regulations around trade, institutional procurement, agriculture, quality standards, etc.

78. The existence of the above guidance to inform MDAs and smallholder markets development was highly appreciated by the WFP staff at the country office level. For example, in Lesotho, the country office used the guidance on *how to build a buying club, how to prepare a supplier preferred agreement and how to build a fresh food market*, which were developed by the headquarters markets division to design their MDAs. Mozambique and Madagascar country offices worked with assistance of the headquarters to conduct Market Functionality Index (MFI) assessments and Market Systems Analysis (MSA) that informed the design of MDAs. In Madagascar, the MSA is yet to inform the design of MDAs. However, there was concern among a few WFP staff that some of the guidance is rather high level and not relevant to country contexts. In this regard, to address contextual issues, the Lesotho country office developed local procurement guidelines to increase the quantity and quality of locally procured food commodities for the National Home-Grown School Feeding Programme and other markets as well as guidelines for bulk buying for retailers. ⁴⁸

79. Besides the guidance being high level, there were calls by WFP staff consulted for better integration of guidance frameworks and tools which have been developed separately by different units. Based on the WFP staff sentiments, there is still need for alignment of frameworks and tools between supply chain, markets, and smallholder agriculture markets divisions within a food systems approach. This is something that headquarters has already started considering so that the supply retail engagement work can be better integrated within a broader value chain approach and be better reflected within the new corporate strategic plan under development. The market development guidance on the implementation of MDAs in unrestricted cash environment is being drafted and will supersede the interim guidance for supply chain in unrestricted cash. ⁴⁹ Moreover, it is aiming to cover market development in any transfer modalities where WFP is present. Apart from recognizing the role of women in retail business and agriculture, a major gap in the guidance material is the lack of gender, disability, and inclusion issues in the frameworks and tools.

80. Finding 2: The country offices have designed and implemented a varied collection of MDAs across the six countries. MDAs linked to specific market actors (Lesotho, Mozambique) are generally more developed and follow corporate and country specific guidelines. WFP in Zimbabwe has not been implementing explicitly designed MDAs with specific objectives except retailer onboarding training. However, retailers have been supported on an as-needed basis. MDAs under unrestricted cash (Malawi and Madagascar) without any specific linkage to market actors are yet to be developed. Tanzania designed and implemented MDAs focusing on capacity strengthening activities of various supply chain actors. The agriculture MDAs of WFP to address demand and supply challenges of smallholder farmers follows corporate guidance in their design and implementation across the 6 study countries.

Retail engagement MDAs

81. Of the six study countries, only Lesotho and Mozambique have designed and implemented explicit MDAs following the stated WFP corporate guidance material.

Lesotho

82. The WFP project staff identified seven interrelated MDAs that were implemented over the evaluation period (see table 5). The country office implemented MDAs mainly with government and service providers, which included bean packers, farmers, millers, and banks. In terms of funding, MDAs in Lesotho did not received consistent allocations between 2018 to 2021 due to various reasons that will be explained under the activities below.

⁴⁷ WFP Smallholder Agricultural Market Support Plus (SAMS+)- A demand-driven value chain development model that promotes sustainable local food systems. May 2021.

⁴⁸ See, Lesotho Local Food Procurement Strategy (2019-2024), November 2019. See also, Bulk buying club guide for retailers in Mphahle's Hoek and Quthing District (Toolkit with best practices).

⁴⁹ WFP, 2019. Supply Chain in unrestricted cash Interim Guidance- Supply Chain CBT and Markets (OSCT).

Table 5: Estimated costs of implementing MDAs in Lesotho

Type of MDA	Estimate Cost (US\$)			
	2018	2019	2020	2021
Buying clubs	0	1 000	800	1000
Sensitization of retailers	0	3 000	2 000	2 000
Linking retailers with farmers	0	1 000	0	0
Linking retailers with Lesotho Flour Mills and bean packers	0	6 000	0	0
Linking retailers to banks	0	500	0	0
Linking farmers and traders to School Feeding (local purchase)	5 000	9 000	0	0
Training of retailers and farmers on food handling, safety and quality	8 000	1 200	600	0

Source: WFP Lesotho Country Office

83. (i) *Buying clubs*: WFP implemented capacity strengthening activities of retailers by organizing them into buying clubs as means for reducing prices of commodities for the end consumers. Participants of a bulk buying club are involved in the planning, shopping, sorting, and delivering of the commodities. According to the guidelines developed by WFP Lesotho, these buying clubs can either be formal or informal.⁵⁰ Formal ones register as an association or cooperative with the Ministry of Small Business Development, Cooperatives, and Marketing. The intervention helped owners of small shops negotiate better wholesale deals based on their total aggregated purchases.⁵¹

84. (ii) *Sensitization of retailers regarding national statutory requirements*: WFP trained retailers on legal requirements such as the registration of shops and compliance with payment of taxes.

85. (iii) *Linking retailers with farmers*: WFP facilitated linkages between retailers and farmers/producers to address issues of shortages during the lean season assistance. In 2020, the retailers were linked to vegetable farmers and egg producers (though not on a large scale) to ensure availability of the commodities and to meet the increase in demand. According to WFP project staff, these linkages brought economic benefits to both farmers and the retailers.

86. (iv) *Linking retailers with Lesotho Flour Mills (LFM) and bean packers*: Retailers trained on bulk buying usually register a license under one retailer who then purchases commodities from the miller on their behalf.⁵² This allowed the retailers an opportunity to purchase in bulk directly from the miller rather than the wholesalers.⁵³ In 2019, the crisis response intervention linked 29 percent of retailers that it had partnered with to Lesotho Flour Mills, allowing the retailers an opportunity to purchase in bulk directly from the miller rather than the wholesalers.⁵⁴

87. (v) *Linking retailers to Banks*: WFP partnered with Standard Lesotho Bank and Lesotho Post Bank (LPB) to deliver cash to people assisted by WFP and to help improve working capital of retailers so that they can access loans. Standard Bank is the leading bank in terms of number of branches held, while LPB operates in both urban and rural areas and provides a high number of financial services making them both ideal for the delivery of CBTs.

88. (vi) *Linking farmers to the school feeding programme through local purchase*: Out of all MDAs in Lesotho, this is the most developed, dating back to 2007/2008 when it was piloted under the Purchase for Progress (P4P) programme.⁵⁵ Under P4P, WFP purchased 44 metric tons (mt) of beans from small-scale farmers supported by

⁵⁰ WFP Lesotho, 2019. Lesotho guide to retailers in Moleleke's Hoek and Quthing on the rules and regulations on the bulk buying.

⁵¹ Lesotho ACR, 2019.

⁵² Lesotho WFP CO- Retailer stories on market linkages.

⁵³ Ibid.

⁵⁴ Lesotho Annual Country Report, 2019

⁵⁵ Under P4P, WFP works closely with governments to help them purchase from smallholder farmers to meet the needs of public institutions, such as schools and hospitals.

“Growing Nations”, a local NGO.⁵⁶ In 2014, the pilot was extended to the school feeding programme, under which WFP developed local purchase guidelines for both grains and vegetables for the Ministry of Education and Training. The review of the 2014 pilot⁵⁷ identified challenges around logistics of transporting, storing, and processing food commodities, food quality and safety testing, food scarcity in the targeted area, and food pricing practices among others.

89. In 2019, WFP purchased 306 mt of beans directly from six farmer organizations.⁵⁸ In 2020, WFP handed over school feeding and phased out the local purchase initiative, hence no funding was allocated by the country office to this activity (see table 5). During this time, WFP emphasised the need for continuous capacity development of farmers in various elements of local purchase, development of pricing guidelines, promotion of climate smart agriculture, the need to link farmers to other structured markets amongst others.

90. Through local purchase, WFP promoted market access for women by ensuring that women farmers were recruited into the organizations. WFP also carried out gender sensitization to increase participation of women in farmer organizations meetings, leadership positions and in contract negotiations. However, a follow up assessment conducted in 2019 showed that the proportion of women who sold in aggregation was less than a quarter of sales in four organizations (except Itjare Sehoai where the proportion was higher than a quarter).⁵⁹ Since then, WFP sensitized farmers to ensure that at least 50 percent of the farmers selling food commodities are women, and WFP trained women farmers organizations to ensure more equitable access of inputs and services.⁶⁰ These efforts have the potential to improve access of women to markets but the country office has not been able to assess progress in this area.

91. (vii) *Training farmers and retailers on food handling, safety, and quality*: WFP sensitized and trained farmers on the local purchase initiative and WFP procurement process, quality requirements and food safety, basics on post-harvest handling and storage, market information, pricing, and group marketing. In addition, WFP provided weighing scales and sewing machines, branded bags, and transportation.

Mozambique

92. According to WFP project staff, there are four MDAs that have been designed and implemented by the country office and these include:

93. (i) *Market Systems Analysis (MSA)*, conducted to understand the price fluctuations in areas within Pemba where Internally Displaced Persons are located. The MSA focused on the main staples of households in Mozambique and identified what the bottlenecks in the supply chain were. It provided WFP with an assessment of retailer capacity.

94. (ii) *Retail-in-a-box (RIAB)*, designed with the purpose of bringing the market to beneficiaries by creating pop-up shops in resettlement camps. The central idea of RIAB is to bring the mobile markets closer to beneficiaries in order to reduce beneficiary travel time and to stimulate local economies that include farmers, retailers, and markets. The objective of the pilot was to establish three retail shops in the Masquil Alto resettlement camp. A second retail-in-a-box is currently being piloted in Cabo Delgado.

95. (ii) *Retailer training* in Sofala aimed to prevent overcrowding and improve the shopping experience in shops working with WFP. The training focused on new warehouse management and product placement formats and improving the over-the-counter service. WFP partnered with a German institute (Metro Group) to develop four modules for the training.

96. (iii) *Mobile shops* were supported to act as mobile extensions of the physical shops, with refrigerators, freezers, and a limited assortment of products. The infrastructure allowed them to cater for all of beneficiaries' basic needs and remove beneficiaries' costs of transportation to get to the physical shop. Mobile shops were implemented in Pemba and Montepuez.⁶¹

97. The RIAB comprises the largest cost component of MDAs and covers 2020 and 2021, followed by retailer training in Sofala. The estimated costs of implementing MDAs and related interventions in Mozambique is shown in table 6.

⁵⁶ Lesotho Local Food Purchase Mission Report, May 2014.

⁵⁷ Kabaluapa, M (2015): Review of the Local Food Purchase Pilot Project, WFP Lesotho Country Office, January 2015.

⁵⁸ Lesotho 2019 Annual Country Report

⁵⁹ Lesotho local purchase for school feeding farmers follow up assessment, May-June 2019.

⁶⁰ Lesotho After Action Report June 2020

⁶¹ 2020, Mobile Shops Brief, August 2020.

Table 6: Costs of implementing MDAs and related activities in Mozambique

Type of Activity	Estimate cost (US\$)	
	2020	2021
Market Systems Analysis	3 500	
RIAB	100 000	100 000
Retailer training in Sofala	10 000	
Mobile shops support	2 000	
IRR Kits	3 500	

Source: Mozambique Country Office

Zimbabwe

98. WFP in Zimbabwe has not been implementing explicitly designed MDAs with specific objectives except retailer onboarding training. However, retailers have been supported on an as-needed basis. According to project staff, since 2017, WFP established partnerships with over 50 retailers including large chain-stores and single smaller stores across the country to deliver CBTs to the targeted people. Mobile money was the primary cash disbursement modality in Zimbabwe until government banned bulk payments in June 2020, which forced WFP to switch payment modalities to cash through remittance exchange, and SCOPE⁶² E-Voucher.⁶³ The retailer onboarding process takes place after the contract has been signed between WFP and the retailer. The purpose is to communicate the contract's objectives, explain WFP performance management processes, and explain the performance expected of the retailers (compliance with contract requirements).⁶⁴

99. The costs for monitoring visits each year is US\$ 12,000 or more except for 2020 where it dropped to US\$ 3,000 due to COVID-19 (see table 7). There is consistent allocation towards retailer onboarding and training which provides an opportunity for the country office to identify market inefficiencies as well as how these could be addressed and supported by WFP and partners.

Table 7: Costs of implementing MDA related interventions in Zimbabwe

Type of Activity	Estimate Cost (US\$)			
	2018	2019	2020	2021
Retailer Contracting/onboarding	6 000	4 500	3 000	4 000
Retailer trainings	1 500	1 500	2 000	5 000
Monitoring visits	12 000	12 000	3 000	15 000
Other capacity strengthening activities	2 000	2 000	5 000	7 500

Source: Zimbabwe country office

Madagascar

100. As already stated, Madagascar and Malawi have not had a direct relationship with retailers but have instead delivered unrestricted cash in selected markets. The country offices have yet to develop suitable MDAs for market actors based on detailed market diagnosis as guided by the corporate unrestricted cash guidance which is under finalization.

101. In the process of designing MDAs, the Madagascar country office conducted a Market Functionality Index in the eight southern districts affected by the drought between November and December 2020.⁶⁵ A second Market Functionality Index was conducted in three regions (Anosy, Androy, and Atsimo-Andrefana) in June 2021. The

⁶² SCOPE is WFP's beneficiary information and transfer management platform. It facilitates the tracking of distributions with assurance, from beneficiary registration to reconciliation and reporting.

⁶³This is disbursed through a Global Long-Term Agreement (LTA) with Western Union activated to do US\$ cash disbursements. This is a WFP in-house solution implemented in partnership with chain and single stores across Zimbabwe.

⁶⁴ Retail Performance Management Guidance, Supply Chain CBT, and markets, 2019.

⁶⁵ Madagascar MFI Draft report, 2021- Rapid assessment of markets in the eight southern districts affected by the drought.

country office finalized the pilot of the Market Systems Analysis in August 2021 that is supposed to inform the design of MDAs in the context of unrestricted cash transfers.

Malawi

102. The CBT and agriculture market interventions implemented in Malawi over the evaluation period are reflected in table 8. All the CBT market related activities are implemented as part of lean season assistance, FFA and the Integrated Resilience Programme (IRP). Malawi's 2018 lean-season assistance provided complementary cash transfers across 11 districts, using mobile and financial service providers (with transfers received through a recipient's phone). Monthly cash transfers in Dzaleka Camp to refugees and asylum seekers were delivered through bank transfers, which could be withdrawn via My Bucks—a financial service provider located inside the camp. Under Food Assistance for Assets (FFA), WFP used food and CBTs, to cover immediate food needs while participants built or maintained assets to improve their livelihoods, such as community gardening, bee-keeping, and reforestation.

103. In 2020, WFP increasingly shifted its assistance modality from food to CBTs across its activities. This shift resulted in an increased emphasis on market analysis, retailers, and financial service providers' capacities under an unrestricted cash environment. WFP has also been working with NICO insurance and PULA on agricultural insurance products, thus driving the demand for insurance products in rural areas for smallholder farmers in Malawi.⁶⁶ Agriculture market interventions revolved around the home grown school feeding (HGFS) activities that entailed training district price-setting committees, linking farmers to HGFS, and linking of farmers to agro-dealers and digital finance products. These activities are summarized in table 8 below. The HGFS was not implemented in 2021 due to COVID-19, but it is expected to re-start in November 2021. However, the country office is yet to develop MDAs aimed at retailers and other market actors.

Table 8: CBT and agriculture market interventions in Malawi

Activity	Year	Area/District/Province	Estimated number of beneficiaries
CBT Market intervention activities	2019 -2021	Balaka, Chikwawa, Nsanje, Phalombe and Zomba	47 433 (2018) 113 553 (2019) 66 994 (2020)
Hermetic Grain storage bag trainings	2018	Dedza, Nsanje, Chikwawa, Machinga, Balaka & Blantyre	1500
District Price Setting Committees trainings (HGFS)	2019	Salima, Mangochi, Dedza, Phalombe	25 (schools reached)
Post-Harvest Losses training	2020 and 2021	Blantyre, Balaka, Chikwawa, Mangochi, Machinga, Nsanje, Phalombe and Zomba	25 000
Linking farmers to HGFS	2019 & 2020	Dedza, Salima and Mangochi	2500
Linking farmers to agro-dealers and digital financial products	2021	Mangochi	1 000
Insurance	2018-2021	Balaka, Machinga and Zomba	36 968 (2018) 39 666 (2019) 67 276 (2020)

Source: Malawi Country Office

104. According to corporate guidance on use of unrestricted cash transfers, when WFP implements unrestricted cash transfers (as in the case of Malawi and Madagascar), the objectives of supply chain continue to revolve

⁶⁶ See <https://nicogeneral.com/agriculture/>. Pula is an agricultural insurance and technology company that designs and delivers innovative agricultural insurance and digital products to help smallholder farmers endure yield risks, improve their farming practices, and bolster their incomes over time. <https://www.pula-advisors.com/>

around maximizing the purchasing power of beneficiaries, optimizing the shopping experience, meeting nutritional goals, and contributing to market efficiency and resilience.⁶⁷ The major gap expressed by the WFP staff consulted is the lack of guidance on how to design and implement MDAs in an unrestricted cash setting.

Tanzania

105. The supply chain strengthening activities in Tanzania involved the following five components:

106. (i) *Supporting the re-opening of the rail-lake-rail corridor* on Lake Victoria, through negotiations and meetings with various stakeholders.

107. (ii) *WFP injected cash into the economy* through the rehabilitation of 40 out-of-service wagons of the Tanzania Railway Corporation (TRC). In 2019, almost 200,000 mt of food were transported during the year for WFP's food assistance programmes in Tanzania and neighbouring countries, resulting in an injection of over US\$ 43 million into the national economy.⁶⁸

108. (iii) *Supporting the Tanzania Railway Corporation in introducing the multimodal transport system*. Through multimodal transport, TRC acquires complete projects i.e., from the Dar es Salaam port to the destination warehouse of the customer by subcontracting commercial trucks which will allow them to bring return-cargo to the port in the same manner. The TRC signs a contract for the entire journey of the shipment, covering road and rail transport. The TRC is thus held liable for the movement of their freight and meeting delivery requirements. The system offers much more than simply rail, marine, and road transport services to customers, it also serves as an economic corridor for Tanzania, Uganda, and South Sudan.

109. (iv) *Strengthening the supply chain capacity of commercial traders and transportation using WFP time bound and tonnage contracts*. Through the multimodal system, commercial traders have been brought into the TRC business. WFP is also contracting these commercial traders to move humanitarian supplies to refugee camps within Tanzania and WFP warehouses in Dodoma and Isaka and further transportation across the borders. The transporters are engaged using two contractual arrangements: the time bound (which is renewable every four months), and the tonnage bound (which is seasonal). At the time of data collection, project staff indicated that a total of 14 transporters were contracted by WFP. There are high gender disparities in ownership and management in the transport sector and in the private sector in general. Data from WFP records showed that, of the 27 shareholders in these respective companies contracted by WFP, 7 were women. Further, of the 34 Directors or Managers in the same companies, only 9 were women.

110. (v) *Training of commercial truck drivers* in collaboration with the University of Dar es Salaam Business School (UDBS). The work of WFP on building capacity of truck drivers was implemented to address challenges generally faced by truck drivers. These challenges include poor nutrition due to bad eating habits, exposure to HIV/AIDS and Ebola, knowledge gaps on port, road and safety regulations, and cross border trade etiquette. Other issues such as gender and personal financial management were expected to improve drivers' personal relations at the family level and increase stability and prosperity of drivers' households.

Smallholder agriculture market support

111. Between 2018 and 2021, WFP supported agriculture market development from both the demand and supply side across the six study countries (see Table 9 below). Smallholder agricultural market support is provided by WFP in partnership with the Government, United Nations partners, NGOs, and the private sector. For example, Mozambique worked with the private sector (AgroZ) to introduce hermetic storage technologies to smallholder farmers, schools, and local communities in targeted areas. Farmers were able to use the hermetic bags to safely store their agricultural products to sell during the lean season when prices are more favourable. In Tanzania, WFP provided value-chain support to smallholder farmers through several programmes including the United Nations (UN) wide Kigoma Joint Programme (KJP) and the value chain collaboration project between Enabel and WFP.⁶⁹

⁶⁷ Supply Chain in Unrestricted Cash Interim Guidance Supply Chain CBT & Markets (OSCT), October 2019.

⁶⁸ 2020 Tanzania Annual Country Report

⁶⁹ The KJP was launched in 2017 to support local populations in refugee-hosting areas and is implemented by 16 United Nations agencies across six themes. WFP coordinates the agriculture theme and hosts six staff from other United Nations agencies in its sub-office in Kibondo. Enabel is the Belgian development agency in Tanzania.

<https://open.enabel.be/en/TZA/2157/1056/u/enabel-and-the-world-food-programme-partner-to-connect-kigoma-farmers-to-market-in-refugee-food-assistance-tanzania.html>.

Table 9: Smallholder agriculture market activities in the six study countries

Country	Agriculture market activities
Lesotho	Conducting training and conducting direct negotiations with farmer organizations during the procurement of food commodities.
Madagascar	Increasing production capacities of targeted low-income rural smallholder farmer organizations (SHFOs), fostering their linkages to formal markets.
Malawi	Improvement of product quality, strengthening the capacity of irrigation schemes, and collective marketing to gradually support Food for Assets participants in farming as a business, linking farmers' organizations to supply schools, supporting in hermetic grain storage technologies, and providing trainings to reduce food losses and risk of aflatoxins.
Mozambique	Introduction of hermetic storage technologies to smallholder farmers, schools, and local communities in targeted areas. Technical support to link smallholders and agro-processors to schools.
Tanzania	Integrating smallholder farmers into the WFP supply chain commodities and other markets, developing infrastructure, providing quality management equipment, and developing capacity of smallholder farmers.
Zimbabwe	Training of farmers on collective marketing and post-harvest management and storage; facilitating farmers' access affordable agricultural input loans, training farmers in small grain production, good agricultural practices, post-harvest management, and climate smart agricultural techniques; providing advice on financial literacy and credit management; and linking farmers to markets through WFP tenders and a mobile eco-farmer platform.

Source: 2018, 2019 and 2020 ACR reports for the six countries, key informant interviews with WFP and external stakeholders

2.1.2 Are objectives of the MDAs and related interventions in line with the market inefficiencies identified during relevant WFP multisectoral assessments

112. Finding 3: Country offices conducted diverse market and monitoring assessments regularly to inform CSP activities including CBTs, retail engagement, smallholder farmer and resilience interventions. The level at which these assessments are utilized varies between countries. Usually, the assessments have largely informed the design and implementation of MDAs and agriculture market interventions. While in some cases, the assessments have not been comprehensive enough (including mainstreaming gender, disability, and other groups) to allow for appropriate actions to be taken to address the market inefficiencies identified. Capacity gaps in conducting multisectoral assessments have been identified in some countries.

Lesotho

113. The Lesotho Vulnerability Assessment and Mapping (VAM) / monitoring and evaluation unit worked with government partners to conduct several market and monitoring assessments. The process monitoring and retailer performance monitoring has been conducted since 2019. The process monitoring collects data on services to beneficiaries, prices, quality of the food basket, assortment of the commodities offered, retailers' satisfaction and challenges of the CBTs. According to the country office staff, retailer monitoring was started in 2020 and assesses the compliance of shops with WFP-agreed contractual agreements. Some of the challenges highlighted in the retailer performance monitoring were around shops not clearly marking items with proper price tags or price tags not matching the actual price.⁷⁰ A Market Functionality Index was conducted in 2020 but due to the complications in the methodology and limited capacity in terms of manpower, the country office decided to integrate the MFI indicators within the national government coordinated 2021 Lesotho Vulnerability Assessment Committee (LVAC) assessment. Although the market functional analysis component of the LVAC is yet to be finalized, the integration of the MFI indicators seems to be a good decision in terms of capacity strengthening of government and partners and for ensuring sustainability of the assessment.

114. There was a consensus amongst informants consulted that the MDAs (discussed in section 1.1) were in line with the market inefficiencies identified during WFP multisectoral assessments already described. Consultations with WFP country office staff revealed that, bulk buying clubs and linkages of retailers to farmers and traders were informed by results from the process monitoring.⁷¹ Results from processing monitoring reports showed that retailers were exposed to increasing commodity prices from wholesalers. Hence, the country office supported the retailers to buy in groups from Lesotho Flour Mills, to cut out the middleman who was the source of higher

⁷⁰ Government partners included Government officers from the Disaster Management Authority; Ministry of Small Businesses, Marketing and Cooperatives; Ministry of Trade and Industry and Ministry of Social Development. See Lesotho – Retailer Performance Monitoring & Evaluation: October 2020.

⁷¹ Crisis Response- Process Monitoring Reports for March 2020, May 2020, October 2020, November 2020, and April 2021.

prices. Because of the interventions of WFP, retailers were able to reduce the price of certain commodities and improve consumer's purchase power through CBTs. In addition, retailer performance monitoring identified gaps on the retailer capacity in meeting demand for perishables, food safety and hygiene in general. WFP provided training to retailers and farmers on food handling, safety, and quality. The use of financial services: Standard Bank, Post bank, and mobile money (M-Pesa) was informed by the WFP Micro Financial Assessment (MAFA) conducted in 2018.⁷² The MAFA recommended that the country office partners with Standard Bank in the use of CBTs because of their wide coverage and reliability. The results from the same assessment informed the use of mobile money (M-Pesa) to reach CBT beneficiaries located in remote areas and to contribute to increased financial inclusion.

115. An analysis of the processing monitoring reports however falls short on two fronts. First, the recommendations are not elaborate enough and do not provide clarity on where responsibilities lie for addressing the challenges identified. For example, it cannot be ascertained whether or not the following recommendations were addressed: "*In Thaba Tseka, at least 12 percent of beneficiaries travelled more than two hours to reach the distribution points. It is therefore crucial to assign them to the nearby contracted shops*"⁷³ and "*there is need to strengthen sensitization messages concerning nutrition education to beneficiaries*".⁷⁴ Apart from the information gathered from key informants, the evaluation team found it difficult to assess the extent to which the information generated from these assessments was taken up by the programme. Secondly, there are no recommendations on supporting retailers. Rather, recommendations are mainly beneficiary focused, thus missing an opportunity for strengthening the MDAs that the country office is currently implementing.

Mozambique

116. In Mozambique, the country office conducted a MFI assessment in 2020 to inform the CBTs and other programme areas. Subsequently, the market system analysis (MSA) was conducted in 2020 to identify the root causes of the constraints identified in the MFI and provide recommendations for future MDAs. In addition, the supply chain unit normally conducts retailer monitoring once a month through monitoring visits at the retailer store, using a beneficiary or customer feedback mechanism or through remote monitoring. The MFI assessment identified prices of vegetable oil and rice as being extremely unstable.⁷⁵ The MSA was conducted to understand the price fluctuations in areas within Pemba where Internally Displaced Persons (IDPs) are located. MDAs focused on the main staples of households in Mozambique and identified what the bottlenecks in the supply chain were, providing WFP with an assessment of retailer capacity. The MSA determined that price instability was due to imported goods being subject to exchange rate volatility. Higher prices for beneficiaries were also a consequence of retailers' use of supplier credit and their inability to cover the payment waiting period.⁷⁶

117. With respect to the other interventions, project staff mentioned that these interventions are relevant to the need to address market inefficiencies. An analysis of these interventions does concur with these perspectives in that project staff and the analysis in this report both indicate that beneficiaries are often required to walk long distances or take expensive transport to reach markets. As such, both retail-in-a-box and mobile shops perform an important function in bringing the market to beneficiaries, reducing travel time and transport costs as a result. Data collected by WFP at global levels shows that, there is often not enough retail capacity in locations with newly arrived IDPs, and retailers are often not willing or able to cooperate with WFP.⁷⁷ The retailer training was designed to tackle inefficiencies identified by beneficiaries through the hotline prior to the programme. Beneficiaries stated that they were not able to choose the products they wanted because retailers would often sell them older products to empty out their stock. According to project staff and the local leaders, retail-in-a-box also addresses potential inefficiencies on the supply side. By supporting three retail shops to join in the creation of a new market, competition is incentivized, which provides beneficiaries with more choices and better prices.

Zimbabwe

118. WFP Zimbabwe conducted market assessments in 2018 and 2019 through the Vulnerability Assessment and Mapping (VAM) unit to inform programme design including the use of CBTs and other programme areas. In addition, the supply chain team conducts retailer monitoring once a month through monitoring visits at the retailer stores, using beneficiary- or customer-feedback mechanisms or through remote monitoring. Using the corporate guidance on retail performance monitoring the country office had been conducting qualitative assessments of price, assortment and quality, availability of stock, services, cleanliness of shops, and operational compliance issues.⁷⁸ The national market assessments in 2018 and 2019 identified market access issues due to

⁷² WFP Micro Financial Assessment (MAFA), 2018.

⁷³ WFP Lesotho March 2020 processing report

⁷⁴ WFP Lesotho April 2021 processing report,

⁷⁵ Ibid.

⁷⁶ 2020 MSA Pilot, Pemba, Mozambique.

⁷⁷ Mozambique WFP Global mVAM on Household Hunger and COVID19 Snapshot 28 August 2020.

⁷⁸ Retail Performance Management Guidance, Supply Chain CBT, and markets, 2019.

poor communication, infrastructure and roads, and low competition as a result of the low participation of traders on the market.⁷⁹ In 2021, the country office conducted the MFI, which identified two dimensions—infrastructure and service—as the key factors contributing to market inefficiencies.⁸⁰ At the time of the drafting of this evaluation report, the country office, with support from the Kenya WFP Country office, was preparing to undertake the MSA which is designed to recommend how to address market inefficiencies identified by the MFI report. Taken together, these assessments have been useful in identifying market inefficiencies but have not been used to inform the design of MDAs.

Malawi

119. The Malawi VAM unit conducts rapid market analysis focusing predominantly on prices of key commodities and market functionality to inform CBT interventions. In addition, the country office conducts regular market monitoring via the Minimum Expenditure Basket Monitoring, price monitoring (maize and three types of pulses) and household level food security monitoring. According to project staff, monthly price monitoring data informed transfer modalities and led to the country office giving the refugees food instead of cash due to shortages of maize and other commodities on the market. While the assessments have been useful in determining transfer modalities, they have not been used to develop MDAs in unrestricted cash transfer scenarios.

Madagascar

120. The country office conducted a Market Functionality Index (MFI) assessment in 2020 and 2021 to inform the CBTs and other programme areas. Subsequently, the MSA was conducted in 2021 to identify the root causes of the constraints identified in the MFI and provide recommendations for the design of MDAs. The 2020 MFI results,⁸¹ showed that the most problematic dimensions were price, infrastructure, service, and food quality. According to WFP staff consulted, the 2020 MFI results facilitated the choice of modality for crisis responses in the eight southern districts affected by the drought. In areas where cash distribution was feasible, WFP contracted mobile money companies while vouchers were stopped because retailers did not have sufficient stock.

121. The challenges around price predictability, service quality, and infrastructure persisted in 2021 as reflected in the MFI conducted in June 2021. Although the recommendations were valuable in identifying these inefficiencies, they remained broad and insufficient to inform MDAs. As already stated, the MSA which the evaluation team could not analyse is expected to provide a clear direction on how to address these market inefficiencies that have been consistently identified by the past two MFIs.⁸²

122. Similarly, WFP project staff concurred that the interventions with the smallholder farmers was in response to the fact that these farmers were unable to get their goods on the market due to the non-existent transport infrastructure in the southern region and in their enclave. It was also in response to the fact that WFP had a lot of trouble purchasing goods because it would take a very long time for them to receive their purchased goods (again, due to poor transport infrastructure) and so WFP field offices needed a local solution. The post-harvest loss reduction interventions were developed as a response to the identified lack of capacity among the smallholder farmers to store their produce.

Tanzania

123. By implementing supply chain capacity strengthening activities, WFP is helping the Government of Tanzania to tackle the root causes of some of the market inefficiencies that date back to the collapse of the East African Community (EAC) in 1977.⁸³ This collapse resulted in the dissolution of the East African Railways and Harbours Corporation, and its assets were divided between Kenya, Tanzania, and Uganda. In the early 1990s under the World Bank and the International Monetary Fund (IMF) structural adjustment policies, the government-initiated work on the privatization of the Tanzania Railway Corporation (TRC). The privatization took effect in 2007 but resulted in a general decline in the state of infrastructure, massive retrenchments, increased frequency of locomotive failures and reduced frequencies of passenger services. In 2010, the Government terminated the contract with Rail India Technical and Economic Service (RITES) Limited and Tanzania Railway Corporation took over but continued to face many supply chain challenges and failed to attract business despite Government investments into the enterprise.⁸⁴ The support of WFP in 2016/2017 was timely as it was able to influence and mobilize action on the corridor, including through a financial investment from WFP in wagon rehabilitation.

⁷⁹ See, Zimbabwe National Cash Working Group 2018 Market Assessment Report. See also, Zimbabwe Cyclone Idai Affected Areas Market Assessment: All Clusters Report, April 2019. See also, Zimbabwe Cash Working Group, 2018: National Markets Assessment Report and Zimbabwe Cyclone Idai Affected Areas Markets Assessment: All clusters Report.

⁸⁰ Zimbabwe Market Assessment- Market Functionality Index (MFI).

⁸¹ Madagascar MFI Draft report, 2021.

⁸² The ET did not receive the MSA report due to delays in its finalization by WFP.

⁸³ Mshomba, R. (2017). The Rise and Fall of the Former East African Community. In *Economic Integration in Africa: The East African Community in Comparative Perspective* (pp. 49-73). Cambridge: Cambridge University Press. doi:10.1017/9781316888896.005.

⁸⁴ Ibid.

2.1.3 To what extent are the MDA and related interventions relevant to the needs of the targeted women and men beneficiaries in each country?

124. Finding 4: The MDAs and related interventions implemented across the six countries are largely relevant to the needs of targeted men and women. The diverse MDAs are highly relevant to addressing market inefficiencies identified in each country. The relevance of MDAs is most visible in countries implementing restricted cash because of the direct interaction with market actors. MDAs are less relevant among some men and women retailers in Zimbabwe because of the unfair competition between big wholesalers/retailers and smaller retailers.

Lesotho

125. There was consensus amongst all stakeholders consulted in Lesotho that MDAs and agriculture market interventions were relevant to the needs of both women and men beneficiaries. Programme staff reported that because of the MDAs, beneficiaries were able to purchase basic commodities at lower prices and smallholder farmers' revenue increased, as they were directly connected to the retailers. Government actors concurred that by engaging with smallholder farmers to supply the retailers, food production was increased, and the economy stimulated. Farmer associations consulted noted that in buying large parts of the smallholders' production, WFP addressed the challenges around access to markets that farmers faced. In addition, through local purchase, WFP promoted market access by women by ensuring that women farmers were recruited into the organizations and given leadership positions including being part of contract negotiations, and by training women farmer organizations to ensure more equitable access to inputs and services.⁸⁵

Mozambique

126. In Mozambique, WFP staff considered the MSA relevant to the needs of beneficiaries because the recommendations developed in the report are designed to stimulate competitiveness among traders, which would reduce the prices of goods and improve the service and customer experience for WFP beneficiaries. Most respondents mentioned the devastating impact that Cyclones Idai, Kenneth, and Eloise have had on the lives of Mozambicans. Beyond the immediate crisis involving loss of life and food shortages, people's homes and livelihoods have been destroyed, and they will need to be rebuilt. In the second half of 2021, the levels of acute food insecurity across most of the country decreased from 'crisis' phase to 'stressed' phase and the operations of WFP moved from emergency to recovery phase.

127. The aim of the RIAB project is to create long-term wellbeing for people and prepare beneficiaries for future disasters such that they do not become dependent on external assistance. Establishing a market through retail-in-a-box where there is demand for it attends to the beneficiaries' needs in a sustainable manner. Retailers are also able to respond to the emergent needs of a population in recovery. Retailers frequently noted adding construction material to their assortment in the period after the cyclones.

128. Despite a significant decrease in the number of people facing high levels of acute food insecurity, 1.7 million Mozambicans are still experiencing a food shortage crisis, in particular people living in conflict-affected province of Cabo Delgado.⁸⁶ WFP project staff considered mobile shops a short-term solution that addressed beneficiaries' immediate food needs in the urban areas of Pemba and Montepuez, conserving their money and eliminating the discomfort of having to walk up to 15 km to reach the market. Both project staff and retailers indicated that the demand generated by the CBTs was so substantial that many retailers did not have the capacity to deal with the large number of people wanting to buy at the same time. The purpose of the retailer training was to improve the shopping experience and avoid overcrowding, an issue particularly relevant during the COVID-19 pandemic.

Zimbabwe

129. There was a mixed picture on the relevance of the retail engagement and related MDAs to the needs of retailers in Zimbabwe. Most retailers indicated that their engagement and the support received from WFP was relevant to their business needs. In this case, relevance was associated with business growth, increased skills, and capacities to run their business through the trainings WFP had provided. A minority of retailers (3 out of 16 retailers interviewed) said the engagement was not relevant to their needs and reported that this was mainly because of the unfair competition between big wholesalers/retailers and smaller retailers. NGOs operating at the field level also considered the retail engagement to be relevant to the needs of retailers. They indicated that this engagement had empowered customers with a wider choice of retailers to buy from and that customers were thus able to make rational choices based on pricing and timing. Further, this had enhanced the quality of service provided by some retailers (e.g., some retailers were doing home deliveries for elderly customers). A selection of retailers' perspectives on the relevance of the retail engagement is shown in **Box 1**.

⁸⁵ WFP After Action Review, June 2020.

⁸⁶ 2021 Mozambique acute Food Insecurity Analysis, October 2020 – September 2021

Box 1: Perspectives of retailers on the relevance of their engagement in CBTs

- "WFP helped me widen my market, my customers have increased." – *Trader in Chinhoyi*
- "The training was very relevant. We were properly equipped on how to deal with WFP customers in the shop and how the whole system works." – *Trader in Harare*
- "We were still starting our business and without much experience we benefited a lot from their training especially on customer service." – *Trader in Makonde District*
- "The assistance nearly destroyed the business had it not been for the back-up of the shebeen."⁸⁷ – *Trader in Marondera*
- "The assistance was not relevant, only if they managed to do payments in time it was going to be relevant. All these shelves used to be full, and behind the till there used to be not enough space to walk around, it is now empty." – *Trader in Norton*
- "Suffering induced by delayed payments outweigh benefits later attained from the bulk payment." – *Trader in Marondera*

130. Key informants from WFP and farmer associations considered inputs assistance to farmers in the form of fertilisers as relevant in relieving the financial burden and enabled farmers to allocate funds to other farm needs. The door-to-door delivery of farm inputs was relevant in reducing the transactional costs. Further, the training provided by the Department of Agricultural, Technical and Extension Services (AGRITEX) in conservation agriculture was considered useful as it increased their skills in sustainable farming and improved crop quality.

Malawi

131. The support of WFP to smallholder farmers in terms of linking them to the Home-Grown School Feeding (HGFSF) initiatives and other markets was highly rated by farmers' associations consulted. The informants concurred that the support enhanced their agriculture production and was particularly relevant the needs of women and men farmers. Smallholder farmers were able to access a WFP guaranteed market and had accrued skills that enabled them to reduce post-harvest losses, improved commodity quality, and to provide a sufficiently diverse food basket to schools. However, there were still challenges across some villages such as land ownership, insufficient access to water, and poor roads that needed to be addressed for better access to markets. WFP project staff considered the CBTs relevant in functioning markets as beneficiaries had a choice on what to buy and where to buy the commodities. However, farmer associations consulted were skeptical of the relevance of CBTs in the face of price inflation of commodities on the market as the cash provided (K2,000/US\$ 2.45 per person per month) was considered insufficient.

Madagascar

132. All stakeholders consulted considered the COVID-19 response extremely relevant in addressing the food and nutrition needs of vulnerable populations in urban areas. According to government informants, more than 50 percent of the population in Antananarivo capital is made up of illegal settlements, shanty towns, made up primarily from those in rural areas coming to the city, fleeing flooding/drought/food insecurity to make it in the city. This puts a tremendous pressure on the city and CBT interventions were relevant in alleviating these livelihood challenges. However, because WFP generally does not intervene in the capital or other urban centres in Madagascar (most of their work is in the South), their lack of flexibility is a concern among government stakeholders consulted.

Tanzania

133. The support of WFP in Tanzania to the reopening of the rail-ferry-rail corridor to Uganda across Lake Victoria has been relevant in strengthening supply chain capacity in Tanzania and in the region. The rehabilitation of 40 out-of-service wagons was relevant in increasing the freight capacity and enhanced WFP capacity to deliver food assistance at lower costs within Tanzania and other countries across the region.⁸⁸ In addition, after opening of the Lake Victoria Corridor by WFP, the Governments of Tanzania and Uganda decided to return to the use of the Lake as a transport corridor between the two countries.⁸⁹ These capacity strengthening activities were relevant in addressing supply chain inefficiencies and helped build commercial interest in transport by rail and lake in Tanzania and in the region. The support of WFP to the introduction of the multimodal transport system within the Tanzania Railway Corporation was relevant in promoting an efficient supply chain environment by creating demand for road and water transport services.⁹⁰ Furthermore, it was relevant as means for reducing transport costs and enhancing customer satisfaction by providing increased cargo security and predictability. The system offers much more than only rail, marine, and road transport services—it

⁸⁷ A shebeen (Irish: was originally an illicit bar or club where excisable alcoholic beverages were sold without a license.

⁸⁸ 2020 Tanzania Annual Country Report

⁸⁹ The Victoria Lake rail ferry services had been widely suspended in 2006 / 2007, after the privatization of the Marine Services.

⁹⁰ Multimodal is defined as the movement of cargo from origin to destination by several modes of transport where each of these modes have a different transport carrier responsible under a single contract or bill of lading (<https://www.itf-oecd.org/sites/default/files/docs/efficiency-sustainability-multimodal-supply-chains.pdf>).

also serves as an economic corridor for Tanzania, Uganda, and South Sudan. The use by WFP of commercial traders to transport food supplies within Tanzania and across the border is relevant and appropriate to increasing market competition and contributing to economic growth. While no systematic assessment has been made of the overall impact on price stability, several transporters noted that the increase in the number of transporters had increased price stability in transportation costs.

134. The capacity-building of truck drivers that WFP conducted was implemented to address challenges generally faced by truck drivers that include poor nutrition due to bad eating habits, exposure to HIV/AIDS and Ebola, knowledge gaps on port, road and safety regulations, and cross border trade etiquettes amongst others.⁹¹ Other issues such as gender and personal financial management were expected to improve drivers' personal relations at the family level and increase the stability and prosperity of households. The capacity building of truck drivers was highly rated by all stakeholders interviewed.

135. Since 2019, WFP has been an off-taker of beans produced by cooperatives working with Enabel under the "WFP-Enabel smallholder market linkage pilot collaboration (2019-2020)". The objectives of this collaboration were in line with addressing the needs of smallholder farmers in Kigoma. According to informants, by working in a very remote region in Kigoma, WFP managed to change the negative perception of the private sector, government, and people in general about working in remote areas. WFP managed to send a market signal that with a guaranteed demand, Kigoma region had the production potential to serve WFP and other markets. A total of 45 percent of the farmers who participated in the pilot Enabel initiative were women farmers.⁹²

2.1.4 Are objectives of MDAs and related interventions in line with national development policy frameworks for achieving zero hunger?

136. Finding 5: All MDAs, agriculture market development and related CBT interventions are line in with national development plans and policies on social protection, agriculture, food security and nutrition. Although government is in support of MDAs in Mozambique, there is still some hesitancy on the approach that involves retailers in humanitarian response.

137. In **Lesotho**, the MDAs are all aligned to the Sustainable Development Goal 2: "End hunger, achieve food security and improved nutrition and promote sustainable agriculture." The engagement of retailers, traders, packers, banks, and mobile money companies speak directly to the core of the National Strategic Development Plan (NSDP) II of making the private sector the driver of economic prosperity and development in Lesotho. Further linking the school meals programme to local agricultural production was identified as a priority under the 2014 National School Feeding Policy.

138. Project staff in **Mozambique** generally agreed that the government is a supporting actor but not a driving force. Every CBT intervention is typically coordinated with the government and the National Institute for Disaster Management (INGC). The government has endorsed MDAs, and local and regional authorities have worked with WFP on all activities. The government's policy framework helped guide WFP on finding target locations for interventions. In Cabo Delgado, the government expressed an interest in market analysis so that it could identify points where it can intervene. Furthermore, the mobile shops were a solution developed to address local authorities' needs, which suggests that MDAs are in line with government priorities.

139. WFP staff indicated there have been broader discussions with the government about where and how cash can be distributed. The government's position in the past had been that cash can be given as part of social policies and a safety net, but not as an emergency response. Most respondents consulted identified some hesitancy on the government's behalf about involving retailers in humanitarian assistance, because they would have to justify why they give some people cash but not others. This is the topic of debate in ongoing discussions within the External Cash Working Group, which has not yet been involved with MDAs.

140. The WFP implemented are in line with the **Madagascar's** national development plan for 2015–2019 and the national social protection policy (2015) that aims to improve access to basic social protection services and to protect and promote groups at risk. WFP project staff emphasized that the emergency response of WFP was coordinated with the government through the annual national humanitarian response plan. Based on this plan, WFP and other actors provided food assistance under government request, although as already indicated, government still feels WFP can do more in extending their reach to urban areas instead of their usual southern part of the country.

⁹¹ The WFP in collaboration with the University of Dar es Salaam Business School (UDBS)- Capacity building through training for truck Drivers and Administrative staff in transport and logistics Sector in Tanzania. End of Project Report, October 2019.

⁹² WFP and Enabel, 2019. Review of WFP-Enabel Smallholder Market Linkage pilot collaboration 2019-2020.

141. In **Malawi**, the CBTs and agriculture market interventions are in line with the third Malawi Growth and Development Strategy (2017–2022),⁹³ which seeks to improve productivity, increase national competitiveness, develop resilience to shocks and hazards and advance gender equality and women’s empowerment. In addition, these interventions contribute to the aspirations of the Malawi National Social Support Programme II (MNSSP II) 2018–2023⁹⁴ of addressing poverty for the most vulnerable. WFP staff identified the work with smallholder farmers as being in line with Malawi’s 2063 Vision⁹⁵ especially Pillar 1 that focuses on agriculture productivity and commercialization.

142. The Lean Season Assistance and urban resilience programme in **Zimbabwe** is in line with the national food and nutrition security policy⁹⁶ and the harmonized social cash transfer programme. Both policies seek to ensure food security and improve nutrition for all vulnerable people in the country. Agricultural market interventions aim to create and enhance inclusive and sustainable markets in Zimbabwe by establishing the local procurement platform and facilitating smallholder farmers’ access to and participation in these markets. Procurement by WFP provides smallholder farmers with market for their produce as well as other support activities. This is in line with Zimbabwe’s agriculture sector policy that promotes initiatives that improve efficiency of agriculture market systems.

143. The reopening of the corridor supports the agenda which is laid out in the **Tanzania’s** second Five Year Development Plan (FYDPII),⁹⁷ which seeks to improve the environment for doing business and to position the country as a regional production, trade, and logistic hub. The work of WFP under Activity 5 (to provide cash and/or food transfers to populations affected by shocks) is aligned with the WFP Strategic Plan (2017–2021),⁹⁸ the Smallholder Agricultural Market Support Plus (SAMS+),⁹⁹ and WFP 2019 Local and Regional Food Procurement Policy. The latter seeks to leverage the core supply chain capacities of WFP in ways that support national efforts to achieve SDG 2. The linking of smallholder farmers to markets is at the centre of the Tanzania Vision 2025, the National Strategy for Economic Growth and Reduction of Poverty (NSGRP) or in Kiswahili, MKUKUTA, amongst others. Integrating smallholder farmers into the WFP supply chain commodities and other markets is relevant to addressing their access to markets and boosting their incomes.

2.1.5 How can WFP enhance relevant market development programming in different country contexts?

144. **Finding 6: WFP could enhance market development by strengthening market assessments, using the results of such assessments to inform design and implementation of MDAs and enhancing multisectoral coordination.**

145. Given the issues identified in the assessments, the stakeholders consulted suggested three main entry points for WFP that could strengthen markets. These are:

146. *Strengthening market assessments:* Key informants in **Malawi** suggested that this could be through periodic and continuous monitoring of price differentiation between locally produced versus imported food commodities. This would allow WFP to work with the producers to improve quality of the produce so they can compete with the imported ones. In **Mozambique**, project staff and retailers suggested that WFP should adopt a systematic approach and conduct more MSA and use the results to design and implement MDAs where necessary. Based on the initial rounds of MFI and MSA, this would be ideal in allowing the project staff in, regularly assessing the performance with these tools and linking them to the work of other agencies and the government, which will then promote multi-sectoral implementation of MDAs.

147. *Enhance working with government and other market actors* to improve the efficiency of the supply chain logistics by reducing post-harvest losses and improving transportation of commodities. In **Mozambique**, project staff believed that WFP should work more closely together with the national government to align their priorities in the transition from vouchers to CBTs. Consultations with the Cash Working Group strongly support the cooperation and structured joint development of MDAs with other sectors, such as WASH and social protection, as well as working together with small/local microfinance organizations to get buy-in from multiple actors and create a large impact.

⁹³ Government of Malawi. 2017. *Malawi Growth and Development Strategy (MGDS) III: Building a Productive, Competitive and Resilient Nation*. Available at <https://cepa.rmpportal.net/Library/government-publications/the-malawi-growth-and-development-strategy-mgds-iii/view>.

⁹⁴ https://socialprotection.org/discover/legal_policy_frameworks/malawi-national-social-support-programme-mnssp-ii.

⁹⁵ Malawi’s Vision 2063- An inclusively Wealthy and Self-reliant Nation.

⁹⁶ <http://fnc.org.zw/wp-content/uploads/2019/01/Food-and-Nutrition-Security-Policy.pdf>.

⁹⁷ National Five Years Development Plan II (FYDPII): How do we improve implementation in the Local Government Authorities, 2017.

⁹⁸ WFP. 2017. *WFP Strategic Plan (2017-2021)*, https://docs.wfp.org/api/documents/WFP-0000019573/download/?_ga=2.229521055.2052882666.1594623354-1294151148.1541749204.

⁹⁹ Smallholder Agricultural Market Support Plus (SAMS+)- A demand-driven value chain development model that promotes sustainable local food systems, May 2021.

148. *Address design issues and implementation of activities.* All external stakeholders consulted in **Lesotho**, lamented the short duration of most WFP interventions. Farmer representatives noted the importance of WFP maintaining transparency on the projects in terms of their duration and available funding. It was said that once WFP starts buying their produce, they become motivated to invest on the production of more commodities. However, when WFP leaves, farmers struggle to find markets to absorb their increased production, pointing to the need for greater focus on linking farmers to other markets outside of WFP. For **Madagascar**, the main issue was around addressing dependency challenges associated with lean season support. Project staff in Madagascar specifically pointed to the need for integrating lean season assistance with resilience building interventions.

149. In **Zimbabwe**, the issue raised amongst retailers was timely reimbursements as well as staggering times of those receiving assistance to ensure efficient delivery of CBTs. Further, the issue of competition between small and big retailers was raised as a concern amongst retailers consulted and needed to be investigated so that the design of MDAs considers size of retailers. In **Mozambique**, project staff and stakeholders suggested that WFP should assess the feasibility of transitioning from a voucher system to a CBT system, particularly in the specific socioeconomic and security environment in Mozambique. While stakeholders consulted in **Tanzania** spoke highly of WFP's investment in Supply Chain capacity strengthening activities in Lake Victoria Corridor, there were concerns that the increased demand created for wagons remained unmet and needed to be addressed.

2.2 EVALUATION QUESTION 2: EFFECTIVENESS

2.2.1 Introduction

150. Evaluation question 2 focuses on the achievements of outputs and contributions to planned outcomes as envisaged in each country and according to the extent of the use of the Market Functionality Index. The question also considers the factors affecting the results negatively or positively. The following sections set out the evidence regarding the 2 sub-questions.

2.2.2 What is the extent to which MDAs in targeted countries delivered expected outputs and contributed to the expected outcomes?

Measuring results of market development activities

151. **Finding 7: In the absence of explicit output and outcome indicators for MDAs in the WFP corporate results framework, the Supply Chain division developed indicators for measuring price, availability, quality, and services to measure results. These indicators have largely been monitored qualitatively and have not been tracked consistently in the same format to allow for any substantial analysis of results over the years in the countries where data is available (Lesotho, Malawi, Mozambique, and Zimbabwe).**

152. While the market development interventions did not have explicit output and outcome indicators that can be used to measure results, the WFP Corporate Results Framework has a specific output indicator on "*Number of retailers participating in CBT programmes*" as well a more general indicator on capacity strengthening "*Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholders' capacities*". Furthermore, WFP has recently developed four key performance indicators which are part of the Market Functionality Index dimensions to be measured across all WFP operations that engage retailers. The four indicators are described below.

- **Price:** measured by whether the price of selected food basket in *WFP contracted shops* are **aligned or lower** than other stores in the same market; (*can be "WFP engaged shops" in an unrestricted cash environment*)
- **Availability:** measured by the percentage of selected food basket that is **in stock** during monitoring visits
- **Quality:** measured by increases in food quality **score** of WFP "engaged" shops over time (score from Retailer Performance Monitoring Evaluation (RPME) tool)
- **Service:** measured by increases in service **score** of WFP "engaged" shops over time

153. The above indicators have largely been monitored qualitatively and have not been tracked consistently in the same format to allow for any substantial analysis of results over the years in the countries where data is available (Lesotho, Malawi, Mozambique, and Zimbabwe).

154. The Supply Chain and logistics activities related to the opening of the Lake Victoria Corridor in Tanzania have no output and outcome indicators. In 2019, and with support from Regional Bureau Johannesburg, the country office developed a draft theory of change for the Lake Victoria Corridor which is yet to be finalised. Due to this limitation, the evaluation team was unable to use the theory of change in assessing the extent to which results had been achieved. Instead, the evaluation team relied on the analysis of the country office's annual country reporting and perceptions of stakeholders consulted.

Delivery of expected outputs and contributions to expected outcomes

155. Finding 8: There was varying overall performance on MDA outputs delivery and outcome achievements from 2018 to 2021 measured against what each country had planned to do. In general, the outputs and outcome achievements are not well documented across the six countries as by design they are integrated into the overall CBT and supply chain interventions. The data on MDA beneficiaries where available, shows high levels of attainment on various capacity strengthening activities. At outcome levels, there is consensus amongst stakeholders consulted that the delivery of planned outputs likely contributed to outcomes reported. There are gender variances in the delivery of outputs and contribution to outcomes. Except for Lesotho, most MDAs are dominated by men. There have been limited consideration of the needs of the disabled people as well as those of pregnant and nursing women.

Lesotho

156. Interviews with project staff and project stakeholders (millers, banks, farmer associations) indicate that the Lesotho country office largely achieved what they had planned to do. All engaged shops were able to open business bank accounts, and they all managed to comply with tax and other statutory requirements. Linking retailers with banks promoted financial inclusion, making it easier for them to access credit. After-action review conducted in 2019 and 2020 highlighted that the involvement of retailers boosted the local economy. Beneficiaries' purchasing power increased, allowing many to settle their debts, thereby increasing business cash flow.

157. Evidence from these retailer performance reports and process monitoring reports¹⁰⁰ indicates significant achievements in terms of faster turnover of stocks, more clients for retailers, and increased profits between March 2020 and April 2021. The retailer performance monitoring of the urban response conducted in October 2020¹⁰¹ identified compliance as an issue because of the lack of WFP signs displayed and the presence of non-functional scales. Service was also identified as an issue because of the lack of catering to people living with disabilities. The same reports noted issues around delayed payments and high prices due to supply challenges experienced between October 2020 and November 2020.

158. In addition, WFP trained the retailers on bulk buying, thereby reducing the unit cost of the commodities. WFP worked with the Ministry of Small Business Development Cooperatives and Marketing, Lesotho Flour Mills, and the traders in implementing this intervention. In ensuring continuity of the local purchase initiative beyond the school feeding programme, WFP facilitated a market linkage between 12 smallholder farmers (40 percent women) and the Lesotho Flour Mills (LFM) and bean packers.¹⁰² Lesotho Flour Mills products such as maize meal, wheat meal, samp, sugar, were delivered closer to retailers. In Mphaki and Telle, the retailers' community council's alliance promoted bulk purchase resulting in huge savings on transport costs and significant discounts.¹⁰³ According to WFP project staff, the linkage of farmers with Lesotho flour mills and the bean packers requires further strengthening due to lack of technical support from the Ministry of Small Business Development Cooperatives and Marketing.

159. In 2018, WFP procured directly through local traders, while smallholder farmers were being organized into groups and trained. In 2019, the number of targeted smallholders increased from 400 to 768 (368 women and 400 men). During the same year, WFP procured 8,365 mt of maize and 551 mt of beans.¹⁰⁴ Out of this, 306 mt of beans were procured directly from six farmer organizations, which is a significant achievement in a year and points to successful capacity building activities. An after-action review was conducted with the farmers' organizations that supplied beans to WFP in 2018.¹⁰⁵ The review highlighted that through the local procurement initiative, farmers became more empowered to work together in groups, and therefore were able to meet the demand despite drought-related challenges. The farmer organizations that qualified were registered as WFP suppliers and trained on various aspects including WFP procurement process, pricing, quality, post-harvest handling and storage, and gender sensitization.

Mozambique

160. Project staff concurred that the market systems analysis achieved its intended purpose of informing the design and implementation of MDAs. The problems with CBT activities were identified through the analysis, and recommendations provided concrete solutions, which allowed WFP to get past the bottlenecks observed, such as the delayed payments by WFP leading to inefficiencies in the provision of goods to beneficiaries.¹⁰⁶ Market systems analyses help to prepare the platform on which to establish MDAs but are not enough on their own.

¹⁰⁰ WFP Lesotho Crisis Response: Process Monitoring Reports, March 2020, May 2020, November 2020, October 2020, April-May 2019.

¹⁰¹ WFP retailer performance report- July 2021 (Maseru, Mokhotlong and Thaba Tseka).

¹⁰² WFP Lesotho ACR, 2019.

¹⁰³ WFP After Action Review Feedback Field Report 16-20 September 2019.

¹⁰⁴ WFP Local Purchase Report in Lesotho- January 2020.

¹⁰⁵ WFP After Action Review Feedback Field Report 16-20 September 2019.

¹⁰⁶ 2020 MSA Pilot, Pemba, Mozambique.

Despite their success, project staff noted that Market Systems Analyses have not become a way of working in the country office, nor have they been implemented in other areas. This significantly curtails Market Systems Analyses' abilities to contribute to planned outcomes over the long-term.

161. Since the retail-in-a-box project was a pilot, expectations were not as clearly defined as for other projects. The design was good, but operational challenges have led to delays with the implementation of the project. The aim was to have three operational shops in the resettlement camp in Masquil Alto at the end of 2020, but rainy season delayed construction of shops. The first shop opened within the 6-month period expected (February), the other two opened several months later. On the positive side, a market was created, the shops reduced travel time for beneficiaries, roughly 2,200 households' needs were met at market prices, the retailers targeted were local and made their own investments to open up the shops, and the cost to WFP was minimal.¹⁰⁷ The retail-in-a-box project reportedly provided access to more choice and commodities, while creating a better shopping experience for the beneficiaries. WFP staff speculated that retail-in-a-box may have also reduced malnutrition in beneficiary households. All of these reported results are in line with planned outcomes. However, shops are not yet open throughout the week, and there is still space for retailers to improve their service. The retailer training is one way to achieve this since it allows retailers to meet the quality standards of WFP and improves the sustainability of businesses.

162. According to the retailers that participated, the training achieved its expected outputs. Participating retailers were unanimous in recommending the training to other retailers, and felt the objectives of improving price, service, assortment, and quality, had been achieved.¹⁰⁸ The results of the training were visible. Retailers built bigger shops and implemented the recommended warehouse management approaches. Some retailers confirmed in the QuIP interviews that these changes were a result of WFP training. Project staff mentioned that the success of the training was in part because WFP performed adequate scoping on retailers' knowledge and needs in anticipation of the training. They observed that shops lacked information technology systems and organizations and designed the training modules accordingly. Therefore, the training added a lot of value for all retailers in Sofala, and there are now plans to expand the scope of the training to integrate additional modules.

163. Finally, the mobile shops were not planned, but instead they were triggered by the needs of local authorities in Cabo Delgado. Mobile shops addressed some of the four pillars of food security in the short term, but not in the long term. The mobile shops are still being used because there is currently no sustainable alternative. As of August 2020, the initiative was providing 500-2,000 households in Cabo Delgado with access to food.¹⁰⁹ Project staff were all in agreement that the short-term nature of the mobile shops initiative in Cabo Delgado meant that it was not a good market development activity, despite being able to achieve its immediate outputs. Since the ultimate goal of MDAs is to build markets around beneficiaries to facilitate a transition to cash-based transfers, mobile shops fall short of fulfilling this purpose because they do not create markets and cannot exist without WFP support. Nevertheless, mobile shops can be seen as important *temporary* solutions that function well in insecure environments.

Zimbabwe

164. WFP staff at the national and field levels stated that the objective for engaging retailers was generally to maximize the food and nutrition benefits of the people receiving assistance. Hence, the beneficiaries are at the centre of the retail engagement as specified in the WFP retail performance management guidelines.¹¹⁰ While the urban food security and resilience programme have a clear objective: *"to boost the livelihoods of local retailers and vendors in the domains through the injection of CBTs, where at least a proportion of which will be utilized through the local economy"*, it has no specified indicators to measure these results. However, the corporate indicators are applicable in measuring achievement of this objective.

165. [Annex 9](#) shows the performance monitoring data and the set of indicators used in December 2020, February 2021, and March 2021. There is a generally positive achievement across most indicators assessed with 8 out of 10 indicators have positive results. For example, maize meal, the staple commodity, was available in most shops, and retailers were giving discounts on some basic commodities and some were providing transport thus creating a good shopping experience for customers.

166. The main areas of concerns over the same period were prices of commodities (in terms of differences between chain stores and small retailers; display of prices, and inconsistency between displayed prices and printed slips), observation of COVID-19 prevention measures, access, and protection issues. There was consensus amongst WFP field staff and retailers consulted that WFP addresses these concerns largely by pressing for retailer compliance and not so much on strengthening the capacities of retailers to deal with the concerns identified. In addition, access and gender is a major constraint with most shops having no facilities to

¹⁰⁷ 2020, Retail in a Box, Status and Strategy Brief.

¹⁰⁸ 2020, Rtr Mozambique training report.

¹⁰⁹ 2020, Mobile Shops Brief, August 2020.

¹¹⁰ WFP, 2019: Retail Performance Management Guidance Supply Chain and Markets, July 2019.

accommodate the needs of disabled, elderly, pregnant and nursing women but not much has been done to address this area of concern.

167. The information generated from the retail monitoring is mainly qualitative and not consistently presented across periods to allow for detailed comparisons. For example, the available monitoring data for 2021 did not allow for analysis of the number of shops/retailers that meet the desired criteria (e.g., price, assortment and quality, service, etc.). In general, all retailers are treated the same in terms of compliance requirements despite their differences in size and location. This lack of differentiation is important for WFP to have a nuanced understanding of which retailers need further capacity strengthening initiatives and to monitor their improvements through time.

168. Consultations with retailers indicated that, benefits were around economic gains and growth in business because of increases in the customers, sales, and profit margins. Trading in US\$ provided stability and improved planning and budgeting and enhanced their stocking abilities. Some retailers also mentioned that their social responsibility to the communities they serve had been boosted. They were able to offer incentives to the customers, such as discounts and transport services for the elderly. These results need to be viewed in the context of location of retailers and the size (wholesalers/chain stores versus the small retailers). Focus group discussions with retailers lamented the unfair competition between small traders with wholesalers and other established brands chain stores. Stakeholder consultations with WFP field officers, NGO partners, and retailers confirmed that where smaller retailers are near big wholesalers, customers tend to prefer wholesalers as they tend to offer a better price, provide greater choice, and better service (free door to door transport). Consequently, some small retailers reported a decline in customers who were WFP beneficiaries.

Malawi

169. According to programme staff, MDAs reduced post-harvest losses, as farmers were trained on best practices of storing and handling the produce, which also increased the quality of the goods. However, the evaluation team did not get access to data to independently verify these assertions. The home-grown school feeding project also created a better and more stable markets for smallholder farmers by linking them to the schools. As schools receive the financial support from WFP to directly buy from the producers, they can make their own decisions on which varieties are best for the meals, which also diversified school-aged children's diet. Buying in groups also brought more bargaining power for farmers and enabled them to get better prices when selling their goods. In addition, income generating activities improved beneficiaries' incomes.

170. According to farmers' perspectives, the linking of farmers to HGSF was successful and helped HGSF in delivering its outcomes. The establishment of cooperatives helped farmers to act collectively and construct warehouses, for example, which improved the storage conditions of the goods. Some farmers were able to diversify their income sources by buying livestock, building houses and maize mills. Some of them also made longer-term investments in their children's future through paying school fees.

171. However, a local implementing partner believed that refugee assistance had not been delivering the expected results. WFP decided to distribute cash to those beneficiaries, as the organization faced challenges to source maize and other food basket that were to be distributed. WFP staff also explained that cash instead of food distribution enables the refugees to choose their preferred food varieties and delivers a more diversified diet. Nevertheless, the local implementing partner noted that the amount of cash provided to beneficiaries was too small and not sufficient for them to fully cater for the basic needs of their households.

Madagascar

172. As already stated, WFP involvement in the market in Madagascar was through cash injection into the economy through CBTs and related logistical activities. There was a significant increase in achievements of cash transfers between 2018 and 2019. In 2018, nearly US\$ 800,000 was distributed to over 666,000 people affected by drought, cyclone, or floods¹¹¹. CBTs were also provided to families of more than 5,000 tuberculosis patients and 60,245 people under Food for Assets (FFA). In 2019 WFP provided lean season response valued at US\$ 4.95 million to around 577,000 people in the south and south-eastern parts of the country affected by drought.¹¹² Due to a lack of resources, WFP was unable to make planned cash transfers to the families of TB patients. The country office staff also highlighted distribution CBT delays due to road conditions during the rainy season. According to WFP project staff, achievement in CBTs is largely dependent on available resources.

173. In 2020, WFP provided US\$ 5.79 million to poor urban households of about 610,965 people affected by the COVID-19.¹¹³ WFP prioritized households headed by women and households with members living with disabilities and chronic illnesses. In certain areas, WFP provided schools with cash, allowing them to purchase fresh products from the local markets.

¹¹¹ Madagascar 2018 Country Annual Report.

¹¹² Madagascar 2019 Country Annual Report.

¹¹³ Madagascar 2020 Country Annual Report.

174. There was consensus among WFP staff and government stakeholders that cash injection in the rural and urban markets had a positive impact on the local economy. Further, the use of local transporters, private mobile companies, and banks in the distribution of cash provided employment to several supply chain actors, increased business of retailers. WFP project staff described how women's associations supported by WFP had accessed funding from banks due to their participation in the smallholder agriculture interventions. In addition, the WFP staff reported that other United Nations agencies and NGOs had developed interest in local procurement and were planning on replicating these interventions in other areas. Since the country office has not been tracking these contributions to MDAs, the evaluation team was unable to verify whether these perspectives were true.

Tanzania

175. There was broad consensus amongst informants that WFP was instrumental in mobilising the reopening of the Lake Victoria corridor. Many informants, including those consulted in a previous mission in 2019,¹¹⁴ identified WFP as having played a catalytic role in the reopening of the Lake Victoria corridor. WFP was consistently identified as having been instrumental in convening and negotiating agreements between different national authorities required for successful operation of the corridor, and in supporting establishment of a coordinating platform for quarterly monitoring of operations.¹¹⁵

176. WFP annual country reports showed that the reopening of the corridor achieved some cost savings and reduced transit time. WFP invested US\$ 600,000 of internal funding in the rehabilitation of 40 rail wagons to help build commercial interest in transport by rail and lower the cost of moving food in the region. Then, WFP started to demonstrate how supply chain efficiencies could be achieved, by developing the government's inland capacity, marketing and promoting the use of rail. The route reduced transit time by over 50 percent (*from 40 to 7 days*) and costs by 40 percent.¹¹⁶ Across the operations of WFP in East Africa, this initial investment has to date reduced costs by US\$ 2 million.¹¹⁷ Seeing this reduction in time and costs, there was an influx of commercial transporters who started taking up the wagons until WFP exited the market due to shortages in the wagons.

177. Ultimately, while the reopening of the corridor generated high interest and demand initially, the supply, is largely constrained by rail capacity including the number of wagons mentioned above, that has been insufficient to meet this demand and important clients have since been lost.¹¹⁸ For example, key informants mentioned that Tanzania Railway Corporation currently has 559 wagons but demand currently stands at 800 wagons, representing a shortfall of 241 wagons.

178. In 2018, WFP locally purchased 160,000 mt of food commodities using the Tanzania corridor, thus injecting US\$ 60 million into the local economy.¹¹⁹ In 2019, almost 200,000 mt of food were transported during the year for the food assistance programmes of WFP in Tanzania and neighbouring countries, resulting in an injection of over US\$ 43 million into the national economy.¹²⁰ From January to August 2021, WFP procured locally 33,000 mt of food with a total value of approximately US\$ 10.8 million.¹²¹ For Tanzania Railway Corporation and Marine Services, this has translated to an improved business performance in the form of increased profits, enhanced capacity to meet operational costs and provided opportunity for reinvesting in the rehabilitation and building of new vessels.¹²²

179. The introduction of a multimodal transport system is another Supply Chain intervention that is deemed critical in contributing to an efficient supply chain in Tanzania. According to informants, this further reduces the cost of the overall corridor, making it more competitive to others in the region. Through the multimodal system, commercial traders have been brought into the Tanzania Railway Corporation business. WFP is also contracting these commercial traders to move humanitarian supplies to refugee camps within Tanzania and WFP warehouses in Dodoma and Isaka and further transportation across the borders.¹²³ The transporters are engaged using two contractual arrangements: the time bound contract which is renewable every four months and the tonnage bound contract which is seasonal.

180. At the time of data collection, a total of 14 transporters were contracted by WFP. There are high gender disparities in ownership and management in the transport sector and private sector in general. Of the 27 shareholders in these respective companies contracted by WFP, 7 shareholders were women. Further, of the 34 directors/managers in the same companies, 9 directors/managers were women. As a result of contracts with WFP, transporters interviewed reported to have diversified and broadened their business operations to include

¹¹⁴ RBJ Joint Mission Debrief: Assessing Strengthened Tanzanian Supply Chain Capacities, 2019.

¹¹⁵ Tanzania CSP Mid-Term Review, December 2020.

¹¹⁶ <https://medium.com/world-food-programme-insight/blazing-new-trails-to-reach-those-furthest-behind-7201c047ce60>.

¹¹⁷ Ibid.

¹¹⁸ RBJ Joint Mission Debrief: Assessing Strengthened Tanzanian Supply Chain Capacities, 2019.

¹¹⁹ 2018 Tanzania Annual Country Report.

¹²⁰ 2019 Tanzania Annual Country Reports.

¹²¹ <https://reliefweb.int/sites/reliefweb.int/files/resources/WFP-0000131689.pdf>

¹²² Notes from key informant interviews.

¹²³ Burundi, Rwanda, South Sudan, Uganda and Kenya, Malawi and Zambia, DRC, and Zimbabwe.

both local and cross-border transport; ventured outside transport business into import and export clearance; and in other instances, some companies were now off-takers of food commodities on behalf of WFP. In addition, their association with WFP had enhanced their supply chain capacity and improved their business performance brought in part by the adherence to WFP quality standards which they consider to be robust in meeting international standards. A major constraint to reaching the full business potential cited by transporters was the length of WFP contracts. The short-term contracts of four months affect their planning, continuity and long-term sustainability of the gains accrued from their partnership with WFP. In addition, there is a perception that the contracts favour well-established transporters with capacity with little support being provided to the small businesses.

181. WFP partnered with the University of Dar es Salaam Business School (UDBS) to deliver a series of trainings to drivers of transport and logistics companies operating in Tanzania. Of the 1,482 drivers trained (only 8 of whom were women), 529 of them were from companies contracted by WFP. Overall, the training achieved its objectives in terms of its usefulness and its applicability to the challenges of drivers. In the absence of a follow up monitoring process in place, the evaluation team was unable to establish whether the training had led to any behavioural changes. Key informants consulted indicated that the training of commercial truck drivers had led to enhanced skills to manage transport businesses and efficiencies in the supply chain. Several trucking companies confirmed that their drivers' productivity increased because of the training.

182. The WFP-Enabel smallholder market collaboration had the following contributions to market development: (i) income injection into the local economy through total sales value of 749,016,700 Tanzanian Shillings (TZS) or US\$ 324,421 (ii) local economic development contribution where the local district councils earned 7,307,480 TZS (US\$ 3,165) as revenue from crop sales by farmers' payment of levies, (iii) income accruing to households where each farmer earned an average of 500,000 TZS (US\$ 216,565), which is equivalent to 33 percent of total income for an average household in Kigoma region and linkage of Kigoma Joint Programme farmers to local traders and suppliers of post-harvest equipment. The evaluation team could not speak to the traders to establish the results of these linkages.

2.2.3 What factors are affecting implementation of MDAs and achievement of outputs and their contribution to outcomes (negatively or positively) in different country contexts?

183. Finding 9: There are various internal and external climatic, socio-economic and WFP institutional factors determining the results of MDAs and in particular the smallholder agriculture markets.

184. In terms of **internal factors** affecting the implementation of MDAs, informants consulted noted that the short-term nature of the funding for the programmes negatively impacted the outputs and their contribution to outcomes. In Malawi, it was explained that the problem is not the amount of money they receive from donors, but its sustainability and the need for long term funding that will not necessarily be linked to emergency response. Similarly, there were reports of farmers complaining about the lack of continuity of the interventions of WFP in Lesotho and Malawi. They also said that because they were not provided with a formal contract clearly stating the duration of the project, it was difficult to predict when they should slow down the production to prepare for the termination of the project. There was consensus amongst WFP across the study countries as well as implementing partners that dedicated human resources are needed for long-term interventions such as MDAs. Hence funding of MDAs should not be subjected to funding seasonality if they are to have a sustainable impact.

185. Another internal factor highlighted by WFP staff across all study countries was the working in silos across different units which did not help when it came to MDAs. Many respondents noted that a lack of coordination between WFP units resulted in a lack of inclusivity and diversity of perspectives during design and implementation of MDAs. In addition, a critical internal factor affecting implementation of MDAs, is the lack of indicators in the CRF, a monitoring framework and consistent/systematic monitoring that would inform decisions as well as understanding of available guidelines especially MDAs in unrestricted cash context.

186. The prevalent **external factor** mentioned by farmers, government stakeholders and staff in all study countries was climate change. Other factors included remoteness and coordination of MDA interventions in Mozambique and macro-economic challenges in Zimbabwe.

187. Climate change was an external factor repeatedly mentioned by farmers, WFP staff, retailers, and implementing partners in all the countries. Indeed, studies show that climate change increases risk and uncertainty in Southern Africa. Observed weather patterns show that the region experienced normal rainfall in only two of the last nine cropping seasons.¹²⁴ The impacts of changes in temperatures and rainfall patterns have been evidenced by increased water scarcity, pest infestations, increased frequency and intensity of droughts and

¹²⁴ WFP, 2021. Climate Change in Southern Africa. <https://reliefweb.int/sites/reliefweb.int/files/resources/WFP-0000129074.pdf>.

floods.¹²⁵ The farmer associations consulted across the countries concurred that poor climate conditions had led to low production of crops and a threat to food security.

188. For example, climate variability experienced in the form of Cyclone Idai in 2019 and the droughts in 2018 and 2019 had an impact on agriculture production and availability of food in Mozambique, Malawi, and Zimbabwe. On a positive note, Zimbabwe experienced above average rainfall in 2021 which resulted in a 46 percent decrease in the number of people food insecure due to favourable rainfall conditions.¹²⁶ In contrast, Southern Madagascar faced severe drought conditions in 2021 with crop harvest expected to be less than 40 percent of the 5-year average, pointing to a longer and more severe lean season (from October 2021 to March 2022).¹²⁷ The retailers consulted in the four countries confirmed the significant impact of climate change on availability and price of commodities and ultimately business performance.

189. In Mozambique, the remoteness of some locations targeted by MDAs could limit accessibility to beneficiaries, especially in areas with bad road infrastructure or in areas at risk of flooding during the rainy season. Another key external factor often mentioned by WFP staff in Mozambique is coordination within WFP between the supply chain, program, and nutrition units to get a variety of inputs and broaden the strategies of MDA interventions, as was done for retail-in-a-box. The second level is coordination within the Cash Working Group (CWG) between agencies on a national level. WFP staff reported that participation has been limited so far, and the CWG could be more inclusive, particularly with government stakeholders. The government was frequently mentioned as a factor that can positively influence the implementation of MDAs, particularly if it is willing to take the lead with these interventions. Another factor considered to influence the implementation of MDA interventions in Mozambique was remoteness of beneficiary locations. Natural disasters such as flooding reduce the accessibility to WFP beneficiaries even further, creating delays in the supply chain and negatively affecting the ability for retailers and wholesalers to provide for the market.

190. In Zimbabwe, the macroeconomic environment constitutes the fuel shortages, cash shortages, critical shortage of farm inputs that contributed to scarcity of goods on the market and subsequent commodity prices identified in 2018. Across all periods, the country suffers from policy uncertainty evidenced by numerous statutes dealing with monetary policies designed to control exchange rates and restrict foreign currency use.

191. A positive external factor mentioned by farmers that is contributing to the outcomes in Malawi and Zimbabwe, was the strong extension support from government. Farmers' associations in Malawi and Zimbabwe said the technical advice provided by extension workers was important in building their capacity in good agriculture practices which contributed to increased crop productivity.

2.3 EVALUATION QUESTION 3: IMPACT

2.3.1 Introduction

192. Evaluation question 3 gives information on the extent to which WFP MDAs are contributing to improving market efficiencies in the targeted countries. Firstly, findings are presented for Lesotho, Malawi, Mozambique, and Zimbabwe—the countries that utilized the QuIP methodology, and then Madagascar and Tanzania where the findings were informed by secondary data and information gathered from key informants. Impact indicators assessed were those outlined in the evaluation matrix and included: type of change experienced in the past three years per market functionality key performance indicator (KPI), perception on how the change has occurred and the main reason for the change, perception on how the overall business has changed during this period, stakeholder perceptions on role of MDAs in improving KPIs, stakeholder perceptions on how supporting market actors through WFP supported MDAs contribute to positive change in their livelihoods, post-harvest losses, stakeholder perceptions on positive/negative effects of the WFP MDAs.

2.3.2 What are the changes that WFP MDAs contributed to?

193. **Finding 10: WFP was among multiple factors that contributed to either positive or negative changes in market functionality dimensions of assortment and quality, availability, price, resilience of supply chain, infrastructure, service, competition, access, and protection. Most retailers in the four countries where data was collected using QuIP reported a positive change in assortment and quality. Lesotho and Mozambique had most retailers reporting a positive change in prices, marketplace competition and services. Overall, Malawi had the greatest number of retailers reporting negative changes on five of the eight indicators—most retailers reporting a negative change in marketplace competition. COVID-19 was perceived as the main causal factor of changes**

¹²⁵ Ibid.

¹²⁶ <https://rvaaatlas.sadc.int/article/sadc-rvaa-synthesis-report-2021>.

¹²⁷ WFP, 2021. Madagascar Internal Situation Report.

experienced whether negative or positive in Lesotho and Malawi. In Mozambique, demand was the main causal factor while in Zimbabwe, WFP support was the top causal factor for the changes in assortment and quality, availability, state of infrastructure and changes in marketplace competition.

194. Firstly, the retailers were asked to describe the changes they had experienced in the past three years along the market functionality indicator dimensions of *assortment and quality, availability, price, resilience of the supply chain, infrastructure, service, competition, access, and protection*.

195. The frequency and the direction of these changes in the four countries are indicated in Table 10. Most retailers in all countries reported a positive change in assortment and quality reported by 21 out of 28 (Lesotho), 13 out of 29 (Malawi), 22 out of 27 (Mozambique) and 16 out of 19 (Zimbabwe). Lesotho and Mozambique had most retailers reporting a positive change in prices, marketplace competition and services. Overall, Malawi had the greatest number of retailers reporting negative changes on five of the eight indicators—most retailers reporting a negative change in marketplace competition (16 out of 28).

Table 10: Direction of changes reported by retailers consulted in the countries

Number of responses (N)	Changes in assortment and quality in the past 3 years			Changes in availability in the past 3 years			Changes in the price in the past 3 years			Changes in ability to meet demand in the past 3 years			Changes in the state of infrastructure in the past 3 years			Changes in service in the past 3 years			Changes in marketplace competition in the past 3 years			Changes in access and protection in the past 3 years		
	-	+	0	-	+	0	-	+	0	-	+	0	-	+	0	-	+	0	-	+	0	-	+	0
Lesotho (n=28)	5	21	2	8	16	4	0	28	0	5	19	4	2	20	6	0	24	4	2	20	6	1	8	19
Malawi (n=29)	9	13	7	13	7	9	10	11	8	12	7	9	8	15	6	5	6	18	16	9	4	2	4	23
Mozambique (n=27)	2	22	3	6	15	6	0	26	1	5	13	9	1	16	10	1	22	4	0	25	2	2	8	17
Zimbabwe (n=21)	2	16	1	6	12	3	11	4	2	5	9	7	3	12	4	6	13	3	0	18	2	4	5	8

+ Positive change - Negative change 0 No change. In instances when the sum of responses is lower than n, there were qualitative responses that were impossible to categorize into -, +, or 0. The different colours of purple have been used to differentiate the levels of change. Dark purple is the highest and white is the lowest.

Source: Key informant interviews and FGDs with retailers

196. According to retailers in Lesotho and Malawi, COVID-19 was perceived as the main causal factor of changes experienced whether negative or positive with 311 out of 311 statements in Lesotho and 80 out of 80 statements in Malawi identifying it as such. In Mozambique, demand was the main causal factor identified by 223 out of 313 statements. In Zimbabwe, WFP support was the top causal factor for the changes described, with 73 out of 73 statements identifying it as such ([Annex 10](#)) showing factors associated with cause and effect in each country.

197. The following pages present findings on changes in assortment and quality, changes in price, and changes in access and protection for each country. The first two dimensions (assortment and quality, and price) were selected because they highlight some of the main associations between WFP interventions and market functionality dimensions. The access and protection criteria was selected because it describes the impact of MDAs on WFP beneficiaries. The detailed direction of change and causal links for others and each market functionality dimension are found in the country reports.

Assortment and quality

198. As a measure of market functionality, assortment is measured by stock availability of commodities at the time of the purchase and quality is measured by food quality score of WFP engaged shops. To evaluate WFP contribution to improvements in Assortment and quality, the evaluation looked at perspectives of retailers in terms of changes in the number of distinct items on sale in the shop and changes in the quality of products sold.

Lesotho

199. WFP support was one of the key causal factors that led to a direct increase on the variety of goods and to an indirect increase on their quality ([Annex 10.1](#)).¹²⁸ Retailers explained that the partnership with WFP enabled them to improve the assortment of products offered as the demand grew with the increase in beneficiaries of WFP shopping at their stores. However, the enhancement on the restocking capacity was not only derived from the reported growth in demand. It was said that with the funds retailers got from working with WFP, they were able to invest it in the business to restock and improve the variety offered. Before the work with WFP, retailers reported struggling to restock or to pay debts, but once WFP payments started to come, that burden was lifted.

200. COVID-19 was also an important factor that led to negative changes in the variety of goods. However, its impact was much greater, as it also had a direct impact on imports, sales, stocks (of retailers and suppliers), demand and prices, which indirectly impacted the selection of products offered in the shops. Retailers said that they struggled with the effects of COVID-19 in 2020. As Lesotho relies greatly on products imported from South Africa and other countries, it was difficult to import with the restrictions at the border. The decrease in the demand of products due to the lock-down restrictions also lowered retailers' income. It was said they had to make strategic choices to have a more selected stock and only sell non-perishable products. There were reports of scarcity in a range of products, such as flour, bananas, cabbage, and toilet paper. Due to the low stocks, some shops also had to impose a limit on the number of items purchased per customer. However, retailers noted that in 2021 there has been a recovery and even though the pandemic was still in place, they are not struggling anymore to restock, and their products' variety is slowly coming back to the levels prior to COVID-19.

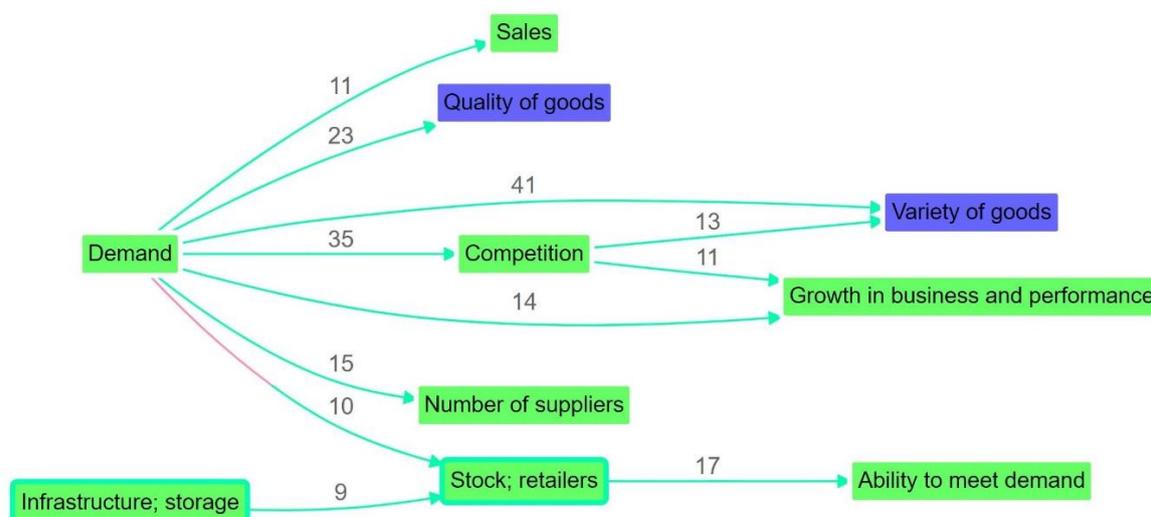
Malawi

201. COVID-19 was the main causal factor that indirectly led to the decrease of the variety and quality of goods ([Annex 10.5](#)). Because of the pandemic, retailers witnessed the decrease in competition and demand and the increase on transportation costs, which affected the variety of goods offered in the shops. Retailers said that because of COVID-19, a lot of shops had closed. In a certain location, only 10 out of 27 maize traders managed to maintain their businesses. With the suppliers' prices elevated, retailers also had to increase the price of the good in their shops, which resulted in lower demand from the customers, who were also suffering the financial effects of the pandemic. The movement restrictions imposed by COVID-19 resulted in an increase of transportation costs. As a result, retailers also had to increase the prices of the products on their shelves to cover the extra costs while still making a profit. However, it was noted that the increase in transportation costs was also a result of a spike on fuel prices. All these changes directly affected the variety of goods offered in the shops.

Mozambique

202. Demand was a key causal factor for both the quality and variety of goods ([Annex 10.9](#)), as illustrated in causal map below (Figure 6).

Figure 6: Causal links in connection with assortment and quality in Mozambique



¹²⁸ Assortment was referred to by retailers as variety of products/goods.

Source: Key informant interviews and FGDs with retailers

203. An increase in demand also led indirectly to an increase in the quality and variety of goods through an increase in marketplace competition and to a lesser extent through an increase in the number of suppliers. WFP guidelines shared with retailers were also mentioned by some respondents as having a positive effect on the variety and quality of goods. The reported increase in customers and WFP beneficiaries led retailers to expand their assortment of goods, because they sought to offer their clients a greater choice of products. The increase in demand has attracted more retailers to the market, and this competitive environment has pushed retailers to add new products to their assortment in a bid to attract customers. The demand has also brought new suppliers to the market, providing retailers with access to new products. Box 2 below provides some quotes highlighting the causal factors described.

Box 2: Retailers' perceptions on causes of changes in assortment and quality

- *"The market demand is the main reason, the number of customers has increased, and this affects the assortment and quantity as we have customers of different social statuses, that is why we decided to invest more in the variety and quantity of products in our shop." -Trader in Montepuez*
- *"Of course, when we talk about quality, we are talking about good things not bad and there was a need to improve in quality and quantity because our customers are more demanding now than before. Due to these varieties, we were forced to expand the store in order accommodate the changes." – Trader in Pemba*
- *"We have improved the quality of our products. We have a better quality of rice, better quality of flour since 2019. We improved the quality of our products because of the clients' demands." – Trader in Magude.*
- *"The quality changed as result of customer and market demand, my customers know what the product with good quality is and this is also a reference from my partner WFP."- Trader in Panjane*

Zimbabwe

204. The key causal factors that contributed directly to an increase in the assortment of goods were WFP support through the urban CBTs and the opening of borders when the COVID 19 restrictions were lifted ([Annex 10.13](#)). Through signing an agreement with WFP, the retailers mentioned that they had committed to avail diverse products to people targeted by WFP. The reimbursement of retailers using the United States Dollars (US\$) enabled certainty amongst retailers to plan and restock based on a stable currency thereby managing supplier price variability. The US\$ transactions and WFP CBT support to targeted people contributed to increased market demand. The increased demand caused retailers to expand their product ranges to commodities such as dried fish, beans, soya chunks, etc. and contributed to a variety of products.

205. Data from interviews and focus group discussions with retailers indicated a noticeable increase and diversity in the products sold from 2018 to the present. Previously, retailers sold limited products and did not order supplies in bulk due to limited customers. Besides adding diverse groceries to meet the different preferences of their new customers, some retailers added items like kitchen utensils, laundry baskets, and other non-food items. When the borders closed in 2020 due to COVID-19, it affected the supply chain of commodities and trade in general. In 2021, there was a rebound due to opening of the boarders especially for cross-border transport and suppliers' capacity to import and supply goods. In addition, the fiscal policy through the foreign currency auction system enabled suppliers to have capacity to import raw materials to produce the commodities. These macroeconomic conditions contributed to increased variety of products.

Price

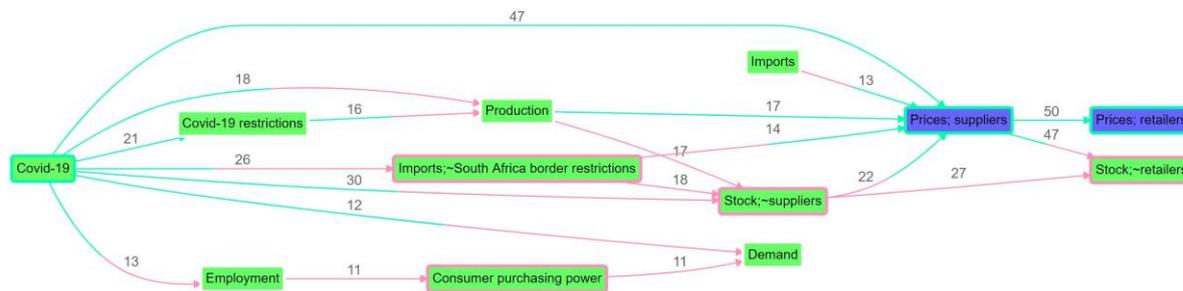
206. As a measure of market functionality, price is measured by whether the price of selected food basket in WFP contracted shops are aligned or lower than other stores in the same market (can be "WFP engaged shops" in an unrestricted cash environment). To assess WFP contribution to this dimension of market functionality, the evaluation assessed changes in the prices of certain products reported by retailers and how the retailers' prices compare to the rest of the market (is the price of that product fair or lower than the same product with other retailers?).

Lesotho

207. There was no indication that WFP support led to a direct or indirect change in the prices of products, as shown in Figure 7. Instead, the main indirect causal factor was COVID-19. Retailers said that during the pandemic, they experienced a steep increase in supplier prices. Retailers explained that the pandemic affected the production of commodities, which led to a decrease in the number of foreign suppliers, as those suppliers could not afford to pay their employees. As a result, retailers also had to increase the prices for consumers so that their businesses would survive. The higher prices, however, were not helped by the low demand for products during the pandemic, as a retailer explained: "I had to also decreased the quantity that I buy. Twenty

packets of 2.5 kg of maize meal flour used to take three weeks to sell until the pandemic happened and it now takes over a month to sell because there are less customers, and people want to buy on credit.”

Figure 7: Causal links in connection with prices of products in Lesotho



Source: Key informant interviews and FGDs with retailers

Malawi

208. The main causal factors related to the increase of the prices of the suppliers were government taxes, and transportation costs linked to COVID-19 (Annex 10.5). Respondents attributed the high prices of maize to the introduction of Value Added Tax (VAT) by the government. As previously discussed, COVID-19 restrictions also played a role in increasing transportation costs, which had to be compensated in the price of the final product. A retailer added: “Suppliers especially for maize, hike prices whenever fuel prices rise.” Some retailers also noted they had to travel long distances to acquire the products, which naturally increases its price so they could make a slim margin of profit.

Mozambique

209. The causal map associated with price in Mozambique (Annex 10.11) illustrates the direct relationship between retailer prices and supplier prices. Retailers working with WFP in Mozambique typically sell products with a one to five percent mark-up over supplier prices, and therefore will reflect any changes in price experienced by suppliers. Supplier prices have multiple influencing factors, including COVID-19, the currency depreciation, imports, transport costs, and reduced supplier stock. Retailers reported that COVID-19 was one of the main reasons for the surge in prices in 2020, because the increased restrictions imposed during the pandemic led to a halt in production and importation of many goods. The second noteworthy factor mentioned was the depreciation of the Mozambican Metical last year compared with the US dollar and South African rand, the two main currencies used in the purchase of imports. Prices of products are highly sensitive to exchange rate volatility, given the heavy reliance on importation. The third factor frequently perceived to increase prices was transport costs. Heavy regulations on imports and cross-border movement during the pandemic increased transportation fees and freight costs. In 2021, bad weather compounded the supply chain challenges, further driving up transportation costs.

210. The additional costs incurred by suppliers from the factors described above together with the ensuing scarcity of products available, led to an increase in supplier prices. One retailer summed up the main reasons behind the price changes: “The main reason for this [price] change is the dollar appreciation against the metical. The coronavirus pandemic also influenced this because restrictions on importation and exportation caused a shortage of products in the market.”

Zimbabwe

211. Retailers reported that while prices had generally decreased over the previous three years due to fiscal policy and increased supply of commodities, there was fluctuation in prices of certain items, especially imported or seasonally scarce items like sugar and dairy. One statement from a retailer indicated that they set their prices by comparing to competitors and thus increased competition among retailers had a positive effect on price for consumers. The fiscal policy combined with the use of the US\$ stabilized local markets by reducing risk associated with fluctuating prices. Stabilized local markets and less reliance on black markets further reduced prices. While retailers relying on black market profits may have lost income with stabilized markets, other retailers began profiting from WFPs interventions directly with consumers. The causal map associated with changes in prices is reflected in Annex 10.15.

Access and protection¹²⁹

212. As a dimension of market functionality, access, and protection measures to a large degree market functioning for certain groups of people (both customers and traders) or for everyone. These functionality lapses

¹²⁹ The retailers associated access and protection with mainly security.

can be short-lived or prolonged. In the latter case, normally markets adapt to the new circumstances and manage to operate, even though with large degrees of inefficiency. To evaluate WFP contribution to improved access and protection, the evaluation assessed changes in access and protection for consumers (shop's connectivity to main roads, changes in security threats near and around shop for certain groups, social barriers, and physical threats for certain groups). The retailers were asked on how access and protection had changed over the last three years.

Lesotho

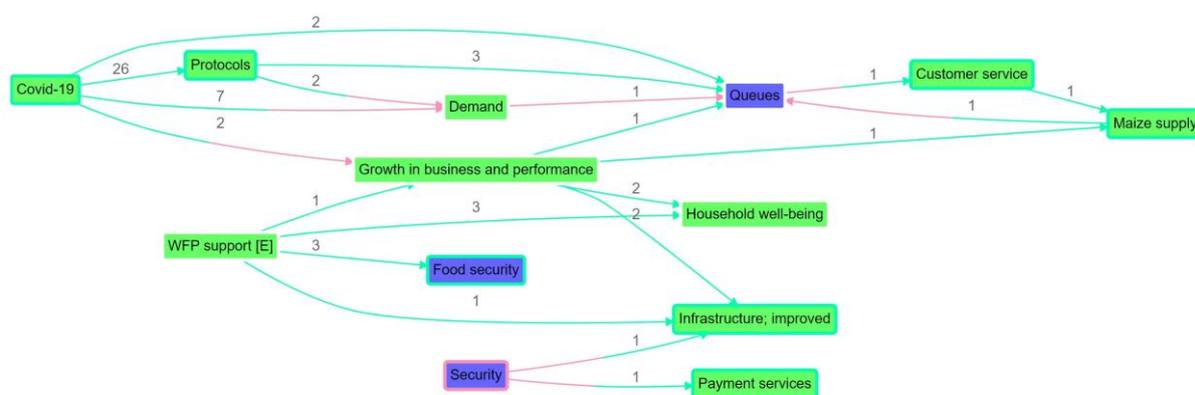
213. WFP support was an important causal factor for the improvement of security (Annex 10.4). Payments from WFP to retailers enabled them to invest in their shops' infrastructure. The cash support enabled traders to invest beyond stores' repairs and expansion. Retailers explained that before the partnership with WFP, there were robbery incidents in their shops, although it did not concern them too much, as they did not have a lot of stock to lose nor the means to improve security. However, after started working with WFP they had a lot to lose, since they expanded their stocks considerably. Because of that, they decided to invest in security to prevent burglaries. Based on that, retailers reported having installed security cameras, burglar-proof doors, gates, and fences. There were also reports of security guards being hired. With the considerable improvements, it was said that the security situation of the shops improved and there were few to no cases of robberies.

214. The facilitation of mobile money payment methods also brought more safety to customers and retailers. Customers became less exposed to being robbed of their money on their way to the shops, as there is no longer the necessity to carry cash. In addition, with the money transfers, retailers keep less money in the stores, which minimize their losses in case of an attack.

Malawi

215. As previously mentioned, few changes in shop's accessibility over the year were reported. Although only six respondents acknowledged robust changes, the basis for the changes are discussed below. On the protection and access causal map (Figure 8), accessibility was mainly affected by factors related to shop's infrastructure and closure of shops. A retailer explained that access to the shops has declined over the past three years especially for suppliers who utilize big trucks. The roads connecting the shops to the main roads and bridges are in poor condition due to lack of maintenance and rehabilitation in the past years. As a result, some suppliers who transport the products in large trucks started avoiding the route, which also lowered the supply of products in the market.

Figure 8: Causal links to access and protection in Malawi



Source: Interviews and FGDs with retailers.

216. However, on the consumer side, access had a better turn. Retailers said that more customers started to come to their shop especially after they had relocated to better areas. They also had provided customers with a parking space for cars. On the other hand, a retailer said that accessibility to his shop worsened because he lost his physical space and had to become mobile to maintain the business. However, customers have difficulties to find him, as now he is not close to the main roads anymore and his location might change from time to time. The few observed inverse effects of WFP interventions on retailers are a reflection of the market, or the nature of the relationship.

Mozambique

217. There was little change reported by retailers regarding access and security over the three-year period, as evidenced by the relatively few links leading to accessibility and security factors in comparison with the other causal maps (Annex 10.12). Nevertheless, some contributing factors can be attributed to these factors: The paving of roads and the construction of the roads in *Guara* and *Magude* were reported to contribute to an

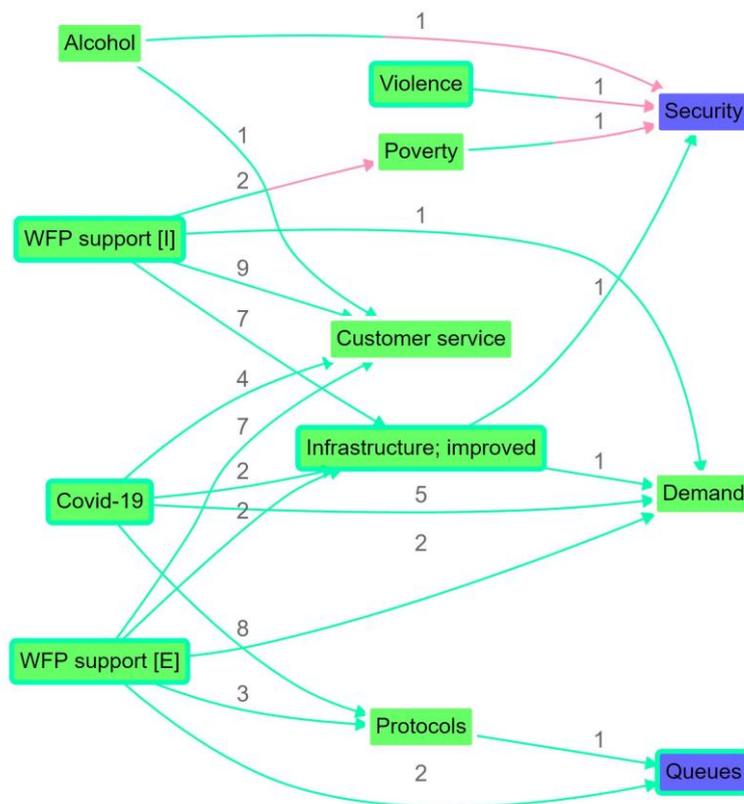
increase in general accessibility to retailers' shops. Retailers also observed that improving their infrastructure, such as building a ramp or separate entrances for priority individuals (e.g., elders, pregnant women, and people with disabilities), or adding cashiers for priority individuals, had a positive effect on the accessibility of their shops.

218. Security is said to have declined directly because of the conflict in Cabo Delgado, as well as due to a perceived increase in crime perpetrated by migrant populations displaced by conflict in the north or natural disasters in the center of Mozambique. Retailers responded by hiring security staff or improving the infrastructure of their shops to avoid being robbed. The introduction of electronic payment services also increased the safety of shop environments because it meant that customers no longer must carry around that much cash to make transactions, and shop owners can keep less money in stores, reducing the risk of loss in case of theft.

Zimbabwe

219. WFP financial support enabled retailers to purchase infrastructure such as solar batteries and burglar bars which contributed to increased safety (Figure 9). Similarly, the responses to COVID-19 came with purchases of infrastructure (buckets, thermometers etc.). In addition, WFP guidance and COVID-19 protocols led to an improvement in queues at retail shops, as shown in Figure 9 below. In the contrary, alcohol consumption, violence and poverty had an inverse relationship to security.

Figure 9: Causal links to access and protection in Zimbabwe



Source: Interviews and FGDs with retailers.

2.3.3 How effective are the MDAs in improving business operations for targeted market actors in various country contexts while providing food assistance to vulnerable populations?

220. **Finding 11.** In Lesotho and Zimbabwe, the link between increased growth in business and performance and WFP support is perceived by retailers to be direct. In Mozambique, on the other hand, most retailers report the link to be indirect, which suggests that MDAs are working as intended, through creation of demand and competition. While WFP supports retailers financially, this also generates a market with demand and competition which subsequently stimulates retailer growth. This is the intention of MDAs and makes the approach more sustainable. It means that once WFP exits, the markets will still be there, and retailers will continue to grow. In Malawi, the interventions of WFP or the cash injected into the economy by the organization most likely did not lead to significant development for the retailers consulted.

221. Retailers consulted provided their perception on how their overall business had changed in terms of increased growth in business and performance. The evaluation team performed a robustness test on the broader causal chains extracted from the retailer interviews to examine how their business had changed over the past three years and whether it was possible to trace the changes back to the efforts of WFP.

Lesotho

222. In Table 11, the robustness of causal links (68 in total) between the financial support of WFP and growth in business and performance indicates that the cash injected into the economy by the organization directly led to the development of retailers' businesses. Likewise, the robustness of the connection between the financial support of WFP and retailer income is as strong, with 67 statements.

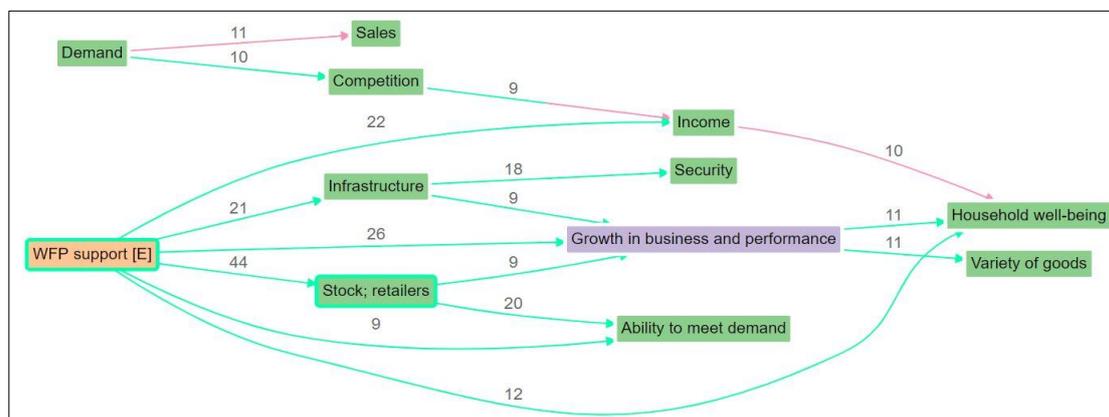
Table 11: Robustness test on how overall business changed in Lesotho

Robustness test	WFP support [E] ¹³⁰	External Assistance [E] ¹³¹
Growth in business and performance	68	54
Sales	37	39
Income	67	53

Source: Key informant interviews and FGDs with retailers

223. The same trend is visible in the causal map (Figure 10), in which WFP support is directly linked to growth in businesses and improved retailer income. WFP financial support had a direct connection to growth in business and performance (showing 26 statements). It also positively changed retailers' shops infrastructure (21 statements) and increased retailers' stock capacity (44 statements) and income (22 statements) which also resulted into the development of their business. Income increase is reported, however, as a cause and an effect of business growth (Figure 10). Even though all retailers engaged with WFP acknowledged that the partnership led to growth of their businesses, they did not quantify it. Instead, they gave examples (see box 3) of what they did with the incoming money, which also spilled over towards household wellbeing, as an interviewee noted: "The money we claimed came in huge amounts which helped us improve our shops more by putting in more stock, paying off some of our debts and bills, finishing our building projects, and paying fees for our children in schools."

Figure 10: Causal links associated with growth in business and performance in Lesotho



Note: WFP support [E]- E represents statements where WFP was explicitly mentioned.

Source: Interviews and FGDs with retailers.

¹³⁰ This entails on the payments retailers received from WFP for being engaged with MDAs and providing beneficiaries with food.

¹³¹ This represents WFPs direct cash injection in the economy through CBTs for the beneficiaries, for example.

224. However, competition is a factor that hindered business development. The increase in competition was a negative indirect effect of COVID-19 ([Annex 10.1](#)). The restrictions imposed by the pandemic and the reduction on production led to an increase of the suppliers' prices, which also increased the prices offered by retailers. With the high prices and lock-down restrictions, products' demand decreased significantly, and retailers struggled with the wide competition. Shop owners explained that there is a lot of competition in the retail business in Lesotho. It was said that due to the low entry barrier, it is easy to establish a shop and they have seen an increase in competition with foreigners (mainly the Chinese and Indians) that own big shops. Foreigners have the financial capacity to get established on their own and even own more than one store. Retailers explained that it is difficult to compete with bigger wholesalers, as those can sell their products for cheaper prices, because they buy in larger quantities. As a result, some customers might even relocate or stop purchasing from the smaller shops, seeking

Box 3: Retailers' perceptions on their business growth and its relation to WFP

"I think the main reason for this improvement is the fact that WFP was able to assist with money which some of us as retailers in this area managed to improve businesses. For instance, I also bought a car that now works for this shop and aids me in transporting stock at shorter times than when I used to hire cars and used to use public transport." - Retailer in Mafeteng

"I was able to work with WFP and the money I got from them helped boost my business. I was also able to do some renovations at home." – Retailer in Quthing

"I have been blessed to have worked with WFP which gave me the financial muscle to improve the shop. My family has been safe and well throughout the pandemic. All in all, I'm very hopeful about the future." Retailer in Thaba Tseka

for better prices.

Malawi

225. In Malawi, the robustness of causal links (1 in total) between support from WFP and growth in business and performance indicates that the causal connection is weak. The same trend was observed in the causal map. Hence, interventions from WFP or the cash injected into the economy by the organization most likely did not lead to significant development for the retailers consulted. The robustness of the connection between the changes in sales and WFP support was slightly higher, but still not substantial. Changes in income were a factor that showed no connection to projects from WFP. Even though retailers did not explicitly mention WFP, they said that because of external assistance from NGOs in the communities (mainly with cash-based transfers), business and sales improved for the time of the support.

226. The weak link between WFP interventions and the three indicators is understandable in the context of the unrestricted cash approach in Malawi, where retailers are unable to identify the source of the cash which beneficiaries use at their shops, and therefore are unlikely to associate WFP to changes in the market. However, this may yet be possible if there is a way to link the cash that WFP gives with the intervention, i.e. a WFP debit card that works in Point of Sale machines.

Mozambique

227. The robustness test on how overall business changed in Mozambique is reflected in Table 12.

Table 12: Robustness test on how overall business changed in Mozambique

Overall business change factor	WFP support [E] ^{132 133}	External assistance [E] ¹³⁴
Growth in business and performance ¹³⁵	41	27
Sales	37	24
Income	33	25

Source: interviews and FGDs with retailers

¹³² WFP factors were categorised as external assistance for the CBT interventions targeted at beneficiaries and WFP support for the financial support received by retailers engaged in WFP CBT activities.

¹³³ [E] represents explicit references to WFP.

¹³⁴ CBT interventions targeted at beneficiaries.

¹³⁵ The main indicators used to measure changes in business were growth in business and performance, sales, and income.

228. There are 41 statements creating an (in)direct causal chain between WFP support and growth in business and performance, which suggests that the link is quite robust. The link between WFP support and sales or income is less robust, but still enough to state with some level of confidence that the support provided by WFP to retailers had a significant impact on their revenue and profits. The link between the CBTs intervention itself and changes in retailers' business is relatively weaker, but still noteworthy.

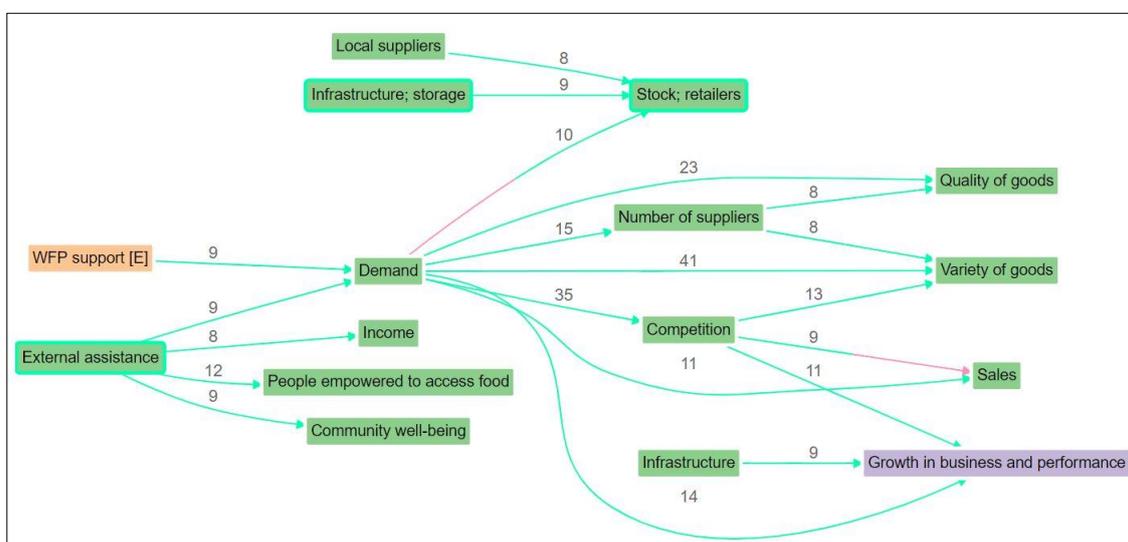
229. According to retailers, WFP support is a contributing factor to demand because its interventions bring many WFP beneficiaries to associated shops seeking to redeem their vouchers. The intervention-related demand has led to significant business growth as retailers expand their number of suppliers, stock capacities, assortment, and infrastructure to meet their new customers' needs (see Box 4 for selected quotes describing retailers' experience with WFP).

Box 4: Retailers' perceptions on their business growth and its relation to WFP

- *"Our infrastructure is changing. We bought one big container to store a bigger quantity of products. This bigger container was a response to increment of sales we had from 2018 to 2019 when supplying food to WFP. We had to satisfy bigger demands, which required us a bigger warehouse."* Retailer in Mafambisse
- *"Products for feeding were increased because of the partnership of my shop with NGOs (WFP and World Vision), as they demanded large quantities of goods between 2018 and 2020."* Retailer in Dondo Sede
- *"Before signing the contract with WFP, I had low number of customers. When WFP and other organizations signed a contract with me, to attend the beneficiary needs, my business improved because the number of customers increased. In the past I had difficulties in selling the same quantity of products I sell now."* Retailer in Masquil Alto

230. Growth in business and performance increases with higher levels of competition, improved infrastructure, and more demand. As previously discussed in Lesotho, competition is intrinsically tied to demand. As populations grow, demand for quantity, quality, and variety of products increases. Shifting population dynamics may be organic (Moamba), or stem from displacement from areas suffering from natural disasters (Buzi) or conflict (Cabo Delgado). In conjunction with high (youth) unemployment and low barriers of entry for opening a shop, a higher demand led to a hike in the number of retailers in the market competing to serve the needs of consumers. Retailers connect it to growth through innovation, research, creative marketing strategies, improvements in service, and an optimization of the supply chain. Sales, on the other hand, are negatively linked to competition because profits are likely to suffer when multiple retailers in the market are vying for the same customers. The causal chains linking these factors together are illustrated in the causal map in Figure 11. According to retailers, WFP support is a contributing factor to demand because its interventions bring many WFP beneficiaries to associated shops seeking to redeem their vouchers. The intervention-related demand has led to significant business growth as retailers expand their number of suppliers, stock capacities, assortment, and infrastructure to meet their new customers' needs.

Figure 11: Causal links associated with increased growth in business and performance in Mozambique.



Source: Interviews and FGDs with retailers

Zimbabwe

231. There is a robust causal link between (both explicit and implicit) WFP support and an increased growth in business and performance, with a total of 22 statements (Table 13). This is also the case for the relationship between both categories of WFP support and retailers' profits (16 statements) and to a lesser degree for the relationship between WFP support and retailers' income (7 statements).

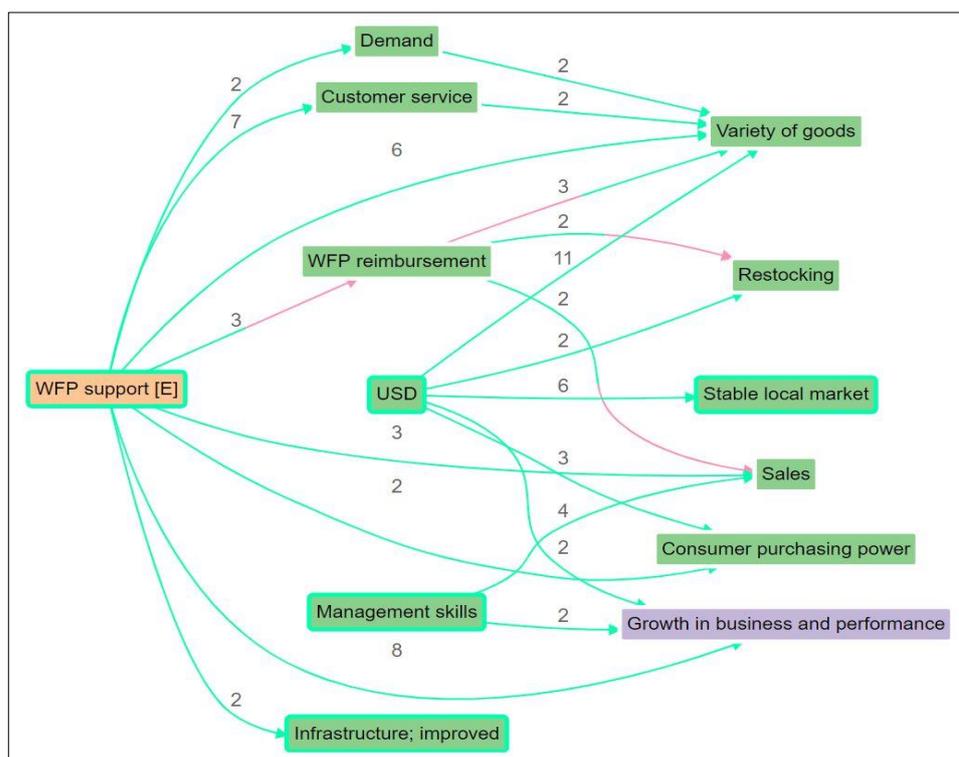
Table 13: Robustness test on how overall business changed in Zimbabwe

Robustness test	All sources	WFP support [I] ¹³⁶	WFP support [E]
Growth in business and performance	22	14	14
Profits	16	11	12
Income	7	3	5

Source: Interviews and FGDs with retailers

232. As Figure 12 shows, WFP support [E] brought in new customers with US\$ buying power which led to a reported increase in profits.

Figure 12: Causal links associated with increased growth in business and performance in Zimbabwe



Source: Interviews and FGDs with retailers

233. WFP support through onboard retailer training and financial support contributed to growth in business and performance. Retailer management skills came in handy because of innovation, which allowed some retailers to offer the most competitive prices by buying from cheaper suppliers and maximising on sales volumes. As already mentioned under section 2.2, delays in WFP reimbursement contributed to reduced profits especially for smaller retailers who were not able to restock and meet demand. During the COVID-19 induced lockdown, small retailers' operating hours were disrupted, resulting in lower profitability. When WFP was implicitly mentioned, WFP support generally had positive effects on a variety of factors within the market.

¹³⁶WFP support is coded when respondents mention WFP support implicitly.

234. Because of the point-of-sale machines received from WFP, retailers mentioned this increased their customer care services. The onboarding training increased their customer care standards, and they ensured prices were displayed. Flexibility on modes of payments also brought convenience to customers and made the shops more competitive in terms of customer service. Retailers also mentioned they switched to higher quality brands of rice and maize meal to suit the needs of their customers. This change was also encouraged by emphasis from WFP on quality products to offer a convenient shopping experience, attract, and retain customers.

235. Retailers mentioned that the provision of a variety of products was part of the contractual agreements with WFP. This requirement compelled them to expand their product ranges (e.g., commodities such as dried fish, chunks, indigenous vegetables, dried beans, etc.). In addition, although goods were scarce in 2018, a good rainfall season in 2020 promoted growth because of the increased availability of goods on the market. Two retailers mentioned that they switched from a stepped to a flat pavement to cater for people with wheelchairs and the disabled, renovated the shop, and put burglar bars.

236. The **Mozambique** context of population displacements and congregation in resettlement centres could have generated a market. This scenario is difficult to apply in **Lesotho** where there were no changes in population and most people live in isolated communities where markets are fixed. In **Zimbabwe**, the macroeconomic challenges and monetary constraints already mentioned creates an unstable market condition. These differences make contextual issues an important factor to consider when conducting assessments and designing MDAs. The contextual information on each country is found in [Annex 4](#).

237. There was consensus amongst all informants that the Lean Season Assistance of WFP in Southern **Madagascar** had prevented total famine in the recent years. On receipt of cash, beneficiaries had purchased basic food stuffs which had likely boosted the local economy and created employment for various supply chain actors. Further, WFP staff believed that the lean season assistance had stemmed the flow of displacement and migration towards cities or other centers in search of food. Post Distribution Monitoring assessments showed that most of the beneficiaries were satisfied with the amount they received through the CBTs. In urban areas, where the COVID-19 response was implemented, there were indications of improved food security among beneficiaries. According to WFP staff, targeted smallholder farmers had diversified into livestock production and had increased their profits, but more work was required in terms of building their capacity to supply to other markets outside of WFP. The downside is that CBTs and resilience work is implemented separately without much integration between them. The reason provided were lack of cross-functional teams for allowing such integration to take place.

238. Impact in **Tanzania** concerns the extent to which WFP supply chain and related agriculture market interventions are contributing to reducing market inefficiencies in Tanzania. The qualitative data collected among stakeholders strongly suggests that the supply chain and agriculture market interventions are likely to contribute to progress towards achieving higher level impacts, although it is difficult to claim direct and substantial contributions to the economy in Tanzania and in the region due to other significant sectors such as mining.

239. Qualitative data collected from stakeholders show that supply chain interventions have improved the business operations of participating transporters, the Marine services, and Tanzania Railway Corporation over time. The demand created by WFP was catalytic in increasing the number of suppliers on the market which in turn has created competition. For example, Tanzania Railway Corporation has taken a big share of clients from big transport companies such as Galco, fueling another level of competition. This competition is noticeable in the low market rates for transportation costs.

240. Due to their association with WFP, transport companies have gained credibility with the banks, allowing them to access finance for capital investment and growing their businesses. One company had increased their fleet from 200 trucks in 2015 to the current 650+ trucks. In addition, the same company now has 1000+ employees from less than 300 in 2015, thus demonstrating a clear contribution to job creation. Contracts with WFP make it easier to access bank loans. These WFP contracts have also been a springboard to accessing business with other clients. For example, one transport company indicated that they were now working with WFP Kenya and Malawi because of their track record in Tanzania.

2.4 EVALUATION QUESTION 4: SUSTAINABILITY

2.4.1 Introduction

241. Evaluation question 4 asks the following questions with varying degrees of depth: (1) What is the likelihood that the results of the MDAs will be sustainable after termination of external assistance? (2) What are the key factors that affect negatively or positively the sustainability of MDAs in different country contexts? (3) Are these factors different for different actors (men, women, rural, peri-urban) and country contexts?

2.4.2 Likelihood of sustainability of achievements and factors affecting results

242. **Finding 12. There is not enough evidence to fully assess sustainability of some of the WFP's MDAs. Notwithstanding, there are prospects for sustaining the gains achieved in some of the MDAs.**

These come from supply chain infrastructure and capacity strengthening interventions on local purchase, buying clubs, linkages of retailers to financial institutions, and market assessments including MFIs and MSA. Governments are generally not yet fully involved in the planning and delivery of MDAs. Where government is involved, their capacity is still insufficient to manage and support MDAs.

243. As already mentioned in the [methodology section](#), the subject of the evaluation presented limitations in terms of disaggregation of primary data collected by the ET in terms of gender, disability, and geographic landscape. As most key informants across the countries explained, MDAs require time and continuous funding for them to function as intended and be sustainable, the evaluation team did not have enough evidence to fully assess sustainability of some of the MDAs. Notwithstanding, there are prospects of sustainability for some interventions as will be explained in the following pages.

Lesotho

244. There was consensus amongst government and WFP staff consulted that there is some indication that some of the MDA activities may continue after support from WFP ends. For example, programme staff believed that even though WFP had ended the local procurement in the southern districts, retailers were still endeavouring to buy from the millers as groups. Moreover, it was reported that retailers had expanded their buying clubs targeting other commodities that were not included during the operations of WFP. However, project staff noted that these interventions were happening with some constraints due to limited support from the Ministry of Agriculture, thus undermining the sustainability prospects.

245. According to all key informants, political conditions within the country seems to be a key determinant to the sustainability of the MDAs. Although government informants consulted were affirmative that MDAs would continue to be supported, most non-government informants were skeptical. There were fears that after the elections, the new government may not want to maintain the local procurement interventions. Some farmer associations and bank stakeholders expressed similar concerns, stating that the government may not be able to continue procuring their products. Climate change was another external factor identified by retailers, farmer associations, government and private stakeholders that could hinder the sustainability of the MDAs especially agriculture market development. According to informants, there were no gendered differences in terms of the effect of these factors on sustainability of MDAs.

Malawi

246. There were divergent opinions related to the sustainability of CBT interventions in the context of MDAs in Malawi. There is a strong sense from some implementing partners and WFP staff that the programming approach needs to change for the results to be sustainable. The approach must be changed towards more contextualized and inclusive interventions that aim to promote inclusive growth, mainly with small and medium businesses and producers. In addition, it was stated that WFP needs to strengthen capacity building activities that foster an autonomous behaviour and ownership within the communities.

247. According to farmer associations, the work that WFP does in agriculture market development with smallholder farmers will likely be sustainable. The vulnerability of smallholder producers, supply chain, and markets to shocks will continue to be a threat to this sustainability. As in the case of Lesotho, the key informants emphasised the role of government in ensuring the sustainability of these activities. By this, key informants talked of government maintaining and reinforcing price monitoring ensuring traders pay a fair price. Related to this was the enactment of land reform that could guarantee access to land to more people as being important in ensuring sustainability. According to an implementing partner, land reform that is inclusive of all refugees would be beneficial.

248. According to WFP staff, due to cultural factors, women are affected differently, as they are more vulnerable, and men usually have control over assets. Geography is also a challenge that affects remote and rural areas more, in terms of reduced access to inputs and markets. Small business owners and producers are especially vulnerable to shocks, since they rely largely on the supply chain, particularly in rural areas. Hence, any disruption on the supply chain, has a direct impact on smallholders and business owners to find markets, sell their products and make an income.

Zimbabwe

249. While all retailers consulted said they will not close their businesses after WFP support ends, there was a likelihood that some results may not be sustained. According to retailers, the reimbursement or financial support received from WFP is perceived to be the main factor that allows them to grow, and this is not sustainable. For example, end of WFP financial support is likely to have a twofold impact on their businesses. There may be a significant reduction in the customer base and reduction in volume of sales thus reducing income. Smaller retailers would be the hardest hit, and some expressed concern about losing the gains attained through the programme. The large wholesalers stated that they will feel the gap when WFP support ends due to a potential reduction in customer base and overall business growth. However, the wholesalers indicated that they would be

able to develop other strategies to expand their businesses. The main reasons put forward for smaller retailers were reduction in business growth and limited capacity to grow their business, macroeconomic challenges, and uncertainties in the policy environment. COVID-19 remains a major risk, continued restrictions on movement/trade will have a negative effect on the retail business.

250. Sustainability is influenced by the level of engagement of partners in support of the retailers when the support of WFP ends. The urban retail engagement currently involves NGOs and WFP with little or no direct participation of local authorities (municipalities) and other community structures. In terms of agriculture MDAs, WFP trained extension workers in good agricultural practices and market linkages as well as lead farmers as a pathway to sustainability. However, as already mentioned, unfavourable economic conditions and the impact of climate change can potentially have a negative effect on the gains achieved through markets created because of WFP. As in Lesotho, informants did not mention any gendered differences in terms of the effect of these factors on sustainability of MDAs.

Mozambique

251. Project staff mentioned that the sustainability of MDAs was highly dependent on the design of the activity itself. Retail-in-a-box has the potential to offer a sustainable solution by developing a market for beneficiaries and creating business opportunities for retailers. From beneficiaries' perspective, the activity is sustainable because the market will still be there, even after WFP withdraws assistance. However, whether this activity can be implemented by retailers on their own over the long term remains to be seen. Some suggestions by both project staff and key stakeholders to make this activity more sustainable included linking retailers to wholesalers to extend credit to retailers, focusing on small retailers who are more invested in the local community, and combining the activity with retailer trainings on business skills.

252. The retailer training that accompanied the retail-in-a-box pilot was sustainable because the initiatives being undertaken by retailers as a result of the training will benefit their businesses over the long-run. Mobile shops, on the other hand, were a short-term solution and were widely considered to be unsustainable. Mobile shops incurred higher costs for retailers and for WFP, created dependency on assistance, and neither beneficiaries nor retailers were encouraged to find new sustainable ways to make money and increase their income. Therefore, the current business model for mobile shops will not function without outside intervention or without changing the financial incentives for retailers. Recommendations given for improving sustainability were for bigger retailers to run mobile shops. One way to ensure sustainability is that when MSAs are conducted and they make recommendations on what MDAs may be considered, they should include sustainability considerations. The sustainability aspect refers to the habitual use of Market Systems Analyses rather than the assessments themselves. For MSA to be sustainable, WFP must work on integrating them more into its programme designs.

Madagascar

253. Sustainability prospects in Madagascar were generally interpreted by all informants in the context of moving from emergency response to resilience building interventions. The resilience programming of WFP particularly the food transformation units was highlighted by both government and WFP project staff as interventions with high sustainability prospects. Further, the Young Progress Association¹³⁷ mentioned how they had combined the WFP Lean Season Assistance with their resilience components (seed distribution to farmers) to create food self-sufficiency amongst targeted communities.

Tanzania

254. The investment of WFP in supply chain capacity strengthening activities in the Lake Victoria Corridor including the introduction of the multimodal transport system created enough demand that will continue even after WFP exits the market in the future. Private companies have crowded in and have started to recognise Tanzania Railway Corporation as a reputable transporter, so there is a likelihood that the capacity already built will be sustained. A major limitation towards further sustainability prospects is the unmet increased demand created for wagons that will need to be addressed.

255. In terms of truck driver capacity strengthening, partners agreed that UDBS will lobby through the appropriate channels to make truck driver training mandatory for all truck drivers in the future. Efforts are underway to ensure that the contents/modules are made mandatory for every truck driver before receiving their certificates. UDBS will collaborate with relevant government organs such as the National Institute of Transport to ensure that the course is mainstreamed in the regular programmes for truck drivers. This shows the actions of WFP as being catalytic of systemic change that could have significant impact within the transport sector if these proposals are implemented.

2.4.3 Gender equality and inclusion issues

¹³⁷ Young Progress Association is an NGO located in Antananarivo, Madagascar and WFP's implementing partner.

256. Finding 13. Incorporation of gender dimensions in MDAs is generally weak in all the countries. The design of MDAs across the countries did not consider specific needs of women, men, youth, disabled and other groups. In part, this may be the result of a lack of gender consideration in the MDA guideline documents and tools, as well as the context and nature of MDAs. Implementation of MDAs was more gender sensitive by actively promoting the inclusion of women into the MDAs and conducting gender sensitization where relevant. Monitoring and reporting was rather weak in gender analysis. The evaluation team perceived that overall, the MDAs suffered from low capacity of project staff and implementing partners in methods, guidelines, tools for integrating gender in MDA

257. There are gendered differences when it comes to access to assets in **Madagascar**. WFP staff indicated that women tend to have less access to phones, especially in the south where it is still a very patriarchal society. WFP is working towards addressing this gender gap through several women empowerment projects. They also have a component to ensure gender mainstreaming throughout their programming and so they have seen improvement in their goal of gender equality/parity.

258. There was consensus amongst key informants in **Mozambique** that the socioeconomic and political factors affected men and women equally. In contrast, one respondent did note that income varies by gender and suggested a focus on women who work in agriculture. The project staff consulted highlighted the cultural aspects as critical in design and implementation of MDAs. For example, in the southern, central, and northern parts of Mozambique, traditionally men are the ones who are always in the lead and doing business.

259. According to WFP project staff in **Malawi**, there were differences between women and men refugees because of lack of access to and control over the assets. More remote rural communities suffered more with access to markets especially in terms of access to inputs. According to WFP staff, due to cultural factors, women are affected differently, as they are more vulnerable, and men usually have control over assets.

260. Even for **Lesotho**, where the proportion of women retailers was relatively high compared to other countries, several women reported inheriting the shop from their husband after he died. Women therefore face substantial social barriers in the management of retail establishments, which is reflected in the gender proportion of respondents across all countries under evaluation. The under-representation of women in retail may also be more pronounced because of the preference of WFP toward larger retailers that meet the minimum requirements to handle the demand generated by WFP beneficiaries. If WFP were to modify the criteria to include smaller or more informal businesses, it may be able to obtain a more balanced proportion of retailers.

261. All informants consulted in **Lesotho** identified geographic location as more critical in determining the sustainability of MDA results than gender or other inclusion issues. Being in rural areas was described as a risk factor to multiple vulnerabilities for both men and women. Both men and women relied on agriculture for their livelihoods and the agriculture markets were exposed to the impacts of climate change. The sustainability of results was therefore not differentiated by gender but was influenced by rural and urban divides. The key informants from the banks concurred that, it was easier for both men and women to access finance from urban than in rural areas. These perceptions however contradict the general literature that points to high gender inequalities in Lesotho. Literature shows that participation in agricultural activities remains challenging for women as they are less likely than men to own land.¹³⁸ In addition, women had limited access to finance, and were more likely to be poor than men and HIV prevalence was significantly higher in women than men. Perhaps WFP would benefit from a larger sample size than that used in this evaluation to better understand the deeper gender dimensions of MDAs.

262. The **Zimbabwe** country office ensured the participation of women in retailer engagement activities and smallholder farmer interventions. However, there were no specific considerations of gender in the design, implementation and monitoring of retailer engagement. Implementing NGO partners working directly with people receiving cash assistance from WFP, reported some gender differences in access to resources, decision making power and gender-based violence incidences. The NGO partner explained that women generally carried the heavy burden of ensuring that there was food in the household. In addition, during COVID-19 epidemic, there were reported increases of gender-based violence amongst women as well as marriages of young girls. The livelihoods of people with disabilities had been affected by lockdowns caused by COVID-19 and exposed the households to increased vulnerabilities to food insecurity.

¹³⁸ Lesotho CSP (2019-2024).

3. Conclusions and recommendations

3.1 CONCLUSIONS

3.1.1 Relevance

263. **Conclusion 1:** While there are no corporate objectives/targets/indicators on MDAs, the guidance materials for design, implementation and monitoring of MDAs developed by headquarters are generally useful but need to be consolidated, and refined using a food-system approach. Capacity strengthening of WFP, Government and partners is needed to enhance the contribution of WFP to market development.

264. WFP supply chain, markets, and smallholder agriculture market support units have developed guidance frameworks and tools separately which are being used by countries in varying degrees. There is still need for alignment of frameworks and tools between these units within the organization in general for effective design and implementation of MDAs. In addition, dissemination and awareness of the tools and guidance material need to be enhanced. All relevant units within WFP need to work together in design and implementation of MDAs.

265. **Conclusion 2:** MDAs designed and implemented by WFP across the study countries have been largely relevant to the needs of the people benefiting from the assistance. However, the MDAs under unrestricted cash are yet to be fully developed. In general, partnerships especially with governments have generally not been leveraged for a sustainable solution to the implementation of MDAs.

266. The MDAs include those that link different market actors. For example, a key activity in Lesotho is setting up buying clubs where small retailers aggregate their buying and share the costs of sourcing, transport, and/or warehousing. The retail-in-a-box (RIAB) was designed with the purpose of bringing the market to beneficiaries by creating pop-up shops in resettlement camps. If the market is relocated closer to beneficiaries, it will reduce their travel time and stimulate local economies that include farmers, retailers, and markets.

267. Most MDAs are focused on building capacity of market actors through trainings to improve ability of market actors to deliver food efficiently. These include training of retailers in bulk buying, farmers and retailers on food handling, safety, and quality. The different retailer trainings are highly rated across the countries in improving capacity of retailers to deliver CBTs and offer a good shopping experience for customers.

268. WFP is largely involved in the implementation of MDAs with limited partnerships with host government, private sector, NGOs, etc and this is not sustainable. WFP needs to build the capacity of national governments so that they can implement MDAs with support from other public and private actors.

269. In Malawi and Madagascar, unrestricted cash objectives of supply chain should revolve around maximizing purchasing power of beneficiaries, optimizing shopping experience, meeting nutritional goals, and contributing to market efficiency and resiliency. Although the Malawi and Madagascar country offices conduct several market assessments and price monitoring, they are yet to develop suitable MDAs for market actors based on detailed market diagnosis.

270. In Tanzania, the support of WFP to the reopening of the Lake Victoria corridor, the rehabilitation of out-of-service wagons was relevant in strengthening supply chain capacity and enhanced WFP capacity to deliver food assistance at lower costs within Tanzania and other countries across the region. The introduction of the multimodal transport system was relevant in creating demand for road and water transport services. WFP's use of commercial traders to transport food supplies was relevant and appropriate to increasing market competition and contributing to economic growth. The work of WFP on building capacity of truck drivers was relevant in addressing their various food security, health, and personal challenges including gender-based violence to ensure an efficient supply chain in Tanzania and beyond.

271. **Conclusion 3:** The use of WFP multisectoral assessments in the design of MDAs is varied across countries. Recommendations from these assessments are not always comprehensive enough and the results do not incorporate gender, disability, and other inclusion issues.

272. Consultations with WFP country office staff revealed that to a large extent, MDAs were informed by results from various WFP multisectoral assessments (price monitoring, retail performance monitoring, process monitoring, market assessments, Market Functionality Indexes, Market Systems Analysis, etc.). In Zimbabwe, multisectoral assessments have been useful in identifying market inefficiencies but have not been used to inform the design of MDAs. Similarly, with the several price and market monitoring done in Malawi, these have not been adequate in informing MDAs in unrestricted cash. The MFIs and MSA conducted in Madagascar are yet to be used in the design of specific MDAs.

273. Process monitoring reports in Lesotho provide recommendations that are not elaborate enough to provide clarity on where responsibilities lie for addressing the challenges identified. In addition, there are no explicit recommendations on supporting retailers but are mainly beneficiary focused.

274. **Conclusion 4:** The support to smallholder farmers across all countries was relevant in addressing challenges of low production, post-harvest losses, lack of access to credit, and fair markets.

275. Programme staff explained that because of the MDAs, beneficiaries were able to purchase basic commodities for lower prices and smallholder farmers had their profits improved, particularly in Lesotho where farmers had been directly connected to the retailers. Government actors concurred that by engaging with smallholder farmers to supply the retailers, food production was increased, and the economy stimulated, although this leverage point needs to be strengthened to enhance the maximum benefits for retailers and smallholder farmers.

3.1.2 Effectiveness

276. **Conclusion 5:** WFP lacks a specific results framework for MDA activities that can be used to measure results. Country offices rely on WFP Corporate Results Framework indicators on capacity strengthening which are insufficient to isolate specific WFP contributions to market development in each country.

277. The four key performance indicators on price, availability, quality, and price are used to measure performance in the retail engagement work. However, these indicators are not yet uniformly measured across MDAs, making it difficult to establish criteria for monitoring and evaluation purposes. Furthermore, because they are currently being implemented ad hoc, rather than in a standardized manner, the impacts of MDAs cannot be clearly linked back to the country's larger strategic outcomes, and not much information on them can be found on the country level, such as in training reports, impact assessments, or in the Annual Country Reports.

278. The Supply Chain and logistics activities related to the opening of the Lake Victoria Corridor in Tanzania have no output and outcome indicators. The draft theory of change (ToC) for the Lake Victoria Corridor is yet to be finalized and due to this limitation, the evaluation team was unable to use the theory of change in assessing the extent to which results had been achieved.

279. **Conclusion 6:** There was varying overall performance on MDA outputs delivery and outcome achievements from 2018 to 2021 across the targeted countries. The achievements are generally not well documented as they are, by design, integrated within the overall CBTs and supply chain interventions. There is limited or no gender disaggregation of results.

280. **Lesotho:** Linking retailers with banks promoted financial inclusion, making it easier for retailers to access credit. In addition, WFP trained the retailers on bulk buying, thereby reducing the unit cost of the commodities. Evidence from retailer performance reports and process monitoring reports indicates significant achievements in terms of faster turnover of stock, more clients for retailers and increased profits between March 2020 and April 2021. The same reports noted issues around delayed payments and high prices due to supply challenges experienced between October 2020 and November 2020.

281. **Mozambique:** MSA recommendations provided concrete solutions, which allowed WFP to get past the bottlenecks observed that had led to inefficiencies in the provision of goods to beneficiaries. Despite their success, project staff noted that MSA have not become a way of working in the country office and this significantly curtails MSA's abilities to contribute to planned outcomes over the long-term. The retail-in-a-box had significant achievements, its design was good, but operational challenges led to delays with the implementation of the project, shops are not yet open throughout the week, and there is still space for them to improve service. The results of the training were visible as retailers built bigger shops and implemented the recommended warehouse management approaches. In the short term, mobile shops addressed some of the four pillars of food security in the short term but not in the long run.

282. **Zimbabwe:** There was generally positive achievement across most performance indicators assessed except for prices of commodities, observation of COVID-19 prevention measures, access, and protection issues. Access and gender are a major constraint with most shops having no facilities to accommodate the needs of disabled, elderly, pregnant, and nursing women but not much has been done to address this area of concern. The information generated from the retail monitoring is mainly qualitative and not consistently presented across periods to allow for detailed comparisons. In general, all retailers are treated the same in terms of compliance requirements despite their differences in size and location.

283. **Malawi:** Although this could not be verified by the evaluation team, the project staff who were interviewed indicated that MDAs reduced post-harvest losses as farmers were trained on best practices of storing and handling the produce, which also increased the quality of the goods. The home-grown school feeding programme also created a better and more stable markets for smallholder farmers by linking them to the school. The establishment of cooperatives also helped farmers to act collectively and construct warehouses, for example, which improved the storage conditions of the goods.

284. **Tanzania:** The reopening of the corridor as well as the introduction of a multimodal transport system had reduced transit time and the overall costs. Key informants from the Tanzania Railway Corporation and Marine Services revealed that this had translated to an improved business performance in the form of increased profits, enhanced capacity to meet operational costs, and investment opportunities. However, because the Tanzania

Railway Corporation is not increasing its limited rail capacity (including the number of wagons) to meet the increasing demand generated, full benefits are not being realised and important clients and business opportunities have been lost. As a result of contracts with WFP, transporters interviewed reported to have diversified and broadened their business operations. The trainings of drivers of transport and logistics companies was useful and addressed the challenges of drivers. In the absence of a follow-up monitoring process in place, the evaluation team was unable to establish the outcomes of the training in terms of improved behavioural changes.

285. **Conclusion 7:** External factors such as agricultural extension support, climate change, and the macroeconomic climate and policy environment, as well as internal ones such as programme funding, can all have an impact on the implementation of MDAs and the realization of results.

286. The strong government extension supports positively affected the implementation of agriculture market activities in Malawi and Zimbabwe. Farmers' associations in Malawi and Zimbabwe said the technical advice provided by extension workers was important in contributing towards increased crop productivity.

287. The short-term nature of the funding for the activities often linked to crisis response negatively affected outputs and their contribution to outcomes as was observed in Lesotho, Malawi, and Madagascar. Funding of MDAs should not be subjected to funding seasonality if they are to have a sustainable impact.

288. Climate change was an external factor frequently mentioned by farmers, WFP staff, retailers, and implementing partners in all the countries. Climate change is one of the greatest threats to food and nutrition security in southern Africa. More frequent and intense extreme weather events (drought, flood, cyclones) have affected production, marketing, and consumption of food across the whole food system. It extends and links the human-development nexus and stretches the boundaries within which MDAs can be designed and implemented.

289. It can be concluded that the design and implementation of MDAs is most constrained by macroeconomic challenges and policy uncertainties, political changes and demographic changes in Zimbabwe, Lesotho, and Mozambique, respectively.

290. The MDAs operate within a complex environment where economic factors interact with political, environment, and social factors. The MDAs needs to be coordinated within this broader framework with WFP forging partnerships with government in the coordination and implementation of MDAs.

3.1.3 Impact

291. **Conclusion 8:** Among other factors, WFP support had varied effects in improving retailers' businesses and providing them with financial security by increasing the demand for products and improving their capacity to meet that demand.

292. WFP support was one of the key causal factors that led to a direct increase on the variety of goods and to an indirect increase on their quality in Lesotho. Retailers explained that the partnership with WFP enabled them to improve the assortment of products they offered as demand grew from WFP beneficiaries shopping in their stores. COVID-19 was also a substantial factor that led to negative changes in the variety of goods in Lesotho since the country relies heavily on products imported from South Africa.

293. In contrast, demand was a key causal factor for both the quality and variety of goods in Mozambique. An increase in demand also led indirectly to an increase in the quality and variety of goods through an increase in marketplace competition and to a lesser extent through an increase in the number of suppliers. It can be concluded that the WFP guidelines shared with retailers, as mentioned by some respondents had a positive effect on the variety and quality of goods.

294. **Conclusion 9:** WFP financial support is the main factor that contributed to increased growth in business and performance in Lesotho and Zimbabwe.

295. WFP financial support had a direct connection to growth in business and performance, positively changed retailers' shops infrastructure and increased retailers' stock capacity and income which also contributed to the development of their business. However, competition is a factor that hindered business development. The increase in competition was a negative indirect effect of COVID-due to restrictions imposed by the pandemic and the reduction on production that led to an increase of the suppliers' prices, which also increased the prices offered by retailers.

296. While WFP financial support had positive effects on the growth in business and performance, the delays in reimbursements constrained such effects and contributed to reduced profits especially for smaller retailers who were not able to restock and meet demand.

297. **Conclusion 10:** WFP financial support in Mozambique created increased demand and competition, which led to increased growth and business amongst retailers.

298. In Mozambique, most retailers report the link to be indirect, which suggests that MDAs are working as intended, through creation of demand and competition. While WFP supports retailers financially, this also generates a market with demand and competition which subsequently stimulates retailer growth. This is the intention of MDAs and makes the approach more sustainable. It means that once WFP exits, the markets will still be there, and retailers will continue to grow.

299. **Conclusion 11:** WFP's cash injection did not contribute to growth in business and performance in Malawi

300. Even though retailers did not explicitly mention WFP, they stated that because of the external assistance provided by NGOs in the communities (primarily through CBTs), business and sales improved during the period of support. Changes in income were a factor that showed no connection to the projects of WFP. Hence, the interventions of WFP or the cash injected into the economy by the organization are unlikely to have resulted in significant development for the retailers consulted.

301. **Conclusion 12:** Evidence suggests that supply chain capacity strengthening activities of the Tanzania Railway Corporation, marine services and transporters, as well as the smallholder agriculture market support provided, will likely help to reduce market inefficiencies in Tanzania.

302. Qualitative data collected from stakeholders demonstrated that supply chain interventions have improved the business operations of involved transporters, the Marine services, and Tanzania Railway Corporation over time. The demand created by WFP was catalytic in increasing the number of suppliers on the market which in turn has created competition. Due to their association with WFP, transport companies have gained credibility with the banks, allowing them to access finance for capital investment and to grow their businesses. The WFP-Enabel smallholder market collaboration resulted in income injection into the local economy; local economic development contribution by farmers through payment of levies; income benefits at household level; and linkages of farmers to local traders and suppliers of post-harvest equipment which has potential benefits to local businesses.

303. **Conclusion 13:** Incorporation of gender dimensions in MDAs has generally been overlooked during the design of MDAs in all the countries that were evaluated.

304. There are notable efforts where country offices were promoting the inclusion of women into the MDAs. Notwithstanding, the design of MDAs across the countries did not consider specific needs of women, men, youth, disabled and other groups. In part, this may be the result of a lack of gender consideration in the MDA guideline documents and tools. Subsequently, monitoring and evaluation data is not usually gender disaggregated and reporting lacks gender analysis.

3.1.4 Sustainability

305. **Conclusion 14:** In several instances there is evidence to show that some of the benefits of MDAs are, or will be, sustainable beyond WFP assistance as in the case of Lesotho (linking of retailers to millers and retailers' buying clubs), Tanzania (supply chain capacity strengthening activities in the Lake Victoria corridor), and Mozambique (RIAB and associated retailer trainings). In other instances, such as Madagascar, Malawi and Zimbabwe, it is hard to assess sustainability due to limited evidence.

306. Across all countries, the sustainability of MDAs depends on several contextual factors: geography, political, policy, macroeconomic challenges, climate change, size of retailers, and the level of multisectoral engagement. The importance of engagement with governments and making sure they are part of the MDA design and implementation was emphasized in all countries. Multi-year funding was deemed critical for sustainability of interventions.

3.2 LESSONS

What lessons are emerging from different approaches, and how can WFP enhance design and implementation of MDAs to increase WFP contribution?

Lesson 1. Because monitoring and reporting in WFP is by and large guided by the corporate results framework (CRF) and logical frameworks of the CSPs, lack of any MDA indicators in the CRF and corresponding CSP frameworks means that MDA implementation and results have not been sufficiently tracked.

307. The implementation of MDAs and agriculture MDAs has demonstrated many positive impacts in each study country. MDAs have improved livelihoods of retailers, strengthened farmers' associations capacity, and supported other market actors along the supply chain (transporters, government institutions, NGOs etc.). But one of the key lessons learnt is that it has been difficult to track and assess these successes methodologically. Guided by the corporate results framework, WFP needs to track systemic changes in markets more broadly. It seems the easiest supply chain and retail engagement outcomes to track are those with proximate impacts on the local

economies¹³⁹ rather than national outcomes. There are some dimensions of business activities along the supply chain, that seem to have contributed to reducing market inefficiencies that the WFP could track, such as:

- The number of businesses opened or expanded.
- Assess job growth by tracking the number of jobs created.
- Assess contribution to the local economy through the number of business permits issued

Lesson 2. The framework involving the usage of MDAs should be standardized, i.e., where an MFI automatically triggers an MSA, and MSA reports suggest potential MDAs in the recommendations as is the case in Mozambique.

308. Because the procedures for the implementation of MDAs are not yet well established, WFP country offices do not commonly use MDAs in their programming. In some cases, country offices are not even aware that MDAs are in the toolbox or that the nature of their implementation scheme qualifies as an MDA. To establish criteria for monitoring and evaluation purposes, the four key indicators used to measure performance in retail engagement (price, availability, quality, and service) should be used uniformly across all MDAs. Furthermore, linking the outputs of MDAs back to the larger strategic outcomes of the country office would provide for more accountability. Finally, information on MDAs should be made readily available at the country level, such as in training reports, impact assessments, or in the Annual Country Reports.

Lesson 3. Working both on the supply side (smallholder farmer support) and demand side (retailers) as observed in Lesotho and in a more holistic and coordinated approach is likely to have better impact on market development.

309. Working with local retailers through its cash-based assistance transfers, WFP is helping make local markets more efficient. For example, lower costs translate into lower prices, giving vulnerable people the possibility to have more money to meet their basic food and nutrition needs. WFP's work on Smallholder Agriculture Market Support entails capacity strengthening of buyers (either public or private) that are interested in procuring from smallholder farmers, to generate a stable demand for quality products. In addition, WFP works on the supply side to increase smallholder production, marketable surplus, competitiveness of smallholder farmers, and its work on post-harvest losses etc. Lesotho is a good example where the country office has facilitated the linkage of smallholder farmers to the school feeding programme and has linked retailers to the Lesotho Flour mills, thus working on both the demand and supply sides.

310. These market system approaches that WFP uses need to be understood in the context of complex food systems to address market inefficiencies more broadly than focusing on one or a few markets. The importance of country contextual factors needs to be emphasised for the MDAs to work, and these often are displayed beyond the markets where WFP works. Hence, WFP needs to see the bigger picture in terms of addressing market inefficiencies which will also help facilitate multistakeholder collaboration and policy coordination at different levels.

Lesson 4. Taking a country office cross-functional approach to market development in targeted areas by encouraging collaboration of different units as learnt from Kenya country office: programme CBT, VAM, M&E, Gender, Nutrition, and Supply Chain, enhances achievements of programmatic outcomes.

311. Supply Chain should be involved in the design, and programme involved in how Supply Chain "delivers" the design of CBT programmes. Learning from Kenya, the CO should ensure from the start of market and retail engagement activities, that efforts are made to break the silos across what have traditionally been supply chain or programme roles.¹⁴⁰

Lesson 5. Strengthening interagency collaboration amongst the UN and NGOs has potential for maximising impacts by bringing together expertise and resources for different organisations (as has been demonstrated in Kenya).

312. Opportunities for UN agencies and NGOs in many activities to multiply their WFP's capacity for impact, and to widen the scale of it. There are opportunities for strengthening external cash working group which brings together UN agencies and NGOs in making it more visible and involved in the implementation of MDAs. In an unrestricted cash environment as is present in Malawi, stakeholders stated that UN agencies and NGOs needed to work together to address issues in a multidimensional way.

¹³⁹ The World Bank defines Local Economic Development (LED) as "a process by which public, business and non-governmental sector partners work collectively to create better conditions for economic growth and employment generation", with the aim of "building economic capacity of a local area to improve its economic future and the quality of life for all".

¹⁴⁰ Strengthening local supply chains and retail networks to improve the value of cash for vulnerable communities The Kakuma and Kalobeyei Model, March 2020.

Lesson 6. Coordination of MDAs, including with local government authorities, is a critical success factor if MDAs are to be effective and impactful. This was demonstrated to some extent in Lesotho.

313. The authorities must clearly understand the activity's objective and be kept in the loop during implementation. Where possible, the government should be encouraged to take the lead and to help set priorities. A key success factor of the Kakuma model in Kenya has been the local government's active participation. The team consults the local government before starting new projects and works with them to design their market engagement programmes, utilizing the governments' local assets, e.g., having health inspectors at the slaughterhouse or repairing road infrastructure from the main market to Kakuma.¹⁴¹

314. In Lesotho, the country office was confronted with methodological complications when designing the MFI, and was only able to partially conduct the MFI by integrating the indicators in the LVAC assessment led by the government, which provides more chances of sustainability. Although it is still preferable to conduct an independent MFI, coordination with the government can be useful when conducting monitoring and assessments of WFP interventions, as there are often areas of overlap and collaboration.

Lesson 7. Communication and transparency with stakeholders (retailers and farmers) over the duration of MDAs and budgets available builds trust and ownership and likely to contribute to sustainability of results.

315. The market actors will need to be given opportunity to contribute to the design and express their needs and priorities. Furthermore, WFP staff advocated for intensifying communication and cooperation within its departments and with various external stakeholders, such as the government and the Cash Working Group to broaden the scope of MDAs. An important touchpoint could be at the MSA phase, when specific problems identified at the MFI stage are analyzed. Bringing in other perspectives from outside of supply chain would provide a good opportunity to consider how to tackle the issue using a multisectoral approach. WFP is also more likely to create buy-in from other stakeholders if they are consulted at an earlier phase, because stakeholders will be able to contribute to the design of the MDA.

Lesson 8. Relationship between WFP and retailers should move beyond retailers merely being service providers. As learnt from Zimbabwe, retailers should be considered as partners and WFP should have a differentiated approach on how it partners with small retailers and large-scale retailers.

316. There are lessons on how WFP should relate with retailers in general and specifically with retailers of different sizes. Small retailers without a steady cashflow require a different approach than wholesalers, who can buy in bulk and can afford to wait out long payment periods. A critical lesson on building relationships was for WFP to continuously improve on payment procedures by addressing delays.

Lesson 9. Because the market actors/retailers in the countries covered by this evaluation are predominantly men, WFP risks propagating gender inequalities if efforts are not made to intentionally target and/or encourage women market actors.

317. WFP has not been able to capture the experiences of women and men in MDAs. WFP needs to understand the constraints and opportunities that women and men face in their market development work with various market actors. MDAs that work to realign the activities and functions of market actors with gender-based variations in mind can make markets operate more efficiently. Conversely, MDAs that do not consider gender differentials miss out on opportunities to make markets work for both poor women and men. The correct indicators should also be developed to track gender disaggregated changes in MDAs.

Lesson 10. The QuIP methodology is a useful tool for measuring the impact of WFP interventions being evaluated, as it allows for a more objective exploration of multiple drivers of change. However, methodological limitations of the QuIP approach need to be considered if WFP is to use it in exploratory or formative evaluations.

318. As it was the first time that WFP utilized the QuIP methodology, there are lessons to be drawn on its effectiveness and application towards other evaluations in the future. Furthermore, QuIP's blindfolded approach demonstrably reduced respondent confirmation bias (if we compare blindfolded vs non-blindfolded interviews there was a substantially higher mention of WFP support in the latter interviews), allowed for a visually engaging cross-country comparison of qualitative data, and did so in a cost-effective manner that would not have been possible with a quantitative approach.

319. However, the methodology did have its limitations, which should be considered for future evaluations. Firstly, since the QuIP approach for this evaluation was focused on retailers specifically, the drivers of change observed were limited to what this group of respondents was able to perceive in their direct environment. This led to the identification of a broad set of factors contributing to or influenced by retailer actions, but there was

¹⁴¹ Strengthening local supply chains and retail networks to improve the value of cash for vulnerable communities The Kakuma and Kalobeyei Model, March 2020.

not sufficient depth in their responses to properly test WFP's ToC framework. Secondly, although the data collected can highlight the main trends occurring in each country, the small number of interviews in the sample means the findings are not necessarily representative of the population of WFP-associated retailers nor the larger market context. Thirdly, the focus on causal mechanisms meant it was difficult to capture seasonality and dynamics of changes over time. Fourthly, although the QuIP methodology allows for disaggregation of respondents, it was impossible to implement because the stakeholders could not be easily categorized during data collection. The gender component could have been strengthened by including control groups of (smaller) retailer interviews with beneficiary interviews, where a more balanced gender proportion of respondents is possible. Nevertheless, many of the QuIP findings did not vary much across gender, so WFP must weigh up the value vis-a-vis the costs before deciding on disaggregating. Finally, the results for Malawi showed that QuIP does not capture impact well in unrestricted cash environments, but this has more to do with the fact that retailers are unable to make the link to the source of the cash than it does with blindfolding approach.

3.3 RECOMMENDATIONS

320. The table below provides nine recommendations and related levels of importance to be implemented by WFP across different units and locations (HQ, RB, and country offices).

#	Recommendation	Recommendation grouping	Responsibility	Other contributing entities	Priority: High/medium	By when
1	<p>Recommendation 1: Building on the draft Theory of Change (ToC) developed as part of this evaluation, and through a consultative process, WFP Markets and Supply Chain divisions should develop a ToC for market development that can act as a guide to RBs and COs in conceptualising, designing, implementing, monitoring, and evaluating market development activities (MDAs).</p> <p>Sub-recommendation 1.1: The HQ Supply Chain division/RB to develop the MDA ToC that will guide COs.</p> <p>Sub-recommendation 1.2: The country office should customise the ToC depending on their country context. Further, COs should develop a proper baseline and consistently track and measure the expected and unexpected outcomes of MDAs (on targeted people, retailers, and the marketplace).</p> <p>Sub-recommendation 1.3: Develop a lesson learning and knowledge management system on MDAs by creating MDA lesson learning opportunities for all country offices, where COs could disseminate findings, share lessons learned and collaborate with partners in academia, private sector, and other development organizations.</p> <p>Sub-recommendation 1.4: Ensure MDAs are market-driven if they are to be sustainable, so retailers' priorities must be considered. As such, conduct needs assessments of retailers to determine how best to make MDAs relevant to their needs.</p>	Medium- long term	Regional Bureau (RB)	HQ Research, Assessment and Monitoring, Supply Chain Divisions/Units, COs	High	Dec 2023
2	<p>Recommendation 1: Consolidate the various guidance materials that are currently in place and produced by supply chain, markets, and smallholder agriculture market support and strengthen frameworks and tools for designing and implementing MDAs within a broader food systems approach.</p> <p>Sub-recommendation 2.1: Develop clear leverage points for the demand-side work on linkages with retailers and other market actors within the SAMS+ framework.</p>	Short-medium	HQ - Markets and Supply Chain CBT division	HQ - smallholder agriculture market support division RB smallholder market support and Supply Chain	High	Dec 2022

	<p>Sub-recommendation 2.2: Strengthen and formalize guidance materials and tools for MDAs. The problem is that the tools are there, but people do not a) know they are there, b) have a structured approach to follow as opposed to the ad hoc approaches currently used. For example, Market Functionality Indexes could trigger Market Systems Analyses, and Market Systems Analysis reports could integrate MDAs and such recommendations could be used to inform programming decisions as well as resource mobilisation.</p> <p>Sub-recommendation 2.3: Finalise the MDA guidance material and develop tools to be used in unrestricted cash scenarios and disseminate them to country offices.</p>					
3	<p>Recommendation 3: Strengthen WFP market assessments and retailer performance monitoring</p> <p>Sub-recommendation 3.1: Strengthen the monitoring and evaluation of MDAs and enhance the measurement of retail engagement results, more assessments must be conducted on the progress of activities. Also strengthen recommendations, making sure there are targeted to specific WFP units for effective implementation.</p> <p>Sub-recommendation 3.2: Strengthen market assessments by considering market dynamics and seasonality of supply and demand in the design of assessments as well as conducting periodic and continuous monitoring of price differentiation.</p> <p>Sub-recommendation 3.3: Strengthen the market systems analysis to ensure it covers contextual issues beyond the targeted markets being assessed. This can be done by including other units [resilience, VAM, nutrition] in the design of the market systems analysis.</p> <p>Sub-recommendation 3.4: Improve the preferred supplier network and update regularly.</p> <p>Sub-recommendation 3.5: Enhance collection and reporting of sex disaggregated data and access and protection issues in assessments.</p>	Short-medium	CO - Supply Chain	CO - VAM, programme CO & RB Monitoring & Evaluation RB Gender and Protection Teams	High	Dec 2022
4	<p>Recommendation 4: Strengthen country retailer (and other supply chain actors) market engagement strategies to enhance the contribution of WFP to market development.</p>	Medium- long-term	CO - Supply Chain	CO - CBT, programme, Finance RB Supply Chain	Medium	Dec 2023

	<p>Sub-recommendation 4.1: Strengthen linkages of small-scale retailers to wholesalers and food manufacturers to gain best value of goods in quality, service, and price.</p> <p>Sub-recommendation 4.2: Strengthen support to retail business, helping them to be competitive and sustainable – essentially foster competitiveness in the retail sector to bring costs down and pass on the gain to the targeted people.</p> <p>Sub-recommendation 4.3: Enhance fresh produce supply chain and nutritious food commodities by strengthening linkages of retailers to farmers.</p> <p>Sub-recommendation 4.4: Expand the coverage of MDAs to a larger proportion of retailers/market actors and consider country contextual situations.</p>					
5	<p>Recommendation 5: Continue to strengthen the gender approach in supply chain, CBT and smallholder agriculture market interventions that are geared towards market development.</p> <p>Sub-recommendation 5.1: Carry out assessments of the participation of women in retail sector, supply chain and logistics with relevant institutions in addressing the capacity gaps to contribute market development in various contexts.</p> <p>Sub-recommendation 5.2: Strengthen linkages of women smallholder farmers and retailers/actors to markets by improving their participation in WFP supported aggregation systems and with retailers contracted by WFP.</p> <p>Sub-recommendation 5.3: Taking a transformative approach, identify strategies to strengthen women engagement and participation in retail store businesses.</p> <p>Sub-recommendation 5.4: The country offices working with NGO partners and the relevant government Ministries should contribute to developing a gender action plan for small, medium, and micro-enterprises (SMMEs) and retailers on how the gender, disability and other social inclusion gaps can be addressed.</p>	Medium- long-term	CO - Gender Focal points	CO - programme, CBT, Supply Chain RB Gender, Smallholder Farmer Support and Supply Chain Relevant Government Ministries	High	Dec 2023
6	<p>Recommendation 6: Take a country office cross-functional approach to market development in targeted areas by encouraging collaboration of different units: programme CBT,</p>	Short-medium	CO - Head of programme	CO - all units	High	Dec 2022

	<p>VAM, M&E, Gender, Nutrition, and Supply Chain to achieve programmatic outcomes.</p> <p>Sub-recommendation 6.1: Involve all units in the design of MDAs for every unit to add their perspectives to the approach. This lays the groundwork for a multisectoral approach to MDAs (recommendation 7) because different units will be more invested in the interventions because of their involvement from an earlier phase.</p> <p>Learning from Kenya, management should create a process/system from the start of market and retail engagement activities, that break the silos across what have traditionally been supply chain or programme roles.</p>			RB - Programme and Supply Chain Units		
7	<p>Recommendation 7: Strengthen multisectoral partnerships in design and implementation of MDAs.</p> <p>Sub-recommendation 7.1: WFP should engage more actively with the government to ensure continuity of the activities once the organization's funding cycle ends, as well as discuss and seek guidance from other country offices and partners outside WFP on MDAs to increase their impact on stakeholders.</p> <p>Sub-recommendation 7.2: WFP should explore, within each country context, how best to coordinate MDAs with other actors through existing coordination mechanisms (such as external CWGs) where such exists or establishing new mechanisms where no appropriate mechanism exists.</p> <p>Sub-recommendation 7.3: Design MDAs in a cross-cutting manner, with the local context and the long term in mind if they are to be sustainable without external assistance. Work together with local organizations when designing MDAs.</p>	Medium- long term	CO - Supply Chain	CO - Programme, CWG focal point RB Supply Chain, Knowledge Management, Programme	High	Dec 2023
8	<p>Recommendation 8: Improve partnerships with retailers and other market actors.</p> <p>Sub-recommendation 8.1: Recognise retailers/traders as partners and find ways to involve them in the design of CBTs and design of MDAs. The partnership should move beyond compliance to WFP contractual agreements. WFP should engage retailers and other stakeholders for ideas on how to strengthen retail engagement in the CBT programme.</p> <p>Sub-recommendation 8.2: Strengthen the communication with retailers recognising their limitations in terms of connectivity, access to roads and other infrastructure.</p>	Medium- long term	CO - Supply Chain	CO - Finance, Programme, CWG focal point	High	Dec 2023

	<p>Sub-recommendation 8.3: Continue to improve payment procedures by addressing delays. This means continuous synchronization of the SC of WFP, procurement, ICT, and finance systems which should be easy to maintain if the multisectoral approach to MDAs is exercised.</p>					
9	<p>Recommendation 9: Advocate for multi-year funding for MDAs.</p> <p>Sub-recommendation 9.1: Document and share results from MDAs with donors, government and partners and their impact on businesses, economy, and market development in general.</p> <p>Sub-recommendation 9.2: Implement MDAs through social protection programmes and resilience programmes including the SAMS rather than in emergencies only to address the challenges that come with the short duration of interventions.</p>	Medium- long term	CO - Management	CO - Supply Chain & Programme RB Supply Chain, Knowledge Management & Communication	High	Dec 2023
10	<p>Recommendation 10: WFP should consider the QuIP methodology when conducting (i) exploratory or formative evaluations (ii) evaluations in which it seeks to identify drivers of change and (iii) large evaluations conducted on a limited budget.</p> <p>Sub-recommendation 10.1: To test the ToC framework more fully and obtain a better overview of market dynamics and effects on beneficiaries, use QuIP methodology with a more diverse set of stakeholders across the entire supply chain.</p> <p>Sub-recommendation 10.2: Complement QuIP with quantitative analysis of representativeness and statistical inferences or use QuIP to explain the causal mechanisms behind factor correlations identified in quantitative studies.</p> <p>Sub-recommendation 10.3: Account for seasonality and market dynamics in the QuIP coding approach by, for example, linking price increases to COVID-19 or exchange rate volatility. However, this substantially increases the complexity of coding, and therefore time required to conduct the analysis, and it will be difficult to represent these phenomena visually in the causal map.</p> <p>Sub-recommendation 10.4: If the focus of the evaluation is simply to understand the drivers of change, then just understanding the linkages and general direction of these linkages is sufficient. If the objective is to</p>	Medium- long term	RB and CO - Management	RB Evaluation and Supply Chain & Programme CO Supply Chain and Programme	High	Dec 2023

	<p>examine these phenomena in more detail, they will have to be considered during the design of the study.</p> <p>Sub-recommendation 10.5: If WFP anticipates differences in results between stakeholder groups and disaggregation is desirable, the various stakeholder groups should be defined and categorized clearly during the design of the study, and these categories should be reflected in the contact list data made available to the evaluation team.</p>					
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Annexes

Annex 1. Summary Terms of Reference

WFP Contribution to Market development and Food systems in Southern Africa: A Thematic Evaluation [January 2018-March 2021]

Introduction

1. With close to 60 years of experience in delivering food assistance to the most remote and difficult places in the world, WFP has extensive expertise in optimizing supply chains to ensure food reaches the most in need. Whether complexities are due to natural conditions (mountainous and difficult places to reach e.g., Lesotho] or conflict areas with access and security issues (e.g., DR Congo), WFP supply chain expertise enables the agency to get assistance where it is needed. When this expertise is applied to strengthening local markets and food systems to enable provision of food assistance through CBTs or to strengthening capacities of national institutions and infrastructure, there is potential for WFP to not only meet food and nutrition needs of targeted people, but also contribute to development of local markets and economies and supporting governments to strengthen national food systems as well as social protection systems. However, in some of the areas where WFP implements food assistance interventions, the markets are usually weak and fragmented. In this regard, one of **WFP Supply Chain's vision is to help create sustainable markets required to achieve zero hunger by removing market inefficiencies to improve price, quality and service.** Working with market actors and implementing market development and systems strengthening activities provides an opportunity for WFP to contribute to development of local economies while achieving its primary objective of providing food assistance to vulnerable populations.

Rationale, Objectives and Users of the Evaluation

2. Because WFP programmes in the past have not included explicit objectives, indicators and targets related to MDAs (except general capacity development and technical support outputs)¹⁴², past evaluations of WFP work have not assessed in any depth contribution of WFP beyond meeting food and nutrition needs. This leaves an evidence gap as to how WFP contributes to market development and food systems strengthening (**towards achieving the supply chain vision stated above**), what lessons WFP is learning and most importantly how these lessons can be applied to enhance such contributions. This evaluation will contribute to filling this evidence gap.

3. This evaluation is needed at this time as WFP is significantly increasing use of CBTs including in urban areas as well as focusing on supporting national social protection systems, as the COVID-19 crisis deepens food insecurity in most countries. The strategic role of supply chain in this regard cannot be overestimated. As some countries (Tanzania and Zimbabwe) enter the penultimate year of the first generation CSP and start designing the second generation CSP and other countries revise their CSPs occasioned by changing contexts, completing this evaluation within the first half of 2021 will inform how to reflect future MDAs in new CSPs and/or in revisions of ongoing existing CSPs and how to integrate them in programme designs and deliver processes.

4. **Who will use the results of this evaluation?** First and foremost, the findings and recommendations from this evaluation will be used by the Regional Bureau Johannesburg and the country offices across the region to enhance design and implementation of market development and system strengthening activities. Second, the WFP HQ Supply Chain and CBT teams may use the findings to review and enhance the CBT business model in relation to MDAs. Third, the Corporate Planning and Performance (CPP) division may use the findings and recommendations to inform the next Corporate Results Framework (CRF) in relation to outputs and indicators related to market development and supply chain in general. Finally, the findings may also be used by other market actors that WFP works with to enhance their engagement and partnerships with WFP and other stakeholders.

Subject, focus and Scope of the Evaluation

5. MDAs include training of market actors; issuing retailers with WFP contracts that carry some security that can be used to access credit facilities to enhance inventory management and cash flow; enhancing relationships with Banks to offer financial literacy and business skills trainings; cash injection into the local economies; provision of WFP contracts where retailers have contractual obligation to comply with national tax and appropriate levies which can contribute to enhancing government tax collection; supporting formation of

¹⁴²See the WFP Corporate Results Framework (CRF) on page 21; [Revised Corporate Results Framework \(2017–2021\) \(wfp.org\)](https://www.wfp.org/publications/corporate-results-framework-2017-2021)

buying clubs where appropriate; supporting rehabilitation of national supply chain infrastructures and capacitating efficient functioning of such infrastructure¹⁴³. These MDAs, which are led by WFP Supply chain teams at the country offices and implemented with other functions including programme and with support of RB (and HQ where applicable) are the subject of this evaluation. *The evaluation will cover six countries, each providing specific opportunities for learning in relation to the work of WFP in market development and food systems as briefly explained below.*

Country Case Studies

6. **Lesotho:** WFP uses small scale retailers (for commodity vouchers) as well as mobile money (for unrestricted cash) to deliver cash. In 2019/2020 lean season assistance, **286 retailers** were involved while in 2020/2021 up to **92 retailers** will be involved through commodity vouchers in rural districts. The country office implemented the Market Functionality Index (MFI) and the Retailer micro assessment (ROC) tools developed by WFP HQ for CBT interventions. RBJ supply chain and country office have put together a Retailer Performance Monitoring Tool (RPME) to be used for the 2020/2021 lean season. This will be done through quarterly joint monitoring by M&E and Supply Chain staff. **Opportunities for learning** from Lesotho include Government participation, collaboration in MDAs, linkages with national social protection systems and strengthening of markets through support to buying clubs.

7. **Mozambique:** WFP is implementing value vouchers in four provinces and commodity vouchers in five provinces. Country office supply chain team is working with local authorities to create mobile shops and local markets to ensure CBT programming goes on uninterrupted and as an exit strategy to leaving sustainable markets when WFP is not providing CBT Lean season assistance anymore. Assessing how this is working and what lessons are emerging would be useful in documenting lessons and finding out whether this approach is effective and sustainable. **Opportunities for learning from Mozambique** include contribution of MDAs to resilience building and sustainability beyond emergency/lean season assistance as well as comparison of different CBT modalities (value voucher, commodity voucher, unrestricted cash) and their effects on effectiveness of MDAs.

8. **Zimbabwe:** WFP switched modalities for CBT due to a change in government regulation. Until June 2020, mobile money was the primary cash disbursement modality in Zimbabwe. However, the government banned bulk mobile money payments in June which forced WFP to switch modalities to continue assistance to beneficiaries. The switch was made to cash through Western Union, and electronic vouchers. WFP established partnerships with over 50 retailers including chain stores and single stores across the country. Despite financial uncertainties and high inflation rates leading to erosion of purchasing power, WFP continues to provide assistance including use of three urban, large retail chain stores and single retailers in peri-urban areas. This provides guarantee on the voucher value WFP offers on every distribution cycle. This is through having binding agreements and careful selection of adequately financed retail chain stores. **Opportunities for learning from Zimbabwe** include effectiveness of implementing urban/peri-urban CBT through a mix of modalities and the opportunities to design and implement MDAs that can have lasting impact.

9. **Malawi:** WFP has been providing monthly cash transfers in Dzaleka Camp through bank transfers which is withdrawn via My Bucks—a Financial Service Provider in the camp—at participants' own convenience. About 78 percent of assistance is through Cash transfers, mostly unrestricted cash. **Opportunities for learning from Malawi** include CBT impact on local economies within a refugee setting and in enhancement of livelihood opportunities and options for designing MDAs where unrestricted cash is used.

10. **Madagascar:** To respond to COVID-19 crisis, WFP extended urban social protection assistance using a digital mobile platform to 8 cities in the country as part of a joint social protection programme in urban areas and in support of the government response strategy. From July 2020, WFP – in support to the Government – has been assisting 13,000 orphans and vulnerable children in social centres in Antananarivo and Tamatave (east of the country). Following COVID-19, Madagascar was amongst the first to implement urban cash assistance through the national social protection strategy where cash assistance was provided to 84,000 poor urban households (nearly 420,000 people) economically affected by lockdown measures. The assistance is implemented under the leadership of the Ministry of Population, Social Protection and Promotion of Women and the National Office for Risks and Disasters Management. All CBT in Madagascar is through unrestricted cash in which case there are no direct relationship with specific retailers.

11. **Opportunities for learning from Madagascar** includes effectiveness of urban cash responses in collaboration with the Government and viable options for WFP to develop MDAs to leverage CBT to support strengthening markets and food systems in contexts where unrestricted cash is used as part of a national social protection response.

¹⁴³This last activity is the focus of the Tanzania case study. The other 5 country case studies will focus on CBT

12. **Tanzania:** WFP Tanzania had a broader supply chain strategy quite different from WFP traditional supply chain activities. This was planned under CSP Activity 08 “*Provide supply chain and IT capacity, expertise and services to partners*”. Several achievements from implementation of that strategy have been reported:

- By promoting the Tanzania transport Corridor, WFP was able to inject an additional US\$ 21 million in the Tanzanian economy that provided important foreign exchange for the country. The cargo throughput from Tanzania corridor reached 200,000 mt in 2017 from 75,000 mt in 2016. Plans to set up infrastructure for maize fortification in WFP-patronized mills were set in motion by 2017.
- A major achievement in 2018 was WFP lead in the reopening of the rail-ferry-rail corridor to Uganda across Lake Victoria, which had laid dormant for ten years. The reopening of the corridor saved money and transport time and showed considerable potential to attract investment by the private sector.
- In 2019, WFP continued to invest in improving supply chain performance by providing capacity support to the Tanzania Railways Corporation and the Lake Victoria Corridor and by nurturing strategic public private partnerships. **WFP invested US\$ 600,000 of internal funding in the rehabilitation of 40 rail wagons** to help build commercial interest in transport by rail and lower the cost of moving food in the region. Across the operations of WFP in East Africa, this initial investment has to date reduced such costs by US\$ 2 million. Almost 200,000 mt of food were transported during the year for the food assistance programmes of WFP in Tanzania and neighbouring countries, resulting in an injection of over US\$ 43 million into the national economy. Twenty thousand metric tons were locally purchased, at a cost of US\$ 8.9 million.
- In partnership with the University of Dar es Salaam, WFP trained 1,000 commercial truck drivers on HIV, nutrition, gender, and Ebola awareness, as well as operational and accounting matters. **Several trucking companies confirmed that their drivers’ productivity increased because of the training.** The government plans to make this training available to all Tanzanian drivers through the University’s network.

Key Evaluation Questions

13. The overarching question that this evaluation will answer is “*What is the contribution of WFP to market development and food systems in Southern Africa and how can such contribution be enhanced to contribute towards zero hunger?*”. To answer this question, the evaluation will address 11 sub-questions:

Question 1: To what extent are MDAs and related supply chain interventions informed by market inefficiencies identified during relevant multisector assessments and country contexts?

Question 2: To what extent are identified MDAs implemented and achieve their objectives for men and women in the target groups?

Question 3: What factors are affecting implementation of MDAs and achievement of objectives (negatively or positively) in different country contexts?

Question 4: To what extent are WFP MDAs contributing to improving market efficiencies in different country contexts?

Question 5: Have WFP contracted men and women retailers improved their resilience (increased profit/savings, access to capital/ credit, better relationship with suppliers etc) and if so, what is the contribution of WFP?

Question 6: How do CBT activities (cash injection into the local economies and associated activities that enable beneficiaries access the assistance) combine with supply side activities (supporting market actors and opportunities offered by engaging with WFP) to contribute to positive change and What combination of activities contribute the most?

Question 7: What factors are affecting WFP contribution to market development (negatively or positively) in different country contexts?

Question 8: Are there unintended (positive or negative) effects of WFP MDAs in different country contexts?

Question 9: Are the results of WFP contribution sustainable i.e., continuing, or likely to continue after the interventions of WFP?

Question 10: What factors affect sustainability of WFP MDAs and are these factors different for different actors (men, women, youth, rural, per-urban, urban) and country contexts?

Question 11: What lessons are emerging from country experiences and different approaches and how can WFP enhance MDAs to increase WFP contribution to market development and food systems?

Methodology

14. Engage stakeholders in designing the evaluation during inception phase [*steps 1-12 of Utilization-Focused evaluation (UFE) framework*]

15. The evaluation will analyse quantitative data that is collected as part of retailer assessment and onboarding as well as monitoring data collected over the course of the implementation period of October-March 2021. [*steps 13 and 14 of UFE framework*]

16. Use the [Qualitative Impact Protocol \(QuIP\) approach](#), the evaluation will collect data from a sample of retailers and develop casual maps that will show how WFP MDAs are perceived to contribute to any observed or reported changes. [*steps 13 and 14 of UFE framework*]

17. Conduct key informant interviews to seek explanations of changes observed through analysis of quantitative data analysis and the casual maps produced through QuIP.

18. WFP has implemented a Market functionality Index¹⁴⁴ (MFI) and Retailer micro assessments through a Retail onboarding and contracting (ROC) tool. Data is collected at both market and trader levels. While not all countries have implemented the Market Functionality Index, the retailer assessment is mandatory for all COs implementing CBT through retailers.

Roles and Responsibilities

19. **Evaluators:** This evaluation will be conducted by six independent consultants who will review documents, collect, analyse data, and prepare the evaluation report.

20. **Evaluation Manager:** This evaluation will be managed by the **Grace Igweta, the Regional Evaluation Officer.**

21. **Evaluation Committee and Reference Group:** The evaluation will be governed by evaluation committee chaired by **Margaret Malu**, the Deputy Regional Director. The reference group will ensure systematic stakeholder engagement, and members are including the Senior Supply Chain officer (Christine Mendes) and supply chain, programme staff and M&E at the RB and country office level and external stakeholders.

Key Evaluation Stakeholders:

22. RBJ Supply chain, Programme, finance, M&E, teams involved in supporting CBT activities; WFP country office teams involved in designing and delivering CBT; Financial service providers; Retailers and other market actors; Other United Nations agencies and NGOs providing assistance in selected countries

Timelines and Key Milestones

23. **Preparations:** October-February; final ToR and team recruited

24. **Inception Phase:** February/March 2021; inception report, which include detailed methodology and data collection plans.

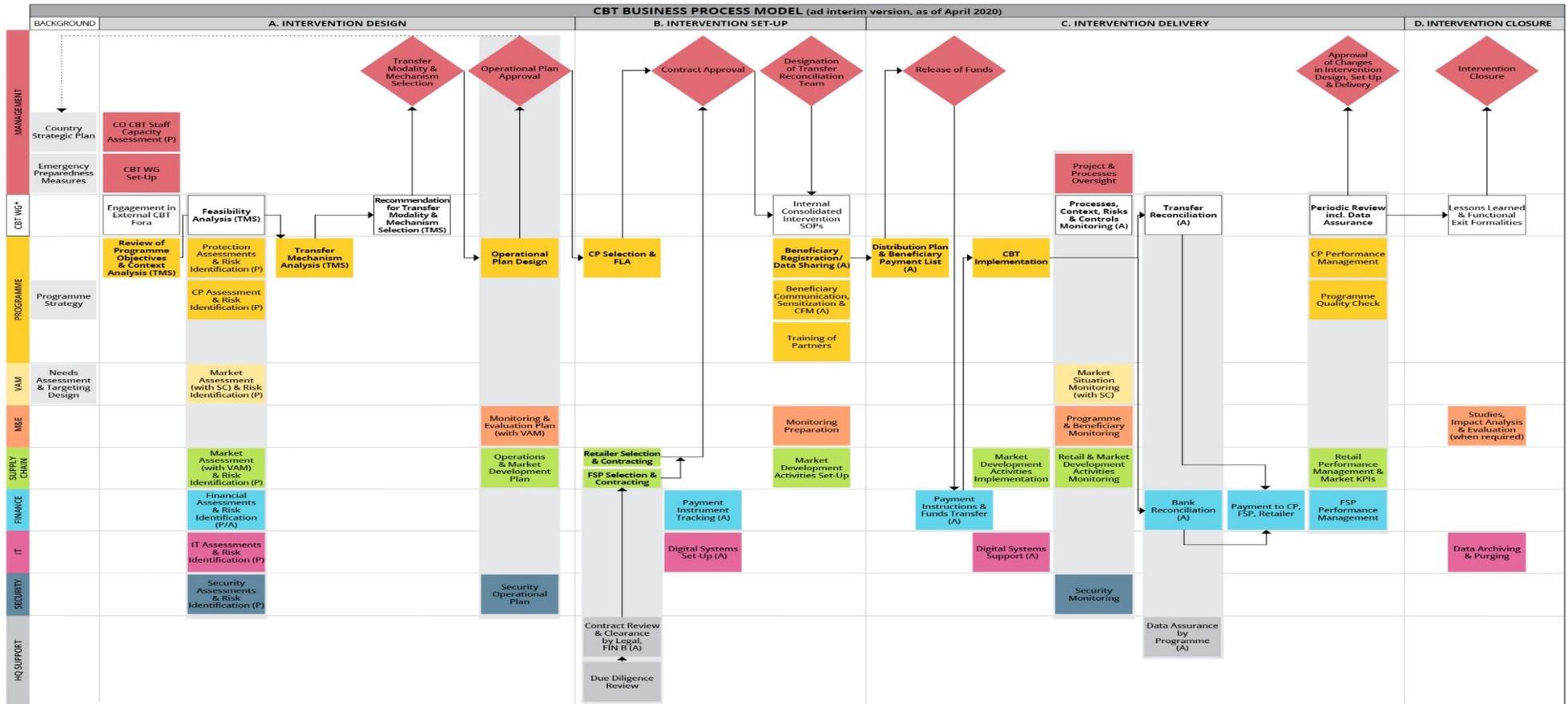
25. **Data Collection:** March/April 2021 [as soon as lean season interventions are concluded]

26. **Data Analysis and Reporting:** April-June 2021. Summary country case study reports and a final evaluation report

27. **Management Response and Dissemination:** July-August 2021

¹⁴⁴ <https://analytics.wfp.org/t/Public/views/MFIDashboardV6/MFIOverview?>

Annex A: CBT Business Process Model



The Business Process Model (BPM) provides an overview of all processes to be carried out for CBT and commodity voucher interventions at the CO level and indicates which functional unit leads each process. The BPM should be read together with the RACI Matrix to understand, for each process, the associated sub-processes and their functional unit leads.

*The internal WFP CBT Working Group (chaired by CO Management) appoints the responsible unit for conducting multi-functional processes and sub-processes for which responsibility has not yet been defined or is context-specific.

(TMS) Transfer Modality Selection Pillars
 (P) Preparedness Assurance (detective)
 (A) Assurance (preventive)
 ♦ Decisions under CO Management responsibility

Annex 2. Timeline

	Phases, Deliverables and Timeline	Key Dates	By Who
Phase 1 - Preparation			
1	Desk review, draft of ToR and quality assurance (QA) using ToR Quality Checklist	October-Dec 2020	EM
2	Sharing of draft ToR with outsourced quality support service (DE QS)	14 th -21 st Dec	EM
3	Review draft ToR based on DE QS feedback	28 th Dec-7 th Jan	EM
4	Circulation of ToR for review and comments to ERG members	8 th Jan 2021	EM/DRD
5	Review and comment on the draft ToR	8 th -15 th Jan	ERG
6	Review draft ToR based on comments received from ERG	16 th -18 th Jan	EM
7	Approve final ToR	19 th Jan	EC
8	Sharing final ToR with key stakeholders	20 th Jan	EM
9	Conclude selection and recruitment of evaluation team	19 th Jan	EM/EC
Phase 2 - Inception			
10	Initial Briefing and methodological discussions	11 th -25 th Jan 2021	EM/SC
11	Review of documents, existing data, stakeholder consultations and drafting of inception report (IR)	26 th Jan-28 th Feb	ET
12	Submit draft 1 IR to EM	15 th March	TL
13	Share draft 1 IR with outsourced quality support service (DE QS) and quality assurance of draft IR by EM using the quality checklist	21 st – 30 th March	EM
14	Revise draft 1 IR based on feedback received by DE QS EM and produce draft 2 IR	1 st – 7 th April	ET
15	Submit of draft 2 IR that has been revised based on DE QS and EM QA	8 th April	TL
16	Circulate draft 2 IR for review and comments by ERG Members	9 th April	EM
17	Review and comment on draft 2 IR [will include ERG meeting to discuss the design]	10 th -17 th April	ERG
18	Consolidate comments and submit to team leader	18 th April	EM
19	Revise draft 2 IR based on stakeholder comments received to produce final	19 th -23 rd April	ET
20	Submit the final revised IR to EM	24 th April	TL
21	Submit and present the final IR to the internal evaluation committee for approval	25 th April	EM
22	Share of final inception report with key stakeholders for information	25th April	EM
Phase 3 – Data collection			
23	Briefing evaluation team by the country offices in readiness for data collection	26 th April	EM, CO
24	QuIP Training with research assistants led by country researchers and piloting of the tools	5 th -7 th May	ET
25	Data collection [QuIP, KIIs and FGDs]	8 th – 30 th June	ET
Phase 4 – Data Analysis and Reporting			
27	Data entry, coding, and analysis	12 th July-13 th Aug	ET
28	Draft Country Summary Reports		ET
	<ul style="list-style-type: none"> Tanzania 		
	Submit Country Report Draft 0	29 th June	

	Phases, Deliverables and Timeline	Key Dates	By Who
	Feedback on Draft 0	16 th July	EM
	Submit Country Report Draft1	21 st July	TL
	Feedback from CO, RB	20 th Aug	EM
	• Lesotho		
	Submit Country Report Draft 0	13 th Aug	TM
	Feedback on Draft 0	17 th Aug	EM
	Submit Draft 1	20 th Aug	TL
	• Zimbabwe		
	Submit Country Report Draft 0	6 th Aug	TL
	Feedback on Draft 0	16 th Aug	EM
	Submit Draft 1	20 th Aug	TL
	• Mozambique		
	Submit Country Report Draft 0	20 th Aug	TL
	Feedback on Draft 0	24 th Aug	EM
	Submit Draft 1	26 th Aug	TL
	• Malawi		
	Submit Country Report Draft 0	20 th Aug	TL
	Feedback on Draft 0	24 th Aug	
	Submit Draft 1	26 th Aug	
	• Madagascar*		
29	Draft and Submit draft 0 Evaluation Report (ER) and Country Summary Reports to EM	29 th Aug	TL
30	Present evaluation findings to ERG	26 th Aug	ET
29	Revise and submit the draft 1 ER and Country Summary Reports to EM	3 rd Sept	TL
30	Share draft 1 ER with outsourced quality support service (DE QS) and quality assurance by EM using the ER quality checklist	22 nd Sept – 1 st Oct	EM
31	Revise draft 1 ER based on feedback received and produce draft 2	12 th Oct	ET
32	Submit of draft 2 and country summary reports to EM	18 th Oct	TL
33	Circulate draft 2 ER and country summary reports for ERG	20 th Oct	EM
34	Review draft 2 ER and country summary reports and provide feedback	25 th Oct	ERG
35	Consolidate comments and submit to ET	26 th Oct	EM
36	Revise draft 2 ER and country summary reports based on feedback received	31 st Oct	ET
37	Submit final revised ER	1 st Nov	ET
38	Review the final ER and if there are issues, revert to Team leader for corrections	5 th Nov	EM/TL
39	Submit and present the final ER to the evaluation committee for approval	6 th Nov	EC
40	Sharing of final evaluation report with key stakeholders for information	9 th Nov	EM
Phase 5 Dissemination and follow-up			
41	Request for management response	10 th Nov	RB
42	Prepare management response	18 th Nov	COs/RB

	Phases, Deliverables and Timeline	Key Dates	By Who
43	Review final draft management response, including tagging and provide feedback	23 rd Nov	RET
44	Finalize The management responses based on feedback from RET	24 th Nov	COs/RB
45	Share final ER and management response with the Office of Evaluation for publication	30 th Nov	EM
46	Upload the MR to the Management response tracking system	7 th Dec 2021	RB MT

*Madagascar- ET to incorporate available data, noting the unavailability of the Madagascar MSA report as a limitation.

Annex 3. Methodology

ANNEX 3.1 SAMPLING

28. In **Lesotho** several MDAs were carried out, including supporting retailers in setting up clubs to buy in bulk to reduce prices, linking retailers to financial institutions for financial literacy training, providing good hygiene and food-handling training to retailers, and using retailers to distribute in-kind assistance when needed. Locations were purposefully sampled to include areas where these interventions were carried out to understand the contribution of WFP to market development. Table A below shows the four districts where CBT support interventions were undertaken in the form of both commodity vouchers and cash vouchers/mobile money.

29. As per the QuIP methodology, 24 interviews were carried out in Lesotho, including four FGDs, to allow for one FGD per district (table A). In each district, retailers were sampled randomly from the list of retailers engaged in at least one activity. An equal number of respondents were engaged in each district. Moreover, the ET ensured that women retailers were interviewed in every sampled district.

Table A: Lesotho QuIP sample

District	Number of retailers engaged	Retailers engaged in	Total KIIs	Total FGDs
Mafeteng	58	<ul style="list-style-type: none"> Linked to financial institutions, linked to egg producers, COVID-19-specific assistance Contracted retailers to distribute in-kind 	6	1
Quthing	62	<ul style="list-style-type: none"> Linked retailers to local mills for bulk buying, assistance in opening bank accounts Contracted retailers to distribute in-kind 	6	1
Qack's Nek	65	<ul style="list-style-type: none"> Linked to financial institutions, linked to egg producers, COVID-19-specific assistance Contracted retailers to distribute in-kind 	6	1
Thaba Tseka	48	<ul style="list-style-type: none"> Retailers trained on pest management and food handling, formation of clubs for bulk buying and linked to the ministry of trade to get operating licenses 	6	1

30. In addition to conducting QuIP interviews with retailers who have been involved in MDAs and who would have been affected by other WFP interventions done at different parts of the supply chain (for example, with smallholder farmers), KIIs were conducted with WFP staff and other key stakeholders, such as the Lesotho Flour Mills, smallholder farmer associations and food packers engaged by WFP and linked to the markets, as well as the Ministry of Agriculture and Small Business, Standard Bank and Lesotho Post Bank.

31. In **Madagascar**, WFP has not implemented MDAs with retailers. However, the country office has carried out CBT support in an unrestricted cash environment in the southern region of the country, and more recently as part of cash assistance for COVID-19 relief in urban areas. In addition, the country office has sought to increase production capacity of smallholders' farmers' organizations through several interventions.

32. No QuIP was conducted in Madagascar, but the ET interviewed WFP staff and carried out KIIs with smallholder farmers engaged in WFP activities and other key stakeholders, such as key government agencies engaged in CBT.

33. In **Malawi**, locations were purposively selected based on where interventions were carried out to capture differences based on geography as well as the type of programs being implemented (table B).

Table B: Malawi QuIP sample

Province	District	Number of traders	Marketplace	Total KIIs	Total FGDs
Southern Region	Zomba	30	Thondwe, Mayaka, Jalli, Jali New, Songani, Chinamwali	7	1
Southern Region	Nsanje	13	Mtowe, Malaka, Nsanji Boma, Bangula Trading Centre	6	1
Central Region	Dowa (refugee camp)	12	Dzaleka inside camp, Dzaleka outside camp, Mponela,	6	1
Central Region	Dedza	10	Nsikawanjala, Chimbiya	5	1

34. Retailers in the refugee camp were selected to show evidence of how injection of cash into this closed system affects the marketplace. Dedza was selected as a district in which Lean Season Response is being implemented only, and Zomba and Nsanje as examples of districts in which multiple levels of programming are taking place. In total, 24 QuIP interviews and four FGDs were carried out with retailers. In addition to QuIP interviews, KIIs were carried out with WFP staff and with farmers' organizations that have benefitted from agriculture MDAs.

35. In Mozambique, the evaluation team used a combination of purposive and random sampling to select locations and retailers. From the seven provinces in which CBT interventions were carried out (Manica, Sofala, Tete, Gaza, Inhambane, Capo Delgado and Maputo), five provinces were purposively selected based on types of MDAs implemented, number of retailers engaged and diversity of geographic location (table C).

Table C: Mozambique QuIP sample

Province	District	Retailers interviewed	Total KIIs	Total FGDs
Capo Delgado	Pemba	Casa Azmaira, ZAC Comercial, Mini Mercado, VIP Supermercado Pemba/Montepuez, COGEF Pemba/Montepuez	7	1
Sofala	Mafambisse, Dondo, Guara, Beira	Fidjo Comercial, Hamza Comercial, and 3 retailers WFP supported in setting up "retail in a box" in Masquil Alto and resettlement centers (Pafira, Francisco Joaquim Adamo, Manik Lda)	5	1
Gaza	Chibuto	Chicavane Comercial, Ka Mubaniani, VN Comercial	3	1
Maputo	Namaacha, Moamba, Magude	Momed Comercial, Carlos Fancisco Mahanjane, Chongue Lda, Tinna's Comercial, Judas Ubisse, Kanimambo Mama	6	0
Tete	Moatize	Banca Zonse, SPS Agenciamento, Supermercado Tete	3	0

36. In each province, respondents were selected from the list of both commodity vouchers and value vouchers retailers assessed by WFP. With retailers, a total of 24 QuIP interviews were carried out, in addition to one focus group discussion per province (except in Maputo and Tete) for a total of three FGDs.

37. In addition to the QuIP interviews, KIIs were conducted with WFP staff in Mozambique, farmer associations who received agriculture market development support from WFP, as well as with wholesalers and community leaders from Beira to understand how their businesses and communities have been impacted by MDA activities.

38. **Tanzania** was a unique case and QuIP was not carried out in this context. Instead, the two key activities– the corridor project and agriculture MDAs – were assessed for their contribution to the resilience of the supply chain. For this, KIIs were conducted with WFP staff and key stakeholders that have been involved in the project in some way. The Tanzania sample selection is shown in table D.

Table D: Tanzania sample selection

Type of Respondent	Total KIIs
Transportation companies	5
Tanzania Railways Corporation (TRC)	2
WFP staff	6
Farmer Organization (Enabel)	1

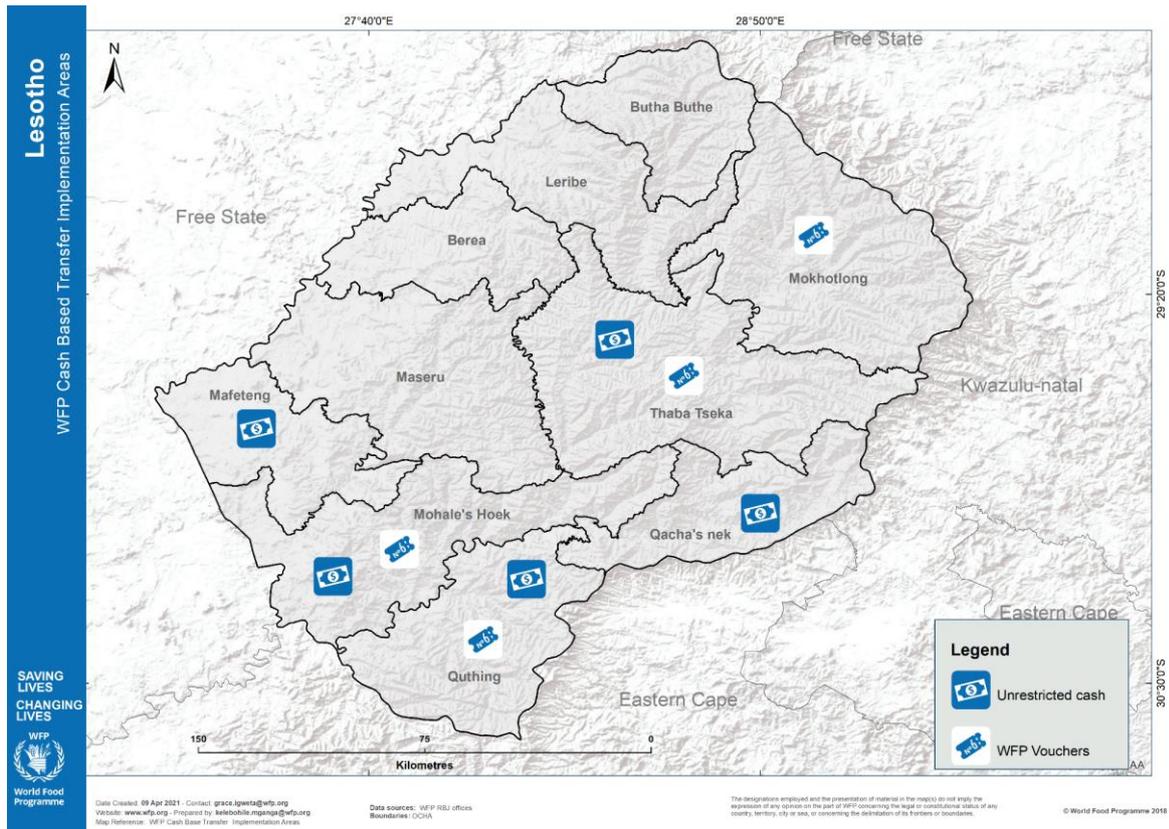
39. In **Zimbabwe**, CBT assistance has been ongoing in both rural and urban areas. In rural areas, assistance tends to be seasonal and in response to weather shocks, whereas in urban areas the assistance is year-round and has included COVID-19 relief. The ET purposively sampled districts in which the country office has implemented CBT and has engaged retailers, accounting for urban and rural settings and ensuring geographic diversity and type of interventions implemented. Seventeen QuIP interviews and four FGDs were conducted as indicated in table E.

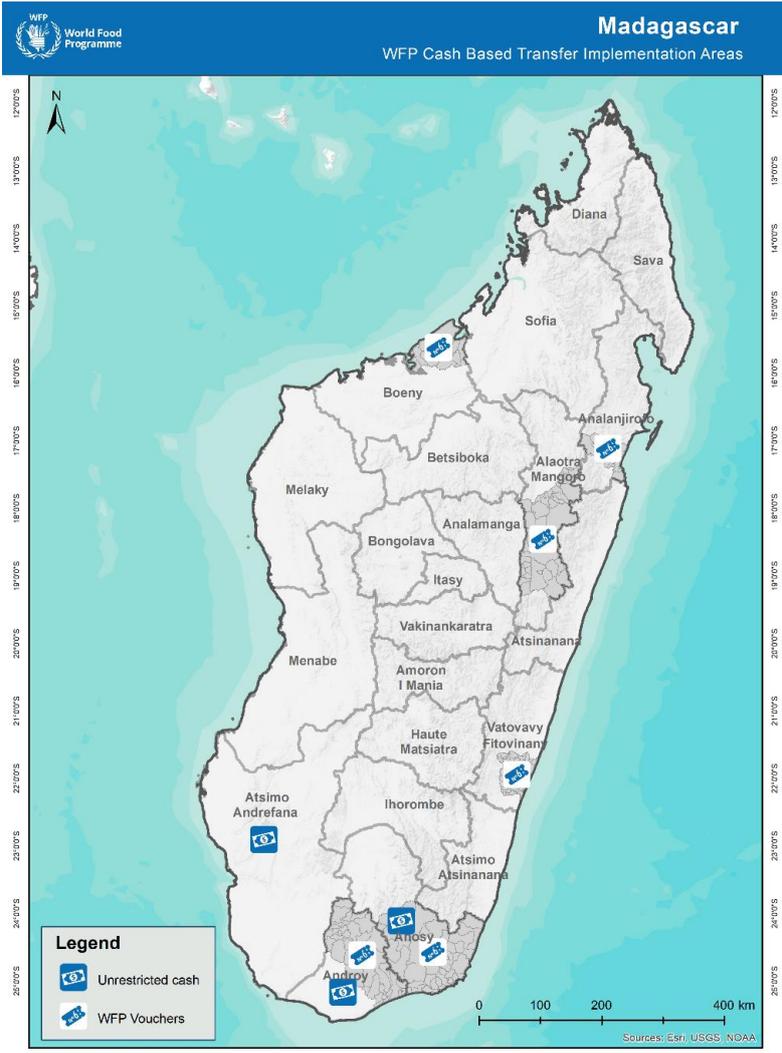
Table E: Zimbabwe QuIP sample

Province	District	Total KIIs	Total FGDs
Mashonaland West	Chinhoyi	3	1
Harare	Norton	5	1
Manicaland	Buhera	5	1
Mashonaland East	Marondera	3	1
Harare	Hatfield	1	0

40. In addition to QuIP interviews, the ET conducted KIIs with WFP staff, Non-Governmental Organizations and smallholder farmers' cooperatives who have received assistance from WFP to understand how assistance throughout the supply chain and linking market actors contributes to improving food security.

ANNEX 3.2 GEOGRAPHIC LOCATION OF MDA INTERVENTIONS

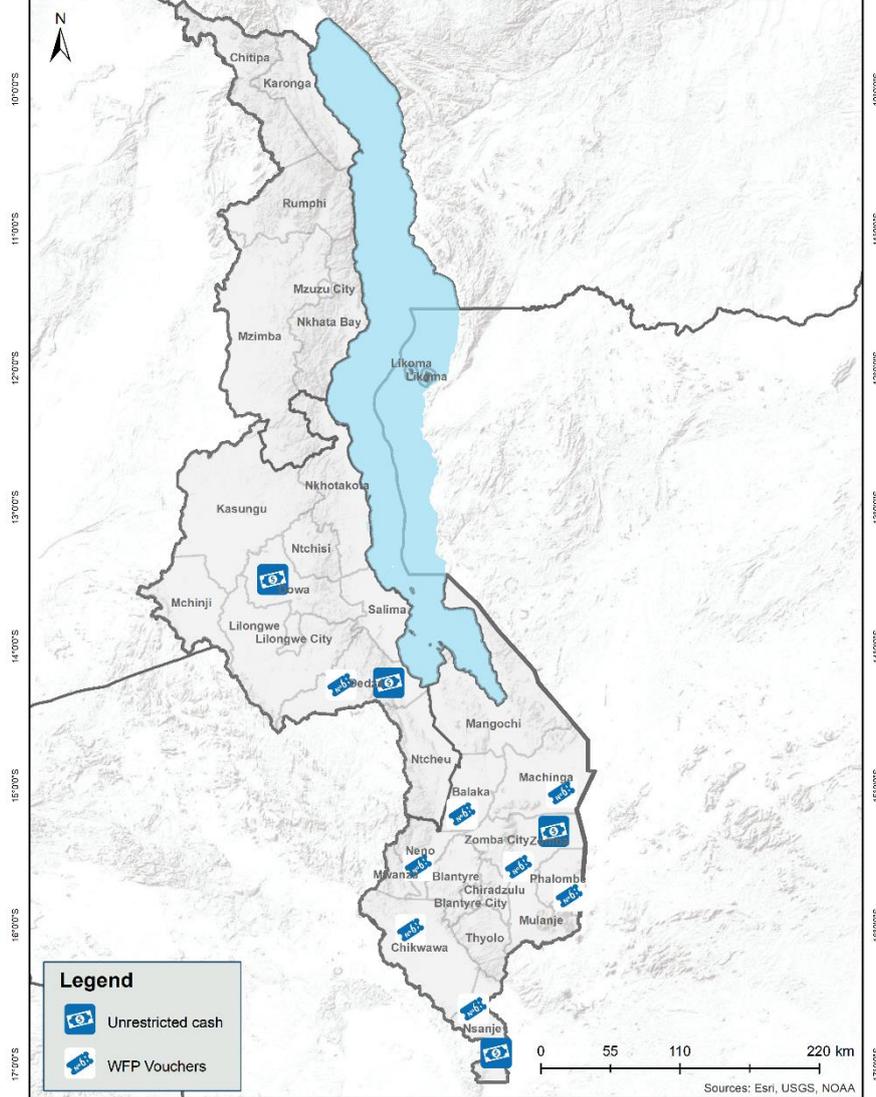




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 Website: www.wfp.org | Project ID: Kowecheite/arganad/2019/01
 Map Refinement: WFP Cash Based Transfer Implementation Areas
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Data sources: WFP (files), WFP - Boundaries, OCHA, UNICEF, IDP/Overseas/Key Contributors, Population, GeoNames

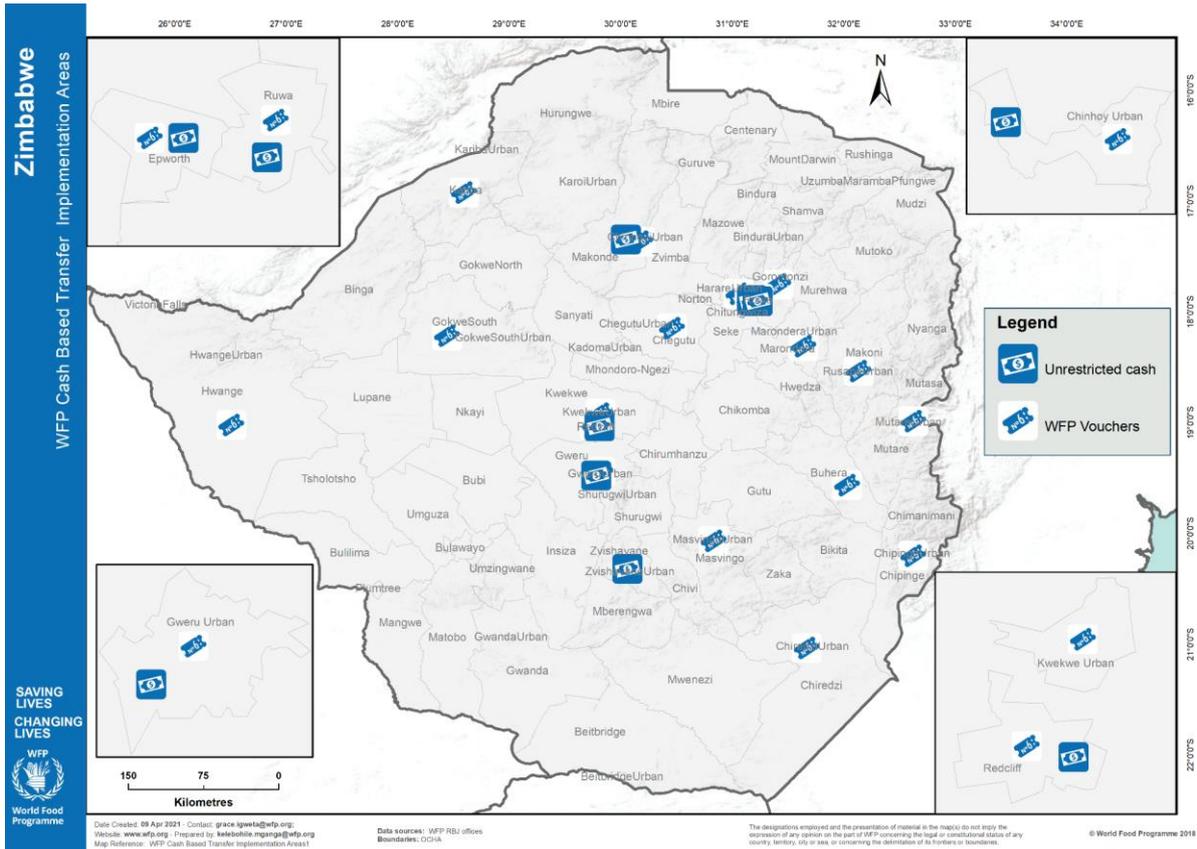
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 Map Reference: WFP Cash Based Transfer Implementation Areas
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Data sources: WFP, UNICEF, WFP, Roundtable, OCHA
 Roads: OpenStreetMap Contributors
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ANNEX 3.3 QUIP METHODOLOGY

41. QuIP stands for Qualitative Impact Protocol. It is a simple and cost-effective way to gather, analyse and present feedback from intended beneficiaries of social investments and development interventions about significant drivers of change in their lives. Did a particular intervention make a difference, and if so how and for whom? What other factors have affected their wellbeing? This brief explains what the QuIP is for and outlines its approach to evidence collection, analysis, and use.

Overview and background

42. Individuals and agencies who commit to actions with social and development goals need evidence about whether they are indeed achieving what they intended. Such actions may be referred to in many ways: as grants, investments, interventions, projects, or programmes, for example (for convenience here we use 'project' to refer to any of these). In all cases the actors need evidence to help them decide whether to carry on, to expand or to change what they are doing. They also need to inform those with whom they work, including people intended to benefit from the actions and those helping to finance it.

43. In diverse, complex, and rapidly changing situations it is not obvious how best to obtain such evidence, and this depends to some extent on why evidence is most needed. Is it primarily to demonstrate that past actions worked, to identify specific ways to improve on-going activities, or to reflect on an organisation's underlying mission and vision? Is it more important to quantify the magnitude of impact, or to explain why this varied from person-to-person or from place-to-place? How credible does the evidence have to be, and what level of expenditure on evidence generation can be justified? There are many ways of answering these questions. Their strengths and weaknesses vary according to context, and no one method or approach outperforms all the others under all conditions.

44. Quantitative ways to assess impact can be rigorous and precise but suffer from many problems: they can be expensive, slow, emphasise average effects and say relatively little about how change takes place. QuIP looks at impact from the perspective of people on the ground, and what they report as most important to them. It is good for understanding impact in context, including explanations for variation in impact. It is useful for looking at the contribution made by an intervention in complex and changing situations.

45. The QuIP's main purpose is to serve as a reality check on whether the social effects of a planned activity or set of activities on intended beneficiaries is as expected, or whether it is having any unintended consequences. It can also provide insight on other factors - some perhaps unexpected - that are affecting hoped-for changes or highlight variations across a selected group in the changes experienced and the perception of the causal drivers of these changes. The QuIP is versatile: it can be used in a relatively narrow way to confirm whether a specific intervention is working as anticipated - e.g., as set out in a project's theory of change; but it can also be used to explore what is driving change as part of an organisation's broader commitment to reflecting on its priorities, strategies, and activities. Generally, however, it is not so useful for capturing the magnitude of changes; for this reason, some people refer to it as a way of assessing impact contribution rather than attribution. However, the QuIP can usefully assist in estimating the magnitude of possible impacts when used in combination with other methods.

46. Put more formally, the QuIP aims to generate evidence on whether the casual links between 'project' activities (X) are contributing causally to a set of impact indicators (Y) under conditions of organised complexity arising from the presence of interconnected, uncertain, and hard-to-measure confounding factors (Z). In contrast to quantitative methods, the QuIP sets out to generate case-by-case evidence of impact based on narrative causal statements elicited directly from intended project beneficiaries without the need to interview a control group. Evidence of attribution is sought through respondents' own accounts of causal mechanisms linking X to Y alongside Z. This contrasts with methods that rely on statistical inference based on variable exposure to X. Such narrative data can usefully complement quantitative evidence of changes in X, Y and Z obtained through routine tracking or monitoring of key project indicators.

47. There are strong ethical grounds for asking people directly about the effect of actions intended to benefit them but doing so involves finding credible ways to address potential response biases. The QuIP does this by arranging for qualitative data collection to take place with as little reference as possible to the specific activity being evaluated, and by giving equal weight to all possible drivers of change in possible domains of impact. This is achieved by working, where possible, with field researchers who are completely independent of the organisation responsible for the actions being evaluated. Indeed, where possible, field researchers are 'blindfolded' from knowing the identity of the organisation being evaluated, the details of project implementation and the theory of change behind its actions. Evidence collected from respondents takes the form of narrative statements about causal drivers of change in selected areas of their life. Another researcher, the analyst (who is not blindfolded), then analyses these statements using a standardised approach to coding which works backwards from reported outcomes and highlights whether the reasons given for change explicitly or implicitly confirm or undermine the causal theory underpinning the intervention (or are completely incidental to it). Where

possible, this analysis can then be compared with observed changes and monitoring data on project activities, helping to build a more detailed picture of what has really changed and why.

48. Even if potential response bias is absent, another potential limitation of self-reported evidence of impact is that it is restricted to what respondents know and what they regard as most important. Use of the QuIP does not depend on believing that respondents are all-knowing, but that their experiences and opinions are insightful and important. It can be used alongside other forms of evidence to identify important cognitive gaps between different actors. For example, if project staff and intended beneficiaries do have widely contrasting perceptions then it is likely to be useful to know this.

49. While the QuIP builds on many earlier ideas and experiments, it was formally developed in its current form through a three-year action research project between 2012 and 2015. This was referred to as the 'ART' (Assessing Rural Transformations) Project, led by researchers at the University of Bath, with research funding from the UK Government. The ART Project set out to design and pilot a credible way to assess the impact of development activities in the context of complex processes of rural transformation across Africa. It drew on various more established qualitative approaches, including contribution analysis, process tracing and realist evaluation. The latter half of this paper elaborates on the relationship between the QuIP, these, and other impact assessment methods. Since the end of the ART Project, an independent non-profit research organisation has been established to continue developing and disseminating the QuIP, and under the auspices of Bath Social & Development Research the QuIP has been used in a wide range of countries and contexts.¹⁴⁵

¹⁴⁵ Extracted from the QuIP Briefing Paper, October 2020. Available at: <https://bathsdr.org/wp-content/uploads/2020/10/QUIP-briefing-paper-October-2020.pdf>

Annex 4. Detailed Context

Lesotho

50. Lesotho registered an improvement in crop production in 2021 due to the good seasonal rainfall performance, after three consecutive years (2017/18, 2018/19 and 2019/20) of poor agricultural production.¹⁴⁶ Crop production is expected to boost the economy to the moderate growth of 2.6 percent.¹⁴⁷ During this period, it is estimated that about 179,000 people (12 percent of the rural population) will require humanitarian action. These figures will increase during the October 2021 to March 2022 lean season to 311,868 people in rural areas. In addition, 158,000 urban Basotho are also food insecure, bringing the total to about 470,000 people at national level for both rural and urban areas.¹⁴⁸

51. The commitment of the Government of Lesotho to the eradication of hunger and undernutrition is enshrined in the national vision 2020¹⁴⁹ and further elaborated in the 2017 Food and Nutrition Security Policy.¹⁵⁰ Among other goals, the National Strategic Development Plan (NSDP 2019-2023) promotes inclusive and sustainable economic growth and private sector led job creation. The UN supports these national priorities through the United Nations Development Fund (UNDAF) 2019-2023, which defines the focus of the UN assistance in the country. The World Bank provided US\$18.3 million through a transport infrastructure and connectivity project (2017-2023) to improve access to social services and markets in targeted rural areas of Lesotho.¹⁵¹

52. The COVID-19 response plan for the Government of Lesotho focuses on horizontal expansion of social protection through provision of CBTs to the most vulnerable households and provision of take-home rations to school children. Although cash transfers have reduced poverty and inequality in the past,¹⁵² the positive effects of these interventions are likely to be attenuated due to the long-lasting impacts of COVID-19. The challenges posed by unemployment mean that the National Vision Document of the Government of Lesotho attaches great importance to the development of MSMEs and the informal sector.¹⁵³

53. Gender inequality in Lesotho has been identified as one of the main contributing factors to poverty, and food and nutrition insecurity. With a value of 0.553 on the global Gender Inequality Index (GII), the country ranks 139 out of 189 countries in the GII, displaying high gender inequalities.¹⁵⁴ As an illustration, women own 59 percent of MSMEs, but tend to own smaller businesses in comparison with men, and the vast majority of women-owned businesses operate in the informal sector at 82 percent.¹⁵⁵ While Lesotho has reached parity in financial inclusion, women tend to rely more on informal savings and credit and have fewer assets to use as collateral for the credit they would need to scale up small businesses.¹⁵⁶

Madagascar

54. Madagascar has among the highest poverty rates in the world, with an estimated 77.6 percent of the population living below the US\$1.90 poverty-line.¹⁵⁷ Gender inequality remained pronounced, especially in rural areas. Madagascar's Gender Development Index (GDI) is 0.952¹⁵⁸, indicating marked differences between women and men in almost all social areas. Equality differences exist in decision-making with only 17 percent of women participating in economic decision-making.¹⁵⁹

55. Over 1.1 million people experienced high levels of acute food insecurity between April and September 2021, due to insufficient rainfall, rising food prices, and sandstorms.¹⁶⁰ Over 500,000 children under 5 are expected to be acutely malnourished through April 2022, of which over 110,000 are likely severely malnourished

¹⁴⁶ http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC_Lesotho_Acute_Food_Insecurity_2021July2022Mar_Report.pdf

¹⁴⁷ *ibid*

¹⁴⁸ <https://rvaatlas.sadc.int/article/sadc-rvaa-synthesis-report-2021>.

¹⁴⁹ http://www.gov.ls/wp-content/uploads/2018/04/National_Vision_Document_Final.pdf.

¹⁵⁰ Food and Nutrition Coordination Office, 2017: Lesotho Food and Nutrition Policy.

¹⁵¹ World Bank (2020). Lesotho Policy Notes, August 2020.

¹⁵² *ibid*

¹⁵³ http://www.gov.ls/wp-content/uploads/2018/04/National_Vision_Document_Final.pdf.

¹⁵⁴ [Gender Inequality Index \(GII\) | Human Development Reports \(undp.org\)](https://www.un.org/en/development/desa/policy/human-development-reports/gender-inequality-index-gii).

¹⁵⁵ Finscope 2016. "Micro, small and medium enterprises (MSME) survey. October. Maseru.

¹⁵⁶ *ibid*

¹⁵⁷ WFP Madagascar Country Brief, August 2020.

¹⁵⁸ <http://hdr.undp.org/en/countries/profiles/MDG>

¹⁵⁹ WFP Madagascar 2020 ACR

¹⁶⁰ http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC_Madagascar_FoodSecurity_NutritionSnapshot_2021July_English.pdf

and require urgent life-saving treatment.¹⁶¹ Food insecurity is a major contributing factor to the nutrition situation, followed by poor access to sanitation facilities and improved drinking water sources due to drought.

1. The COVID-19 pandemic and related restrictions led to an increase in food prices due to low food availability and reduced income due to poor employment opportunities, reducing the purchasing power at the household level. The National Development Plan (NDP 2015-2019) proposes to develop actions in favour of SMEs and production sectors with a strong job creation capacity, and to support businesses that are geared towards the processing of agricultural products. The country also has a National Social Protection Policy (2015) which aims to improve access to basic social protection services and protect groups at risk. The World Bank, contributed US\$12.7 million through its Social Safety Nets II Project, implemented by the Development Intervention Fund, alongside the World Food Programme (WFP), the European Union, the United Nations Development Programme (UNDP), UNICEF, the Malagasy Red Cross, CARE and Action Contre la Faim.¹⁶² The United Nations system supports these national priorities through the UNDAF (2015-2019).

Malawi

2. Malawi is one of the poorest countries in the world with 50.7 percent of the population living below the national poverty line and 25 percent living in extreme poverty. Over the past two decades, there has been a decline in the rates of undernutrition in Malawi, while the incidence of stunting remains high. Some recent progress has been made, as the percentage of children under five years of age who are stunted has decreased from 47.1 in 2010 to 37.1 in 2015/16. Gender inequalities affect all aspects of social and economic development. As compared with men, women also tend to lack access to health and financial services and to justice and protection against sexual abuse and other forms of domestic violence.

3. About 2.55 million people faced crisis acute food insecurity conditions (IPC Phase 3) and needed humanitarian support. Out of this total, approximately 2.03 million were in the rural areas and 518,000 were in the four urban cities. Generally, market dependence and income loss because of the impact of COVID-19 has exacerbated vulnerability in urban areas of the country. In response to food insecurity, 978 households in five districts were reached by WFP with cash transfers amounting to US\$ 64,160 using crisis modifier fund and supported by ECHO, UNICEF, and government.

4. Political instability and social unrest in the Great Lakes and Horn of Africa regions have resulted in a continued flow of refugees into Malawi for over two decades, with the vast majority now residing in and around the Dzaleka Refugee Camp.¹⁶³ In partnership with the Government and the United Nations High Commissioner for Refugees (UNHCR), WFP continues to provide monthly food assistance to meet urgent food and nutritional needs of over 42,000 refugees and asylum seekers in Dzaleka Refugee Camp.¹⁶⁴

5. The Government of Malawi has placed considerable emphasis on the MSME sector, recognising its crucial contribution towards economic growth, job creation and poverty alleviation and has recently developed the MSME Policy (2019).¹⁶⁵ The MSME sector has been growing with two-thirds of owners being women. The Malawi Growth and Development Strategy (MGDS III) is aligned to the country's long-term national development aspirations, as articulated in Vision 2020, and strongly supports the growth of MSMEs. The Malawi UNDAF (2019-2023) guides UN Agency programmes in Malawi in support of the 17 SDGs.¹⁶⁶

Mozambique

6. Mozambique has a historically high rate of natural disasters, and that trend has continued into the present, as pests have affected staple crops in much of the country while the central part was severely hit by Cyclone *Idai* in 2020, and the northern provinces were hit by Cyclone *Kenneth*, provoking severe agricultural losses, the destruction of infrastructure assets, and livelihoods, as well as substantial internal population displacement.¹⁶⁷

7. According to UNHCR, Mozambique hosts 28,345 refugees and asylum-seekers- some 9,500 live in Maratane refugee settlement in Nampula Province, while the remaining 19,000 reside in urban areas throughout

¹⁶¹ *ibid*

¹⁶² <https://www.worldbank.org/en/news/feature/2020/09/22/cash-transfers-support-madagascars-poorest-and-most-vulnerable-citizens-during-covid-19-restrictions>

¹⁶³ WFP Malawi, 2021. Support to Refugees Fact Sheet, May 2021. <https://www.wfp.org/publications/wfp-malawi-support-refugees-factsheet-may-2021>

¹⁶⁴ *ibid*

¹⁶⁵ Finscope 2020 Malawi Micro, Small and Medium Enterprise Survey, 2019.

¹⁶⁶ The other two pillars are 'Population Management and Inclusive Human Development', and 'Inclusive and Resilient Growth'.

¹⁶⁷ WFP Mozambique Country Brief, January 2021.

the country.¹⁶⁸ More than 732,000 people were internally displaced in northern Mozambique as of April 2021 due to violence that erupted in 2017.¹⁶⁹

8. An assessment of seven northern districts conducted between October 2020 and February 2021 projected that, between April and September 2021, about 38 percent of displaced people assisted in resettlement centres and host families, and 24 percent of host families themselves, needed immediate food assistance in the districts of Metuge, Pemba City, Namuno, Montepuez, Balama, Ancuabe and Chiure.¹⁷⁰ Due to the COVID-19 pandemic, GDP growth was expected to decline to 1.3 percent in 2020, down from a pre-COVID-19 forecast of 4.3 percent, which presents a risk of further increasing food insecurity. Chronic malnutrition is estimated to be the underlying cause of approximately 30 percent of deaths among children under the age of 5 years.¹⁷¹ Although the country has made progress in reducing gender inequalities, Mozambique still has a high Gender Inequality Index (GII) of 0.569.¹⁷²

9. Nearly half the population of Mozambique remains below the poverty line. According to the Ministry of Economy and Finance, from 2015 to 2019, the number of Mozambicans living in extreme poverty have increased by 55 to 60 percent, which corresponds to 16.7 to 18.2 million people.¹⁷³ Poverty affects more women than men, with 63 percent of households headed by women being poor and exposed to food insecurity, compared to 52 percent of households headed by men.¹⁷⁴

10. The national Agenda 2025¹⁷⁵ prioritises access to food with a view to improving living conditions and developing human capital. The agenda states that the industrial policies should prioritize support for SMEs and should create a specific unit to deal with SMEs to overcome constraints to the full operation of SMEs and to overcome the policy-related barriers and administrative inefficiencies. The Basic Social Security II (2016-2024)¹⁷⁶ aims to improve management and coverage of social security programmes, including during emergency response and recovery. United Nations system supports these national priorities through the UNDAF (2017-2020). UNICEF, the International Labour Organization (ILO) and the World Bank also works with WFP to the support Ministry of Gender, Children and Social Action (MGCAS) and the National Institute of Social Action (INAS) on issues related to shock-responsive social protection, particularly in strengthening policymaking and programme design.¹⁷⁷

Tanzania

11. Despite Tanzania's substantial economic growth between 2013 to 2019, poverty reduction was modest.¹⁷⁸ The poverty head-count ratio barely responded to growth. As the population continued to grow, the number of poor people in Tanzania rose from 12.3 million in 2011 to about 14 million in 2018, while the poverty rate remained at 49 percent from 2011 to 2018.¹⁷⁹ In 2020, the COVID-19 pandemic affected household livelihoods, particularly for those households relying on self-employment and informal or micro enterprises.

12. Over the last decade anthropometric indicators for children under 5 improved, but undernutrition is still widespread, especially in rural areas. According to the 2015/16 Demographic Health Survey (DHS), almost 35 percent of Tanzanian children under 5 are stunted and 12 percent are severely stunted, indicating a cumulative growth deficit.¹⁸⁰ The problem of stunting is particularly acute in rural areas, where about 38 percent of children under 5 suffer from stunting.

13. Tanzania has been a host for refugees fleeing political and civil unrest in neighbouring countries in the north-western part of the country for decades. For example, in 2020, under Activity 1 of the CSP, WFP provided a package of food and nutrition assistance to refugees hosted in the three camps: Nduta, Nyarugusu and Mtendeli.

14. Eliminating gender disparities in all forms of life and empowering women have been important items on the agenda of the Tanzanian government since the early days of independence. The country's "National

¹⁶⁸ UNHCR Fact Sheet, Mozambique, September 2021.

https://reporting.unhcr.org/sites/default/files/Factsheet_Mozambique_September%202021.pdf

¹⁶⁹ Ibid.

¹⁷⁰ <https://rvaatlas.sadc.int/article/sadc-rvaa-synthesis-report-2021>.

¹⁷¹ Republic of Mozambique Ministry of Health (2014): Health Sector Strategic Plan 2014-2019, page 25.

¹⁷² http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MOZ.pdf

¹⁷³ <https://www.theigc.org/blog/poverty-eradication-in-mozambique-progress-and-challenges-amid-covid-19/>.

¹⁷⁴ <https://www.theigc.org/blog/the-gendered-impacts-of-covid-19-in-mozambique-challenges-and-way-forward/>.

¹⁷⁵ Agenda 2025 - Visão e Estratégias da Nação (Agenda 2025 - Vision and Strategies of the Nation)

¹⁷⁶ https://www.ilo.org/africa/information-resources/publications/WCMS_532757/lang--en/index.htm

¹⁷⁷ WFP Mozambique 2020 ACR.

¹⁷⁸ See, World Bank, 2020. Tanzania Economic Update- Addressing the impact of COVID-19. The first three quarters of 2019 GDP growth was at 6.9 percent.

¹⁷⁹ World Bank, 2019. Tanzania Mainland Poverty Assessment: Tanzania's Path to Poverty Reduction and Pro-Poor Growth Part 1.

¹⁸⁰ <https://www.dhsprogram.com/publications/publication-FR321-DHS-Final-Reports.cfm>.

Development Vision 2025” aims to attain gender equity and the empowerment of women in all socio-economic and political relations. Gender disparities are also evident in formal-sector employment, where men account for 71 percent of the formal workforce.¹⁸¹

15. The Second Five-Year Development Plan (FYDP II 2016/17-2020/21) implements the Tanzania Development Vision (TDV 2025) which aspires to have Tanzania transformed into a middle income and semi-industrialised nation by 2025.¹⁸² The UN in Tanzania is supporting these national development priorities through the United Nations Development Plan (UNDAP II 2016-2021). The envisioned transformation in the FYDP II means that there will be a sizeable and sustainable impact on the reduction of poverty and improvement in quality of life, provided that small-scale farmers and MSMEs are well linked to large-scale enterprises in manufacturing, construction, tourism, and other priority areas of FYDP II.

Zimbabwe

16. With a good 2020/21 rainfall season, Zimbabwe recorded an increase in the area planted to maize to 1,951,848 hectares with the support of Government and the private sector. Cereal production totaled 3,075,538 tons against a national cereal requirement of 1,797,435 tons for human consumption and 450,000 tons for livestock.¹⁸³ This near-record 2021 crop production is expected to improve access to food and engagement in income-earning activities across most of the country through at least early 2022.¹⁸⁴ The impacts of poor macroeconomic conditions and COVID-19 restrictions will have an impact on the informal sector in rural and urban areas.

17. Underlying the economic challenges are high poverty levels, with 62.6 percent of Zimbabwean households classified as poor (approximately 76 percent in rural areas compared to 38.2 percent in urban areas).¹⁸⁵ Poverty is more prevalent in households headed by women (34.4 percent) compared with 30.8 percent in households headed by men.¹⁸⁶

18. Zimbabwe has more than 15,000 refugees at the Tongogara camp in Chipinge who have fled war, conflict and unrest across the Great Lakes and Horn of Africa regions.¹⁸⁷ These refugees from the Democratic Republic of Congo, Rwanda, Burundi, Somalia, Ethiopia, and Eritrea have been supported by the World Food Programme (WFP) since 2015 through food and cash.

19. Although stunting has decreased from 32 percent in 2010-11 to 27 percent in 2015 and 23.5 percent in 2018, rates are still extremely high in absolute terms, indicating that food insecurity is still a major problem. Many of Zimbabwe’s socio-economic challenges have a gendered dimension. In recognition of historic gender inequalities, Zimbabwe’s Constitution has enshrined strong provisions for gender equality and women’s rights. The Zimbabwe Agenda for Sustainable Social-Economic Transformation (2013-2018) envisaged an empowered society and a growing economy through food security and nutrition, infrastructure development, nutrition policy and legislation, and improved social services and eradication of poverty through human capital development, empowerment, employment, and gender mainstreaming. The UN system supported these national priorities through the Zimbabwean UNDAF (2016-2020). The new National Development Strategy 1 (NDS1) (2021-2025) builds on this and identifies food security and nutrition as one of the key pillars.¹⁸⁸

20. The decline of the country’s manufacturing sector over the past 20 years has resulted in de-industrialisation and the emergence of SMEs across key productive sectors. NDS1 seeks to prioritize development and implementation of a national action plan to facilitate the transition from informality to formality by the SMEs sector. Support and development of the SMEs will be critical to achieve targets for the manufacturing sector and will also promote rural industrialisation. A new UN corporation framework is under development to align to the NDS (2021-2025). The Knowledge Transfer Africa (KTA) and the China Aid Agriculture Technology Demonstration Centre (CATDC) are working in conjunction with WFP to pilot the use of a market information system for smallholder marketing in China and the use of the e-commerce online application in the context of Zimbabwe.¹⁸⁹

¹⁸¹ [THDR2017BP-7.pdf](#).

¹⁸² <http://extwprlegs1.fao.org/docs/pdf/tan166449.pdf>.

¹⁸³ <https://rvaaatlas.sadc.int/article/sadc-rvaa-synthesis-report-2021>.

¹⁸⁴ https://reliefweb.int/sites/reliefweb.int/files/resources/Zimbabwe_Food_Security_Outlook_June%202021_Final_210630%202.pdf

¹⁸⁵ ZIMSTAT, 2013: Poverty Income Consumption and Expenditure Survey 2011/2012.

¹⁸⁶ Government of Zimbabwe (2016): Zimbabwe Interim Poverty Reduction Strategy Paper (I-PRSP) 2016-2018.

¹⁸⁷ WFP Zimbabwe CSP Update #50, 13 September 2021

¹⁸⁸ http://www.zimtreasury.gov.zw/index.php?option=com_phocadownload&view=category&id=64&Itemid=789.

¹⁸⁹ WFP Zimbabwe 2020 ACR.

Annex 5. Evaluation Matrix

OVERARCHING EVALUATION QUESTION: What is the contribution of WFP to market development and food systems and how can such contribution be enhanced to contribute towards zero hunger?

Overall Evaluation Approach: Mixed Method Approach

Overall Evaluation Design/Methodology: Qualitative Impact Protocol (QuIP)

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
1.	Relevance/Appropriateness: To what extent are MDAs and related interventions informed by market inefficiencies identified during relevant WFP multisectoral market assessments and country contexts?					
1.1	Which MDAs (MDAs) and related interventions have been designed and implemented in the six targeted countries ¹⁹⁰ ?	1.1.1 Number and Type of MDAs by year, geographical location, people benefiting from assistance, and duration in each country.	MDA design documents at RBJ, Supply Chain Strategies at CO levels that outline the interventions; Annual Country Reports that outline what has been implemented and achieved. Relevant WFP HQ and RBJ documents and reports including the Market Development strategy, MFI guidelines and others as applicable. Key informants, including WFP CO, RBJ, government officials.	Review of relevant documentation Semi-structured interviews with WFP staff at RBJ, CO, and other key stakeholders (Annex 8.3, Annex 8.4, Annex 8.5)	Content analysis of design documents including MFI reports, retailer, and market assessment reports to identify the number, types of MDAs, geographical location, targeted beneficiaries, and their duration. Analysis of data from KII using a qualitative data analysis tool such as Nvivo.	Relevant, reliable documents are available, despite an apparent lack of specific objectives, indicators and targets related to MDAs. Appropriate, reliable key informants are expected to be available for interview / discussions.
1.2	Are objectives of the (MDAs) and related interventions in line with the market	1.2.1 Market Functionality Index (MFI).	MDA design documents at RBJ and Supply Chain Strategies at CO levels that	Review of relevant documentation	Content analysis of design documents with MFI reports, retailer, and market assessment	Relevant, reliable documents are available, despite

¹⁹⁰ Lesotho, Madagascar, Zimbabwe, Mozambique, Malawi, and Tanzania.

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
	inefficiencies identified during relevant WFP multisectoral assessments?	<p>1.2.2 Clear evidence of use of information from market and related assessments in designing the MDAs in each country.</p> <p>1.2.3 Appropriateness of MDAs and other related interventions in addressing the market inefficiencies identified.</p> <p>1.2.4 Bottlenecks and challenges identified facing smallholder farmers' access to markets</p>	<p>outline the objectives of MDA in each country (where applicable).</p> <p>MFI and MSA reports (where available)</p> <p>Retailer assessment reports and market assessment reports.</p> <p>Price monitoring reports, PDM reports, Minimum Expenditure Basket Monitoring reports, Household Food Security Monitoring reports.</p> <p>Annual Country Reports</p> <p>Key informants, including WFP CO, RBJ, government officials.</p>	<p>Semi-structured interviews with WFP staff at RBJ, CO, and other key stakeholders</p> <p>(Annex 8.3, Annex 8.4, Annex 8.5)</p>	<p>reports to identify the linkages between market assessments, gaps identified, and the MDAs designed to address them.</p> <p>Analysis of data from KII using a qualitative data analysis tool such as Nvivo.</p>	<p>an apparent lack of specific objectives, indicators and targets related to MDAs.</p> <p>Appropriate, reliable key informants are expected to be available for interview / discussions.</p>
1.3	To what extent are the MDA and related interventions relevant to the needs of the targeted women and men beneficiaries ¹⁹¹ in each country?	1.3.1 Stakeholder perceptions on the relevance of the MDAs to the needs of men and women including gender, age, and disability considerations.	<p>Supply chain strategy, Supply Chain MDA plans where available.</p> <p>MFI and MSA reports (where available)</p> <p>Retailer assessment reports and market assessment reports.</p>	<p>Review of relevant documentation</p> <p>Semi-structured interviews with relevant stakeholders</p> <p>(Annex 8.4)</p> <p>Semi-structured Interviews, Focus</p>	<p>Content analysis of design documents with monitoring reports and food security data to identify how, if at all, they addressed GEWE issues where applicable</p> <p>Triangulation of available information and data gathered between sources (primary qualitative data, secondary</p>	<p>Relevant, reliable documents are available.</p> <p>Appropriate, reliable key informants are expected to be available for</p>

¹⁹¹ Beneficiaries here refer to men and women market actors (including retailers), who are beneficiaries of MDAs.

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
		1.3.2 Market Functionality Index (MFI) 1.3.3 Integration of specific objectives to address GEWE-related needs.	Price monitoring reports, Minimum Expenditure Basket Monitoring reports, PDM reports, Household Food Security Monitoring reports. Key informants, including WFP CO staff, government officials.	Group discussions and meetings, following the QuiP methodological approach. (Annex 8.3, Annex 8.4, Annex 8.5)	documentation, etc), locations, and beneficiary status (i.e., gender, age, marginalization)	interview / discussions.
1.4	Are the objectives of MDAs and related interventions in line with national development policy frameworks for achieving zero hunger?	1.4.1 Relevance of the objectives of MDAs and related interventions to the country development priorities outlined in the National Development Plans and related policies and frameworks.	MDA design documents, Relevant policy documents (NDPs, National food security and nutrition policies National poverty reduction policy, social protection, National disaster management policies/plan, etc) Key informants, including WFP CO, RB, government officials and other relevant stakeholders.	Review of relevant documentation Semi-structured interviews with various stakeholders (Annex 8.3, Annex 8.4, Annex 8.5)	Content analysis of design documents with policy documents of each country to see if the objectives address the priorities identified in these policy documents. Analysis of alignment or disconnection and gaps.	Relevant, reliable documents are available. Appropriate, reliable key informants are expected to be available for interview / discussions.
1.5	How can WFP enhance relevant market development programming in different country contexts?	1.5.1 Market inefficiencies/ gaps aligned to WFP comparative advantages 1.5.2 Design gaps in CSPs and other programming documents and opportunities	Market assessment reports with identified gaps, WFP CSPs. WFP Market Development Strategy Key Informants	Document review Semi-structured interviews with WFP RB and CO staff, government, and relevant stakeholders (Annex 8.3, Annex 8.4, Annex 8.5)	Content analysis to identify un-addressed needs (<i>What more should WFP be doing to strengthen markets, given the issues identified by assessments?</i>) and alignment with WFP strategies in different countries.	Market assessment reports are available and the CSPs clearly outline WFP strategic outcomes

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
2	Effectiveness: To what extent did the identified MDAs deliver expected outputs and contribute to the expected outcomes?					
2.1	What is the extent to which MDAs in targeted countries delivered expected outputs?	<p>2.1.1 Achievement of outputs per country context (by gender where applicable).</p> <p>For example:</p> <ul style="list-style-type: none"> • Number of buying clubs organised by gender. • Number of trainings by gender • Number of retailers organised by gender. • Value of cash injected into the local economy by year. • Number of farmers/ Farmer organizations linked to markets 	<p>PDM reports, Retail Performance Reports (RPRs), Retail Monitoring Reports (RMRs)</p> <p>Annual Country Reports</p> <p>Key informants, including WFP CO, government officials</p>	<p>Review of relevant documentation</p> <p>Semi-structured interviews with relevant WFP staff</p> <p>(Annex 8.3)</p>	<p>Systematic review of the quantity and quality of outputs delivered vs. planned.</p> <p>Content analysis of retail monitoring and performance reports triangulated with information gathered from key informants.</p>	<p>Availability and reliability of existing monitoring data has yet to be determined (not all countries have started collecting and reporting on the supply chain cash and markets Key Performance Indicators (KPIs))</p>
2.2	To what extent are the outputs contributing to or likely to contribute to planned outcomes?	<p>Contributions to planned outcomes as envisaged in each country and according to the extent of use of MFI.</p> <p>2.2.1 Number and type of retailers with adequate stock available during the</p>	<p>PDM reports, Retail Performance Reports (RPRs), Retail Monitoring Reports (RMRs)</p> <p>Key informants, including WFP CO, government officials</p>	<p>Review of relevant documentation</p> <p>Semi-structured interviews with relevant WFP staff</p> <p>(Annex 8.3)</p>	<p>Systematic review of the quantity and quality of outcomes delivered vs. planned.</p> <p>Content analysis of retail monitoring and performance reports triangulated with information gathered from key informants.</p>	<p>Availability and reliability of existing monitoring data has yet to be determined (not all countries have started collecting and reporting on the supply chain cash and markets</p>

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
		<p>purchasing period (by gender, age, and geographical location).</p> <p>2.2.2 Number and type of retailers adhering to the terms and conditions of the contract including meeting appropriate statutory requirements (by gender, age, and geographical location).</p> <p>2.2.3 Number and type of retailers providing safe food (by gender, age, and geographical location).</p> <p>2.2.4 Quantity of smallholder farmer production and income generated</p>				Key Performance Indicators (KPIs)
2.3	What factors are affecting implementation of MDAs and achievement of outputs and their contribution to outcomes (negatively or positively) in different country contexts?	2.3.1 Positive and negative effects of external factors on achievement. <i>External factors include political, economic, institutional factors; security situation and access; communication and transport infrastructure; occurrence of shocks; socio-economic, cultural</i>	<p>PDM reports, Retail Performance Reports (RPRs), Retail Monitoring Reports (RMRs).</p> <p>Annual Country Reports</p> <p>Key informants, including WFP CO, government officials and other partners and donors</p>	<p>Review of relevant documentation</p> <p>Semi-structured interviews with WFP CO staff, government, and relevant stakeholders</p> <p>(Annex 8.3, Annex 8.4, Annex 8.5)</p>	Collation of factors identified in various documents with those identified by stakeholders to identify those that are positive and those that are negative.	<p>Relevant, reliable documents are available.</p> <p>Appropriate, reliable key informants and FGD participants are expected to be available for interview / discussions.</p>

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
		<i>and gender context; among others.</i>				
3	Impact/contribution: To what extent are WFP MDAs contributing to improving market efficiencies in different country contexts?					
3.1	<p>What are the changes that the WFP MDAs contributed to?</p> <p>Is there evidence that WFP contracted men and women retailers and smallholder farmers improved their resilience (increased profit/savings, access to capital/ credit, better relationship with suppliers etc) and if so, what is the contribution of WFP?</p>	<p>3.1.1 Type and magnitude (<i>better, no change, worse, not sure or increased, no change, decreased, not sure</i>) of change per each attribute identified by gender, age, retailer risk category, geographical location.</p> <p>3.1.2 Perceptions on how the change for each attribute identified has occurred in the past year.</p> <p>3.1.3 Main reasons for change per each attribute identified by gender, age, retailer risk category, geographical location.</p> <p>3.1.4 Perceptions on how the overall business has changed during this period by gender, age, retailer risk category, geographical location.</p>	<p>Qualitative Impact Protocol (QuIP) Report</p> <p>Key informants, including WFP CO, government officials and other partners and donors</p>	<p>QuIP semi-structured questionnaire (Annex 8.1)</p> <p>Semi-structured interviews with WFP CO staff, government, and relevant stakeholders (Annex 8.3, Annex 8.4, Annex 8.5, Annex 8.6, Annex 8.7)</p> <p>QuIP FGD questionnaire (Annex 8.2)</p> <p>Review of secondary quantitative data (e.g., price)</p>	<p>Content analysis of results of QuIP</p> <p>Analysis of cause – effect relationships of key results – What are the impact pathways?</p> <p>Cross –check quantitative retailer performance data, QuIP survey data and stakeholders’ perceptions.</p> <p>Quantitative data analysis using excel</p>	<p>Relevant, reliable documents are available.</p> <p>Appropriate, reliable key informants, FGD participants are expected to be available for interview / discussions.</p>

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
		<p>3.1.5 Number and range of organizations contributing to this change.</p> <p>3.1.6 Magnitude (high, medium, low) of change contributed by WFP and other organizations identified</p>				
3.2	How effective are the MDAs in improving business operations for targeted market actors in various country contexts while providing food assistance to vulnerable populations?	<p>Depending on country context, the following may be used:</p> <p>3.2.1 Number and type of retailers/supply chain actors reporting an increase in business and profits because of WFP MDAs.</p> <p>3.2.2 Stakeholder perceptions on role of MDAs in improving price, quality, and service from beneficiaries receiving WFP food assistance.</p>	<p>PDM reports, Retail Performance Reports (RPRs), Retail Monitoring Reports (RMRs)</p> <p>Annual Country Reports</p> <p>Key informants, including WFP CO, government officials and other partners and donors</p>	<p>Review of relevant documentation</p> <p>Semi-structured interviews with service providers (financial service providers/banks, mobile money companies)</p> <p>(Annex 8.5)</p>	Narrative / thematic analysis of secondary data and primary data collected by evaluation team.	Relevant documents are thought to be available, though output data differs in each country. Availability and reliability of existing monitoring data has yet to be determined.
3.3	How do CBT activities (<i>cash injection into the local economies and associated activities that enable beneficiaries access the</i>	3.3.1 Stakeholder perceptions on how cash injection through restricted and unrestricted cash (CBT), commodity vouchers contribute to positive change to	<p>Data from Key informants, including WFP CO, RB, government officials, financial service providers, bank officials.</p> <p>CBT working group in each country</p>	<p>QuIP semi-structured questionnaire and QuIP FGD Questionnaire</p> <p>(Annex 8.1, Annex 8.2)</p>	<p>Content analysis of results of QuIP</p> <p>Quantitative data analysis</p> <p>Analysis of cause - effect relationships of key results – What are the impact pathways?</p>	Appropriate, reliable key informants, FGD participants are expected to be available for

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
	<p><i>assistance</i>¹⁹²) combine with supply side activities (<i>supporting market actors and opportunities offered by engaging with WFP</i>) contribute to positive change with the social-economic context?</p> <p>What combination of activities contribute the most?</p>	<p>beneficiaries' livelihoods and the local economies.</p> <p>3.3.2 Stakeholder perceptions on how supporting market actors through WFP supported MDAs contribute to positive change in their livelihoods.</p> <p>3.3.3 Type of transfer modality and magnitude of change (least, average, most) it brings across beneficiaries by geographical location and country contexts.</p>		<p>Semi-structured interviews with key stakeholders to seek explanations.</p> <p>(Annex 8.3, Annex 8.4, Annex 8.5, Annex 8.7)</p>	<p>Triangulation of available information from qualitative information from key informants and QuIP and results from the quantitative data analysis</p>	<p>interview / discussions</p>
3.4	<p>How is WFP work with and support to smallholder farmers contributing to strengthening agricultural markets and food systems more generally?".</p>	<p>3.4.1 Post-harvest losses reduction</p> <p>3.4.2 Level of market integration</p>	<p>Data from Key informants, including WFP CO</p> <p>Qualitative Impact Protocol (QuIP) Report</p>	<p>Semi-structured interviews with WFP CO staff</p> <p>(Annex 8.3)</p> <p>QuIP semi-structured questionnaire and QuIP FGD Questionnaire</p>	<p>Quantitative data analysis</p> <p>Content analysis of results of QuIP</p> <p>Analysis of cause - effect relationships of key results – What are the impact pathways?</p> <p>Triangulation of available information from qualitative information from key informants and QuIP and results from the quantitative data analysis</p>	<p>Appropriate, reliable key informants, FGD participants are expected to be available for interview / discussions</p>

¹⁹² These activities such as financial inclusion (supporting beneficiaries acquire sim cards, bank accounts etc.)

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
				(Annex 8.1, Annex 8.2)		
3.5	Within the different geographical locations of each country and across countries, is there evidence that MDAs are contributing (positively or negatively) towards resilience, social protection, and poverty reduction?	3.4.1 Stakeholder perception regarding the degree to which the MDAs are protecting livelihoods and contributing to poverty reduction. 3.4.2 Evidence of change differentiation by geographical location and gender (where possible).	Data from Key informants, including WFP CO, RB, government officials, financial service providers, bank officials. CBT working group	QuIP semi-structured questionnaire and QuIP FGD Questionnaire (Annex 8.1, Annex 8.2) Semi-structured interviews with key stakeholders to seek explanations. (Annex 8.3, Annex 8.4, Annex 8.5)	Content analysis of results of QuIP Quantitative data analysis Triangulation of available information from qualitative information from key informants and QuIP and results from the quantitative data analysis	Availability and reliability of existing monitoring data has yet to be determined
3.6	What factors are affecting WFP contribution to market development and food systems (negatively or positively) in different country contexts?	3.5.1 Analysis of the main contextual factors that have Enabled or constrained the implementation of MDAs and achievement of planned outcomes	Data from Key informants, including WFP CO, RB, government officials, financial service providers, bank officials. CBT working group in each country	QuIP semi-structured questionnaire and QuIP FGD Questionnaire (Annex 8.1, Annex 8.2) Semi-structured interviews with key stakeholders to seek explanations. (Annex 8.3, Annex 8.4, Annex 8.5)	Content analysis of results of QuIP Quantitative data analysis Triangulation of available information from qualitative information from key informants and QuIP and results from the quantitative data analysis	Appropriate, reliable key informants, FGD participants are expected to be available for interview / discussions
3.7	Are there unintended (positive or negative) effects	3.6.1 Range and types of effects documented.	Data from Key informants, including WFP CO, RB, government officials,	QuIP semi-structured questionnaire and QuIP FGD	Content analysis of results of QuIP Quantitative data analysis	Appropriate, reliable key informants, FGD participants are

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
	of WFP MDAs in different country contexts?	3.6.2 Stakeholder and beneficiary perceptions on positive/negative effects of the WFP MDAs differentiated by gender.	financial service providers, bank officials. CBT working group in each country	Questionnaire (Annex 8.1 , Annex 8.2) Semi-structured interviews with key stakeholders to seek explanations. (Annex 8.3 , Annex 8.4 , Annex 8.5)	Triangulation of available information from qualitative information from key informants and QuIP and results from the quantitative data analysis	expected to be available for interview / discussions
4	Sustainability: <i>Are the results of WFP contribution sustainable i.e., continuing, or likely to continue after the interventions of WFP?</i>					
4.1	<p>What is the likelihood that the results of the MDAs will be sustainable after termination of external assistance?</p> <p>What is the extent to which sustainability has been considered for different targeted people and country contexts?</p>	<p>4.1.1 Existence and quality of the exit strategy and/or measures planned to support sustainability of results.</p> <p>4.1.2 Number and range of ways in which WFP MDAs have promoted national/community ownership and/or demand for the services.</p> <p>4.1.3 Types and extent of investments made by retailers because of WFP supported MDAs.</p> <p>4.1.4 Types and extent of government ownership and investments made</p>	<p>Data from Key informants, including WFP CO, RB, government officials, financial service providers, bank officials.</p> <p>CBT working group in each country</p>	<p>QuIP semi-structured questionnaire and QuIP FGD Questionnaire (Annex 8.1, Annex 8.2)</p> <p>Semi-structured interviews with key stakeholders to seek explanations. (Annex 8.3, Annex 8.4, Annex 8.5, Annex 8.6, Annex 8.7)</p>	<p>Content analysis of results of QuIP</p> <p>Thematic analysis of qualitative results through frequency of emergent themes disaggregated by stakeholder category.</p> <p>Quantitative comparisons of data reported, and data collected by ET.</p> <p>Triangulation of data available from different sources</p> <p>Validation of preliminary findings.</p>	<p>Relevant documentation directly related to sustainability is thought to be limited, so it will be necessary to rely mainly on information from informants and results from QuIP.</p> <p>Appropriate, reliable key informants and FGD participants are expected to be available for interview / discussions.</p>

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
		because of WFP supported MDAs 4.1.5 Number of smallholder farmers' organizations either continuing or likely to continue efficiently engaging in the agriculture market after termination of WFP intervention				
4.2	What are the key factors that affect (negatively or positively) the sustainability of MDAs in different country contexts (including political-economy, economic and social factors)?	4.2.1 Range and types (technical, financial, economic, political, social) of factors driving sustainability identified by stakeholders and ET.	Project documentation Key informants, including WFP project staff, implementing partners, relevant government officers.	Review of relevant documentation Semi-structured interviews with WFP CO staff and relevant stakeholders (Annex 8.3 , Annex 8.4 , Annex 8.5) QuIP semi-structured questionnaire and QuIP FGD Questionnaire (Annex 8.1 , Annex 8.2)	Content analysis of results of QuIP Thematic analysis of qualitative results through frequency of emergent themes disaggregated by stakeholder category. Triangulation of data available from different sources	Appropriate, reliable key informants, FGD participants are expected to be available for interview / discussions

No	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Availability and Reliability of Evidence
4.3	Are these factors different for different actors (men, women, rural, per-urban, urban) and country contexts etc?	4.3.1 Range and type of factors by gender, geographic location, and country.	QuIP reports with perceptions of women and men benefiting from the assistance	QuIP semi-structured questionnaire and QuIP FGD Questionnaire (Annex 8.1 , Annex 8.2)	Content analysis of results of QuIP	Appropriate, reliable key informants, FGD participants are expected to be available for interview / discussions
5.	Lessons: What lessons are emerging from different approaches and how can WFP enhance design and implementation of MDAs to increase WFP contribution?					
5.1	What lessons from the MDAs of WFP in varying country contexts should influence design and implementation of future interventions (<i>Including good practices to be emulated and weaknesses to be mitigated</i>)?	5.1.1 Evidence of successful approach and/or good practice in terms of design and different approaches to design and implementation of MDAs. 5.1.2 Perceptions on people benefiting from assistance in terms of what they think was the most contributing factor to the changes already reported	Project documentation Key informants, including WFP project staff, implementing partners, relevant government officers. QuIP reports with perceptions of men and women benefiting from the assistance	Review of relevant documentation Semi-structured interviews with WFP CO staff and relevant stakeholders (Annex 8.3 , Annex 8.4 , Annex 8.5) QuIP semi-structured questionnaire and QuIP FGD Questionnaire (Annex 8.1 , Annex 8.2)	Content analysis of results of QuIP Analysis of what changes happened and why was it significant, what difference did it make, or will it make in the future?	Field work in March will provide initial assessment of lessons learnt

* Colour-coding used to indicate availability and reliability of evidence:

Strong (Good)	Medium (Satisfactory)	Poor (Weak)
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Annex 6. Fieldwork Agenda

Days/dates	Team member	Locations/sites	Stakeholders to interview
May 5-6	QuIP and qualitative Training with research assistants led by country researchers: Felicio, Peter, Ludovico, Schadi, Sithabiso	Training in central location in Mozambique, Zimbabwe, Lesotho, and Malawi	
May 7	Pilot interviews conducted, feedback and tools amended	Mozambique, Zimbabwe, Lesotho, and Malawi	
May 8-9	All research assistants	Travel to interview site	
Mozambique			
May 10-11	QuIP Research assistant 1	Pemba district, Cabo Delgado	7 retailer interviews 1 FGD
May 10-11	QuIP Research assistant 2	Sofala,	7 retailers interviewed 1 FGD
May 12	QuIP Research assistant 2	Travel from Sofala to Gaza	
May 12	QuIP Researcher 1	Travel from Pemba to Maputo	
May 13	QuIP Researcher 2	Gaza	4 retailer interviews, 1 FGD
May 13	QuIP Researcher Research assistant 2	Maputo	3 retailer interviews
May 10-14	Country Researcher		KIIs with farmers, mobile shop owners
May 15	QuIP Research assistant and Country Researcher	Return to central location	
May 17	QuIP Research assistant and Country Researcher		Debrief, finalize notes, conduct additional KIIs with WFP staff if necessary
May 19	QuIP Researcher Research assistant and Country Researcher		Lead researcher receives all data
Malawi			
May 10-11	QuIP Research assistant 1	Southern Region-Zomba	7 retailer interviews, 1 FGD
May 12-14	QuIP Research assistant 1	Southern Region - Nsanje	6 retailer interviews, 1 FGD
May 10-11	QuIP Research assistant 2	Central Region - Dowa	6 retailer interviews, 1 FGD
May 12-14	QuIP Research assistant 2	Central Region - Dedza	5 retailer interviews, 1 FGD
May 10-14	Country Researcher		KIIs with farmers, WFP staff
May 15	QuIP Research assistant and Country Researcher	Return to central location	
May 17	QuIP Research assistants and Country Researcher		Debrief, finalize notes
May 19	QuIP Research assistant and Country Researcher		Lead researcher receives all data

Days/dates	Team member	Locations/sites	Stakeholders to interview
Lesotho			
May 10-11	QuIP Research assistant 1	Mafeteng	6 retailer interviews, 1 FGD
May 12-14	QuIP Research assistant 1	Quthing	6 retailer interviews, 1 FGD
May 10-11	QuIP Research assistant 2	Qack's Nek	6 retailer interviews, 1 FGD
May 12-14	QuIP Research assistant 2	Thaba Tseka	6 retailer interviews, 1 FGD
May 15	Country Researcher (Felicio)		KIIs with Lesotho Flour Mills, food packer and smallholder farmers, Lesotho Post Bank, WFP Staff
May 17	QuIP Researcher assistants		Return to central location, debrief, finalize notes
May 19	QuIP Research assistants and Country Researcher		Lead researcher receives all data
Zimbabwe			
May 10-11	Research assistant 1	Chinhoyi urban and peri-urban	4 retailer interviews, 1 FGD
May 12-13	Research assistant 1	Harare-Epworth and Norton	4 retailer interviews, 1 FGD
May 10-11	Research assistant 2	Marondera	4 retailer interviews, 1 FGD
May 12-13	Research assistant 2	Mutare, Buhera	4 retailer interviews, 1 FGD
May 13	Research assistants return to Harare	Return to Harare	
May 14	Research assistant 1 and 2		KIIs with farmers, other stakeholders
May 10-14	Country Researcher		KII with WFP staff
May 17	QuIP Research assistants and Country Researcher		Debrief, finalize notes
May 19	QuIP Research assistants and Country Researcher		Lead researcher receives all data
Madagascar			
May 5-19	Team Leader	Remote	KIIs with retailers, WFP staff and key project and government stakeholders + desk review
Tanzania			
May 5-19	Team Leader	Remote	KIIs with WFP staff and key project and government stakeholders, farmers engaged with WFP+ desk review
End of Fieldwork			

Annex 7. List of people interviewed

WFP HQ and RBs Staff

S/N	Gender	Designation	Location
1.	F	Head, Market Development, Supply Chain Unit	HQ
2.	M	Programme (Food systems unit-smallholder agriculture market support)	HQ
3.	M	Programme (Food systems unit-smallholder agriculture market support)	HQ
4.	F	Supply Chain Officer- Food systems	Kenya CO, RBN
5.	M	VAM unit	Kenya CO, RBN
6.	M	Programme Policy Officer - SAMS	Gambia CO
7.	F	RBJ Programme (food systems unit-smallholder agriculture market support)	RBJ
8.	M	Programme (CBT)	RBJ

LESOTHO

Key Informant Interviews

S/N	Gender	Designation	Organisation
1.	F	Senior Programme Associate (Smallholders Agriculture and Market Support)	WFP
2.	F	Supply Chain Officer	WFP
3.	M	Managing Director	RSDA
4.	M	Field Supervisor	RSDA
5.	M	Head of Transactional Products and Services (Corporate and Investment in E-banking)	Bank
6.	F	Marketing Manager	MG Commodities, Maseru.
7.	M	Chairman	Association Tlemo Moho - Leribe
8.	F	Secretary general of the Association	Association Tlemo Moho - Leribe
9.	F	Member	Association Tlemo Moho - Leribe

10.	F	Relationships Manager	Maseru Post Bank
11.	M	Chief Executive Officer	Lesotho Flour Mills Ltd
12.	M	Sales & Marketing Executive	Lesotho Flour Mills Ltd
13.	M	Vice-chairman	Leribe Tractor Association
14.	F	Public Relations Officer	Leribe Tractor Association
15.	M	General Secretary	Leribe Tractor Association
16.	M	Member	Leribe Tractor Association
17.	M	Marketing Officer in Department of Marketing	Ministry of Agriculture and Small Business

QuIP - KIIs with Retailers

District	Retailers interviewed	Gender	Location
Mafeteng	1.	F	Mafeteng/Ha Ramohapi
	2.	F	Mafeteng/Ha Ramohapi
	3.	F	Mafeteng/Mokhoabong
	4.	M	Mafeteng/Thabana Morena
	5.	F	Mafeteng/Mapotu
	6.	M	Mafeteng/Samaria
	7.	2 Women, 4 Men	Mafeteng
Qachas	8.	F	Qachas Nek, Ha Matlali, Lesotho
	9.	F	Qachas Nek, Mokhoabong, Lesotho
	10.	F	Qachas Nek, Moeeng, Lesotho
	11.	M	Qachas Nek, Tebellong, Lesotho
	12.	F	Qachas Nek, Thueleng, Lesotho
	13.	F	Qachas Nek, Ramokakatlela, Lesotho
	14.	3 Men, 3 Women	Qachas Nek, Lesotho

Quthing	15.	M	Quthing, Lesotho
	16.	F	Quthing, Lesotho
	17.	F	Quthing, Lesotho
	18.	M	Quthing, Lesotho
	19.	M	Quthing, Lesotho
	20.	M	Quthing, Lesotho
	21.	3 Men, 2 Women	Quthing, Lesotho
Thaba Tseka	22.	M	Thaba Tseka/ Matsumunyane, Lesotho
	23.	M	Thaba Tseka/ Pont'seng, Lesotho
	24.	M	Thaba Tseka/ Mant'sonyane, Lesotho
	25.	M	Thaba Tseka_Mant'sonyane, Lesotho
	26.	M	Thaba Tseka_Kolberg, Lesotho
	27.	M	Thaba-Tseka_Mashai, Lesotho
	28.	4 Women, 2 Men	Thaba Tseka, Lesotho

MADAGASCAR

Key Informant Interviews

S/N	Gender	Designation	Organisation	Location
1.	Not specified (N/S)	Head of Field Office,	WFP	Ambovombe Field Office,
2.	N/S	SC Officer	WFP	
3.	N/S	Activity Manager of Crisis Response	WFP	
4.	N/S	SHF, Resilience Sector	WFP	
5.	N/S	Procurement Officer	WFP	
6.	N/S	SHF Officer	WFP	
7.	N/S	CBT Officer	WFP	

S/N	Gender	Designation	Organisation	Location
8.	N/S	Director of the Partnerships	Mvola	
9.	N/S	Programme Manager	Young Progress Association	
10.	N/S	General project coordinator, Civil Protection officer	National Bureau for Disaster Risk Management (Bureau national de gestion des risques et catastrophes - BNGRC)	
11.	N/S	Director of Arts and Culture	Commune Urbaine d'Antananarivo	

MALAWI

S/N	Gender	Designation	Organisation	Location
1.				Balaka
2.				Nsanje/Mtowe
3.			Chimbiya Piggery Cooperative	Dedza
4.			Plan Malawi	
5.		Project Stakeholder		
6.		Program Officer	WFP	
7.		Program Policy Officer for Cash Based Transparency	WFP	

QuIP- KIIs with Retailers

District	Retailer		Gender	Location
Dowa	1.	0401 Maize, Rice, Pulses and Baking Flour Trader	M	Dowa/Dzaleka Inside Camp
	2.	0402 Maize and Beans	M	Dowa/Outside Camp
	3.	0403 Maize and Pulses Trader	M	Dowa/Mponela
	4.	0404 Maize Trader	F	Dowa/Dzaleka Camp

	5.	0405 Beans and Rice Trader	M	Dowa/Dzaleka Camp
	6.	0406 Maize Trader	M	Dowa/Mponela
	7.	FGD 4		Dowa, Dzaleka Camp
	8.	FGD 4a		Dowa
Dedza	9.	0301 Maize Trader	M	Dedza/Msikawanjala
	10.	0302 Maize Trader	F	Dedza/Chimbiya
	11.	0303 Maize Trader	M	Dedza/Chimbiya
	12.	0304 Maize and Pulses Trader	M	Dedza/Msikawanjala
	13.	0305 Maize, Rice, Common Bean, Soy Bean Trader	M	Dedza/Chimbiya
	14.	0307 Maize Trader	M	Dedza/Chimbiya
	15.	FGD		Dedza
Balaka	16.	0201 Maize, Pulses and Farm Inputs Seller	M	Balaka/Phalula
	17.	0202 Cooking Oil and Groceries	M	Balaka/Phalula
	18.	0203 Maize and Pulses Trader	M	Balaka/Mbela
	19.	0204 Maize Trader	F	Balaka/Phalula
	20.	0205 Household Groceries and Maize Trader	M	Balaka/Mbela
	21.	0206 Maize Trader	M	Balaka/Mbela
	22.	FGD		Balaka
Nsanje	23.	0101 Maize and Pulse Trader	M	Nsanje/Marka
	24.	0102 Maize and Pulses Trader	F	Nsanje/Marka
	25.	0103 Maize Trader	M	Nsanje/Mtowe
	26.	0104 Maize Seller	M	Nsanje/Marka
	27.	0105 Maize and Beans Seller	M	Nsanje/Mtowe
	28.	0106 Maize, Beans and Cooking Oil Seller	M	Mtowe

	29.	FGD		Nsanje
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MOZAMBIQUE

	Gender	Designation	Organisation	Location
Non-QuIP				
1.		Former CBT officer	WFP	Cabo Delgado
2.			WFP	
3.		Retail Logistics Office	WFP	Sofala
4.		Head of Supply Chain CBT	WFP	Marta Guivambo/Nelsa da Costa
5.		Head of Supply Chain Unit CBT – Mozambique	WFP	
6.		Contracted Market Development Consultant		Rome
7.	F	Farmer/ Wholesaler	AFMC- Associação Futuro Mulheres Carada	Changara, Posto Administrativo de Carada
8.		Wholesaler	Nhemachere	Nhamatanda
9.		Community Leader of Guara	Guara Community	Guara
10.	F			
QuIP Key Informant interviews				
District		Retailer	Gender	Location
Montepuez	11.	41 Retailer/Trader	M	Montepuez/ZAC Comercial
	12.	43 Retailer	M	Montepuez/VIP Supermarket
	13.	45 Retailer/Wholesaler	M	Montepuez-COGEF
Pemba	14.	31 Small Retailer	M	Pemba, Casa Azmaira
	15.	34 Retailer	M	Pemba/VIP Supermarket
	16.	38 Retailer/Wholesaler	M	Pemba-COGEF

	17.	Retailer	M	Pemba/Mini Mercado
	18.	FGD Retailers	5 men, 3 women	Pemba
Chibuto	19.	Retailer	M	Chibuto
	20.	Retailer	M	Chibuto
	21.	Retailer	M	Chibuto
	22.	FGD	All Male	Chibuto
Magude	23.	Retailer	M	Magude
	24.	Commercial Retailer	M	Magude
Namaacha	25.	Commercial Retailer	M	Namaach
	26.	Retailer	M	Namaacha
Panjane	27.	Retailer	M	Panjane/
Ressano Garcia	28.	Retailer	M	Kanimambo Mama
Loja Francisco	29.	Retailer	M	Loja Francisco
Buzi- Guara	30.	Retailer	M	Buzi- Guara
	31.	Retailer	M	Buzi
	32.	Retailer	M	Buzi- Guara
	33.	Retailer	M	Buzi- Guara
	34.	FGD	All Men	Buzi- Guara
Dondo	35.	Retailer	M	Dondo
Moatize	36.	Retailer	M	Moatize
Tete	37.	Retailer	M	Tete
	38.	Retailer	M	Tete
	39.	Retailer	M	Supermercado Tete

TANZANIA

	Gender	Designation	Organisation	Location
1.	F	Supply Chain, Fund Management	WFP	Dar es Salaam
2.	F	Logistics Officer	WFP	Dar es Salaam
3.	M	Procurement Unit (Head) - Food Procurement	WFP	Dar es Salaam
4.	M	Logistics Officer- Head	WFP	Dar es Salaam
5.	M	Director	Convoy Haulage Limited	Dar es Salaam
6.	M	General Manager	Galco, subsidiary of GSM group of companies	Dar, Isaka, Shinyanga
7.	M	Operational Manager	Ali Juma Transport	Dodoma, Isaka, Shinyanga
8.	M?	Sustainable Agriculture Kigoma Regional Project	Enabel	Kigoma Region
9.		Director General	TRC	

ZIMBABWE

	Gender	Designation	Organisation	Location
Non-QuIP				
1.	M	Head of urban programme	WFP	Harare
2.	M	Supply Chain Officer	WFP	Harare
3.	M		WFP	Harare
4.	F	Head, Monitoring and Evaluation Unit	WFP	Harare
5.	F	Head of VAM	WFP	Harare
6.	F	VAM	WFP	Harare
7.	M	Procurement	WFP	Harare
8.	M	Finance	WFP	Harare
9.	F	CBT Programme Policy Officer	WFP	Harare

10.	M	Deputy Director of Family and Social Protection and Commissioner for Refugees	Government Stakeholder – Ministry of Public Service, Labour and Social Welfare	Harare
11.	M	Urban Resilience Program Manager	CARE Harare South	Harare Urban
12.	M	Project Co-ordinator	DanChurchAid (DCA)	Harare Urban
13.	M	Senior Meal Officer	GOAL	Marondera
14.	M	Team Leader	Mercy Corps	Mutare
15.	M	Schemes Overall Chairperson	Chitora Horticultural Schemes,	Mutoko
16.	M	Chairperson, Chitora 3	Chitora 3 Horticultural Schemes	Mutoko
QuIP Key Informant Interviews				
District	Retailer	Age	Gender	Location
Nemakonde	17.	M	Chinhoyi	
	18.	M	Chinhoyi	
	19.	F	Chinhoyi	
	20.	M	Alaska, Chinhoyi	
	21.	F	Shackleton, Makonde District	
	22.	M	Shackleton, Makonde District	
	23.	All men	Chinhoyi	
Chegutu Rural	24.	M	Norton	
	25.	M	Norton	
	26.	M	Norton	
	27.	2 men, 1 woman	Norton, Chegutu Rural District	
Hatfield	28.	M	Hatfield, Harare	
Buhera	29.	F	Dorowa, Buhera District	
	30.	F	Dorowa, Buhera District	

	31.	F	Murambinda, Buhera District
	32.	M	Murambinda, Buhera District
	33.	M	Murambinda, Buhera District
	34.	2 men, 1 woman	Murambinda, Buhera District
Marondera	35.	M	Marondera
	36.	M	Marondera
	37.	F	Marondera
	38.	3 men, 1 woman	Marondera

Annex 8. Data collection Tools

ANNEX 8.1 QUALITATIVE IMPACT PROTOCOL (QUIP): RETAILER QUESTIONNAIRE TEMPLATE

Section A. Introduction

A1	Retailer Code <i>(Please use the coding system provided by the Lead Researcher)</i>	
A2	Name of district/market	
A3	Name of the interviewer	
A4	Date of interview (<i>dd/mm/yyyy</i>)	
A5a	Start time of interview (<i>hh:mm</i>)	

During this interview I will write down your answers. Later these notes will be typed onto a computer. We will not use the information in any way that will enable others to identify you as its source. Our hope is that this research will lead to improvements in the help outside organisations provide to you and to other people in this area and living in similar places. Shall we begin?

A5b	Are you willing to be interviewed?	<i>Yes/No</i>
	To make sure our record of the interview is accurate we would like to make an audio-recording of the interview. Are you happy for us to make this recording?	<i>Yes/No</i>
	IF NO: record here any reasons given for not wanting to proceed or any observations for this	
	IF YES: we would like to hear your personal answers to our questions. Are you willing to be interviewed alone?	<i>Yes/No</i>
	IF NO: write down who else is present and how they are related to the named interviewee	
	Most of our questions refer to what has happened in the last two years (since Jan 2018) . Can you think back to something important that happened to you in early 2018? What was it? Please answer questions below by thinking back to that time.	<i>Specify the event (e.g., a dry or wet growing season, family birth, marriage, or death; moved residence; major new livelihood activity; major community event)</i>

A6. I will start by asking you a few questions about yourself.

How old are you?	
Sex (observe do not ask)	
Type of shop	

I would now like to ask you some general questions about changes over the last two years- in other words since [*specify the event*] took place. There are no right or wrong answers to these questions. Indeed, it is your choice of what to say that is most interesting to me.

Section B. Assortment and Quality

	<p>B1. Please tell me about how the assortment and quality of essential goods in your shop has changed over since 2018; do you feel that things are different compared to two years ago?</p> <ul style="list-style-type: none"> • <i>Has there been a change in the total number of distinct items for sale in your shop? Why has this change happened?</i> • <i>Has there been a change in the quality of the products you sell? If so, why has this changed happened?</i> • <i>Has there been a change in where vegetables and meat are sourced from, and thus impacting quality (ex: locally grown vegetables vs. imported)</i> 	
B2	Overall, how has the assortment and quality of products changed over the past two year ?	<i>Improved, Got worse, No change, Not sure</i>
B3	What is the main reason for this change?	

Section C. Availability

	<p>C1. Please tell me about how the availability of products in your shop has changed since 2018; do you feel that things are different compared to two years ago?</p> <ul style="list-style-type: none"> • <i>Have certain products/goods increase in scarcity? Why has this change happened?</i> • <i>Are there certain products you fear of running out of stock often?</i> 	
C2	Overall, how has the availability of products changed over the past two years ?	<i>Improved, Got worse, No change, Not sure</i>
C3	What is the main reason for this change?	

Section D. Price

	<p>D1. Has there been a change over the past two years in how the price of your products compare to others' products on the market?</p> <ul style="list-style-type: none"> • <i>Has there been a change in the price of certain products in the past two years?</i> • <i>Have all retailers/traders been affected by the same price change, or is it specific to you? Elaborate</i> • <i>What has led to this change?</i> 	
D2	Overall, how have your prices changed in the last two years?	<i>Increased, Decreased, No change, Not sure</i>
D3	What is the main reason for any change?	

Section E. Resilience of Supply Chain

	<p>E1. Please tell me if there has been a change in your ability to meet market demand over the past two years. If so, how?</p> <ul style="list-style-type: none"> • <i>Has there been a change in the number of suppliers your business relies on? If so, how, and why?</i> • <i>Have you developed new relationships or partnerships with wholesalers, smallholder farmers etc... that has helped regularly meet demand?</i> • <i>Has this been a positive or negative change, in your opinion?</i> 	
E2	Overall, how has your ability to meet market demand changed over the past two years?	<i>Improved, Got worst, No change, Not sure</i>
ED3	What is the main reason for any change?	

Section F. Infrastructure

	<p>F1. Please tell me whether there has been a change in the state of your shop's infrastructure over the last two years.</p> <ul style="list-style-type: none"> • <i>Has your structure changed (from permanent to semi-permanent or portable and vice versa), if yes, why?</i> • <i>Has there been damage or reparations done to your infrastructure over the past two years? If yes, why?</i> • <i>Has your access to a water source or constant electricity changed? If yes, how, and why?</i> • <i>Has there been a change in your waste management system (open sewage, garbage), if yes, how, and why?</i> • <i>Has there been any additional infrastructure built to comply with COVID-19 prevention protocol (ex: shelter built outside for customers to wait to be served)</i> 	
F2	Overall, how has the state of your infrastructure changed over the last two years ?	<i>Improved, Got worst, No change, Not sure</i>
F3	What is the main reason for any change?	

Section G. Services

	<p>G1. Please tell me about whether the services you provide in your shop has changed over the past two years.</p> <ul style="list-style-type: none"> • <i>Has the number and/or type of forms of payments you accept changes? If yes, how, and why has this changed occurred?</i> • <i>Have wait times in lines at your store changed? If yes, how, and why?</i> • <i>Has your product/produce display changed over the past two years? If yes, why?</i> 	
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	<ul style="list-style-type: none"> • <i>Has the price tag display changed over the past two years? If yes, why?</i> 	
G2	Overall, how have the services you provide changed over the last two years?	<i>Improved, Got worse, No change, Not sure</i>
G3	What is the main reason for any change?	

Section H. Competition

H1.	Please tell me how competition in the marketplace has changed over the past year. <ul style="list-style-type: none"> • <i>Has there been a change in the number of traders that control the market? If so why?</i> • <i>Are these changes good or bad in your opinion?</i> 	
H2	Overall, how has marketplace competition changed over the past year?	<i>Increased, decreased, No change, Not sure</i>
H3	What is the main reason for any change?	

Section I. Access and Protection

I1.	Please tell me how access to your shop has changed over the last two years. <ul style="list-style-type: none"> • <i>Have there been changes in terms of your shop's connectivity to main roads (increasing/decreasing people's access to it? Why has this change occurred?</i> • <i>Has there been an improvement/decline in the security situation around your shop that would encourage/discourage consumers from accessing your shop in the last two years? Why has this change occurred?</i> • <i>At the community level, have there been changes in the type of person that can or cannot access your shop (people with disabilities, women etc...? if yes, Why has this change occurred?</i> 	
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Section J. Community Relationships

J1	Overall, how do you think access and protection to your shop has changed over the past two years?	<i>Improved, Got worse, No change, Not sure</i>
J2	What is the main reason for this?	
J3.	Please tell me how your relationships between people in this community have changed over the last two years. <ul style="list-style-type: none"> • <i>Have there been any changes in the way people in the community work together?</i> 	

	<ul style="list-style-type: none"> • <i>Have there been any changes in the way people in the community learn new things or how new ideas are shared?</i> • <i>At the community level, have any changes been made or are planned to be made to improve the wellbeing of the community?</i> 	
J4	Overall, how do you think the way the community works together has changed over the past two years?	<i>Improved, Got worse, No change, Not sure</i>
J5	What is the main reason for this?	

Section K. Overall Wellbeing

K1	If we consider wellbeing as including your physical, emotional, mental, and spiritual health and happiness, taking all things into account, how do you think the wellbeing of your household has changed during the past year and a half?	<i>Improved, Got worse, No change, Not sure</i>
K2	What is the main reason for this? Are there specific things you can think of that have happened to improve/reduce your feeling of wellbeing during the period?	
K3	Overall, how confident do you feel about the future ; in the next five years do you think the wellbeing of your household will...	<i>Get better, Get worse, No change, Not sure</i>
K4	Please explain your answer. Has anything in the last two years changed the way you feel about the future?	

Section L. External relationships

<p>L1. Please list the most important organisations inside or outside of your village that have affected your life in the last two years. For example: community groups, savings groups, NGOs, religious groups, or government representatives.</p> <ul style="list-style-type: none"> • <i>How have you been involved with these groups, organisations or other actors in the community, and what difference has this made to you?</i> • <i>Please rank in order of importance to you the organisations you have listed, starting with the one you value most.</i> 			
Organisation and/or group	Activity that has affected your household	Change this has made to your household	Rank

Section M. Notes and Observations

Please don't forget to thank the interviewee for their participation and invite them to ask you any questions they have. Note down what these are, and if they prompt issues relevant to the research that you would like to share. Please also note down any observations you have about the respondent and the interview process (e.g., were they relaxed, were there distractions, or do you think their answers were influenced by other people present at the interview?)

M1. QUESTIONS ASKED BY RESPONDENT:

M2: OTHER OBSERVATIONS

A5b	End time of interview (<i>hh:mm</i>)	
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ANNEX 8.2 QUALITATIVE IMPACT PROTOCOL (QUIP): FOCUS GROUP DISCUSSION TEMPLATE

Section A. Introduction

A1	FGD participant type	(<i>farmers, men, women, retailers, etc...</i>)
A2	Name of district	
A3	Name of the interviewer	
A4	Date of interview (<i>dd/mm/yyyy</i>)	
A5a	Start time of interview (<i>hh:mm</i>)	

During this interview I will write down your answers. Later these notes will be typed onto a computer. We will not use the information in any way that will enable others to identify you as its source. Our hope is that this research will lead to improvements in the help outside organisations provide to you and to other people in this area and living in similar places. Shall we begin?

A5b	Are you willing to be interviewed?	<i>Yes/No</i>
	To make sure our record of the interview is accurate we would like to make an audio-recording of the interview. Are you happy for us to make this recording?	<i>Yes/No</i>
	IF NO: record here any reasons given for not wanting to proceed or any observations for this	
	IF YES: we would like to hear your personal answers to our questions. Are you willing to be interviewed alone?	<i>Yes/No</i>
	IF NO: write down who else is present and how they are related to the named interviewee	
	Most of our questions refer to what has happened in the last two years (since Jan 2018) . Can you each think back to something important that happened to you in early 2018? What was it? Please answer questions below by thinking back to that time.	<i>Specify the event (e.g., a dry or wet growing season, family birth, marriage, or death; moved residence; major new livelihood activity; major community event)</i>

I would now like to ask you some general questions about changes over the last two years- in other words since [*specify the event*] took place. There are no right or wrong answers to these questions. Indeed, it is your choice of what to say that is most interesting to me.

Section B. Assortment and Quality

<p>B1. Please tell me about how the assortment and quality of essential goods in your marketplace has changed over since 2018; do you feel that things are different compared to two years ago?</p> <ul style="list-style-type: none"> <i>Has there been a change in the total number of distinct items for sale on the market? Why has this change happened?</i> 	
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	<ul style="list-style-type: none"> • <i>Has there been a change in the quality of the products sold on your local market? If so, why has this changed happened?</i> • <i>Has there been a change in where vegetables and meat are sourced from, and thus impacting quality (ex: locally grown vegetables vs. imported)</i> 	
B2	Overall, how has the assortment and quality of products changed over the past two year ?	<i>Improved, Got worse, No change, Not sure</i>
B3	What is the main reason for this change?	

Section C. Availability

	<p>C1. Please tell me about how the availability of products on the local market has changed since 2018; do you feel that things are different compared to two years ago?</p> <ul style="list-style-type: none"> • <i>Have certain products/goods increase in scarcity? Why has this change happened?</i> • <i>Are there certain products you fear will run out of stock often?</i> 	
C2	Overall, how has the availability of products changed over the past two years ?	<i>Improved, Got worse, No change, Not sure</i>
C3	What is the main reason for this change?	

Section D. Price

	<p>D1. Has there been a change over the past two years in how the price of products on the local market compare to that of neighbouring markets?</p> <ul style="list-style-type: none"> • <i>Has there been a change in the price of certain products in the past two years?</i> • <i>Have all retailers/traders been affected by the same price change, or is it specific to our area? Elaborate</i> • <i>What has led to this change?</i> 	
D2	Overall, how have your prices changed in the last two years?	<i>Increased, Decreased, No change, Not sure</i>
D3	What is the main reason for any change?	

Section E. Resilience of Supply Chain

E1.	<p>Please tell me if there has been a change shops' ability to meet market demand over the past two years. If so, how?</p> <ul style="list-style-type: none"> <i>Has there been a change in the number of suppliers' businesses on your local market rely on? If so, how, and why?</i> <i>Have shops developed new relationships or partnerships with wholesalers, smallholder farmers etc... that has helped regularly meet demand?</i> <i>Has this been a positive or negative change, in your opinion?</i> 	
E2.	<p>Overall, how has the shops' ability to meet demand changed over the past two years?</p>	<p><i>Improved, Got worst, No change, Not sure</i></p>
E3.	<p>What is the main reason for any change?</p>	

Section F. Infrastructure

F1.	<p>Please tell me whether there has been a change in the state of infrastructure of the shops on your local market over the last year.</p> <ul style="list-style-type: none"> <i>Have the structures changed (from permanent to semi-permanent or portable and vice versa), if yes, why?</i> <i>Has there been damage or reparations done to shops' infrastructure over the past two years? If yes, why?</i> <i>Has their access to a water source or constant electricity changed? If yes, how, and why?</i> <i>Has there been a change in their waste management systems (open sewage, garbage), if yes, how, and why?</i> <i>Has there been any additional infrastructure built to comply with COVID-19 prevention protocol (ex: shelter built outside for customers to wait to be served)</i> 	
F2.	<p>Overall, how has the state of shops' infrastructure changed over the last two year?</p>	<p><i>Improved, Got worst, No change, Not sure</i></p>
F3.	<p>What is the main reason for any change?</p>	

Section G. Services

G1.	<p>Please tell me about whether the services provided in the shops on the local market have changed over the past two years.</p> <ul style="list-style-type: none"> <i>Has the number and/or type of forms of payments accepted changes? If yes, how, and why has this changed occurred?</i> <i>Have wait times in lines at stores changed? If yes, how, and why?</i> <i>Have product/produce displays changed over the past two years? If yes, why?</i> <i>Have price tag displays changed over the past two years? If yes, why?</i> 	
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G2	Overall, how have the services provided by shops changed over the last two years?	<i>Improved, Got worst, No change, Not sure</i>
G3	What is the main reason for any change?	

Section H. Competition

H1.	Please tell me how competition in the marketplace has changed over the past two years. <ul style="list-style-type: none"> <i>Has there been a change in the number of traders that control the market? If so why?</i> <i>Are these changes good or bad in your opinion?</i> 	
H2	Overall, how has marketplace competition changed over the past year?	<i>Increased, decreased, No change, Not sure</i>
H3	What is the main reason for any change?	

Section I. Access and Protection

I1.	Please tell me how access to shops at the local market has changed over the last two years. <ul style="list-style-type: none"> <i>Have there been changes in terms of shops' connectivity to main roads (increasing/decreasing people's access to it? Why has this change occurred?)</i> <i>Has there been an improvement/decline in the security situation around the market that would encourage/discourage consumers from accessing the shop in the last two years? Why has this change occurred?</i> <i>At the community level, have there been changes in the type of person that can or cannot access the shops (people with disabilities, women etc...? if yes, Why has this change occurred?)</i> 	
I2	Overall, how do you think access and protection to the local market has changed over the past two years	<i>Improved, Got worse, No change, Not sure</i>
I3	What is the main reason for this?	

Section J. Community Relationships

J1	Please tell me how your relationships between people in this community have changed over the last two years. <ul style="list-style-type: none"> <i>Have there been any changes in the way people in the community work together?</i> <i>Have there been any changes in the way people in the community learn new things or how new ideas are shared?</i> <i>At the community level, have any changes been made or are planned to be made to improve the wellbeing of the community?</i> 	
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J2	Overall, how do you think the way the community works together has changed over the past two years?	<i>Improved, Got worse, No change, Not sure</i>
J3	What is the main reason for this?	

Section K. Overall Wellbeing

K1	If we consider wellbeing as including your physical, emotional, mental, and spiritual health and happiness, taking all things into account, how do you think the wellbeing of your household has changed during the past year and a half?	<i>Improved, Got worse, No change, Not sure</i>
K2	What is the main reason for this? Are there specific things you can think of that have happened to improve/reduce your feeling of wellbeing during the period?	
K3	Overall, how confident do you feel about the future ; in the next five years do you think the wellbeing of your household will...	<i>Get better, Get worse, No change, Not sure</i>
K4	Please explain your answer. Has anything in the last year changed the way you feel about the future?	

Section L External relationships

<p>L1. Please list the most important organisations inside or outside of your village that have affected your life in the last two years. For example: community groups, savings groups, NGOs, religious groups, or government representatives.</p> <ul style="list-style-type: none"> <i>How have you been involved with these groups, organisations or other actors in the community, and what difference has this made to you?</i> <i>Please rank in order of importance to you the organisations you have listed, starting with the one you value most.</i> 				
Organisation group	and/or	Activity that has affected your household	Change this has made to your household	Rank

Section M. Notes and Observations

Please don't forget to thank the interviewees for their participation and invite them to ask you any questions they have. Note down what these are, and if they prompt issues relevant to the research that you would like to share. Please also note down any observations you have about the respondent and the interview process (e.g., were they relaxed, were there distractions, or do you think their answers were influenced by other people present at the interview?)

K1. QUESTIONS ASKED BY RESPONDENT:

K2: OTHER OBSERVATIONS

A5b	End time of interview (hh:mm)	
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ANNEX 8.3 KEY INFORMANT INTERVIEWS WITH WFP STAFF

A. Relevance/Appropriateness

1. Which MDAs and related interventions have been designed and implemented in your country?
2. Are the objectives of the MDAs and related interventions in line with the market inefficiencies identified during relevant WFP multisectoral assessments?
3. To what extent are the MDAs and related interventions relevant to the needs of the targeted beneficiaries in your country?
4. Are the objectives of MDAs and related interventions in line with national development policy frameworks for achieving zero hunger?
5. How can WFP enhance relevant market development programming in your country context?

B. Effectiveness

6. What is the extent to which the MDAs implemented in your country delivered expected outputs?
7. To what extent are the outputs contributing to or likely to contribute to planned outcomes?
8. What factors are affecting implementation of MDAs and achievement of outputs and their contribution to outcomes (negatively or positively) in your country?

C. Impact

9. Is there evidence that WFP-contracted men and women (retailers, smallholder farmers, etc...) improved their resilience (increased profit/savings, access to capital/ credit, better relationship with suppliers etc) and if so, what is the contribution of WFP?
10. How effective are the MDAs in improving business operations for targeted market actors in your country while providing food assistance to vulnerable populations?
11. How do CBT activities combined with supply side activities (supporting market actors and opportunities offered by engaging with WFP) contribute to positive change within the social-economic context? From what you have seen, what combination of activities contribute the most?
12. Is there evidence that MDAs are contributing (positively or negatively) towards resilience, social protection, and poverty reduction?
13. What factors are affecting WFP contribution to market development and food systems (negatively or positively) in your country?
14. Have there been unintended (positive or negative) effects of WFP activities in your country?

D. Sustainability

15. What is the likelihood that the results of the MDAs will be sustainable after termination of external assistance?
16. What are the key factors that affect (negatively or positively) sustainability of MDAs in your country (including political-economy, economic and social factors)?
17. Are these factors different for different actors (men, women, rural, per-urban, urban) and country contexts etc?

E. Lessons

18. What key lessons, including best practices or weakness, could be drawn from the experience of WFP with MDAs in this country?

ANNEX 8.4 KEY INFORMANT INTERVIEWS WITH KEY GOVERNMENT STAKEHOLDERS

A. Relevance/Appropriateness

1. Which WFP market intervention have you been involved in?

2. Are the objectives of this activity in line with the market inefficiencies, as you see them, in your country?
3. To what extent is this intervention relevant to the needs of the targeted beneficiaries?
4. Are the objectives of this activity in line with national development policy frameworks for achieving zero hunger?
5. How can WFP enhance relevant market development programming in your country?

B. Effectiveness

6. What is the extent to which the activities implemented in your country delivered expected results?
7. What factors are affecting implementation of activities and achievement of intended results?

C. Impact

8. Is there evidence that WFP-contracted men and women (retailers, smallholder farmers, etc...) improved their resilience (increased profit/savings, access to capital/ credit, better relationship with suppliers etc) and if so, what is the contribution of WFP?
9. How effective have the activities been in improving business operations for targeted market actors in your country while providing food assistance to vulnerable populations?
10. Is there evidence that these activities are contributing (positively or negatively) towards resilience, social protection, and poverty reduction?
11. What factors are affecting WFP contribution to market development and food systems (negatively or positively) in your country?
12. Have there been unintended (positive or negative) effects of WFP activities in your country?

D. Sustainability

13. What is the likelihood that the results of the implemented activities will be sustainable after termination of external assistance?
14. What are the key factors that affect (negatively or positively) the sustainability of the activities in your country (including political-economy, economic and social factors)?
15. Are these factors different for different actors (men, women, rural, per-urban, urban)?

E. Lessons

16. What key lessons could be drawn from the implementation of these activities in your country?

ANNEX 8.5 KEY INFORMANT INTERVIEWS WITH KEY PROJECT STAKEHOLDERS

A. Relevance/Appropriateness

1. Which WFP market intervention have you been involved in?
2. Are the objectives of this activity in line with the market inefficiencies, as you see them, in your country?
3. To what extent is this intervention relevant to the needs of the targeted beneficiaries?
4. How can WFP enhance relevant market development programming in your country?

B. Effectiveness

5. What is the extent to which [the activity] implemented in your country delivered expected results?
6. What factors are affecting implementation of [the activity] and achievement of intended results?

C. Impact

7. Is there evidence that you and/or others contracted by WFP (retailers, smallholder farmers, etc...) have improved their resilience (increased profit/savings, access to capital/ credit, better relationship with suppliers etc) and if so, what has the contribution of WFP been to this improvement?

8. How effective has the activity been in improving your or other targeted market actors' business operations while providing food assistance to vulnerable populations?
9. Is there evidence that this activity is contributing (positively or negatively) towards resilience, social protection, and poverty reduction?
10. Have there been unintended (positive or negative) effects of WFP activities?

D. Sustainability

11. What is the likelihood that the results of the implemented activity will be sustainable after termination of external assistance?
12. What are the key factors that affect (negatively or positively) the sustainability of the activity (including political-economy, economic and social factors)?
13. Are these factors different for different actors (men, women, rural, per-urban, urban)?

E. Lessons:

14. What key lessons could be drawn from the implementation of this activity?

ANNEX 8.6 KEY INFORMANT INTERVIEWS/ FOCUS GROUP DISCUSSIONS WITH FARMERS

A. Relevance/Appropriateness

1. Please provide details of the WFP support/interventions you have been involved in to date? Are there other planned future activities? If so, what are they?
2. Were the objectives of this activity/support relevant to your specific needs? (both past activities and planned future activities)
3. How can WFP enhance activities that support the supply chain in your province?

B. Effectiveness

4. What is the extent to which the activities implemented with farmers delivered expected results?
5. What factors are affecting implementation of activities and achievement of intended results?

C. Impact

6. Is there evidence that WFP-contracted smallholder farmers improved their resilience (increased profit/savings, access to capital/ credit, better relationship with other market actors etc.) and if so, what is the contribution of WFP?
7. How effective have the activities been in improving your operations while providing food assistance to vulnerable populations?
8. Is there evidence that these activities are contributing (positively or negatively) towards resilience, social protection, and poverty reduction?
9. What factors are affecting WFP contribution to the development of the market and the supply chain (negatively or positively) in your country?
10. Have there been unintended (positive or negative) effects of WFP activities in your country?

D. Sustainability

11. What is the likelihood that the results of the implemented activities will be sustainable after termination of external assistance?
12. What are the key factors that affect (negatively or positively) the sustainability of the activities in your province (including political-economy, economic and social factors)?

E. Lessons:

13. What key lessons could be drawn from the implementation of these activities in your country?

ANNEX 8.7 KEY INFORMANT INTERVIEWS/ FOCUS GROUP DISCUSSIONS WITH RETAILERS

Section A. Introduction

A1	Retailer Code (Please use the coding system provided by the Lead Researcher)	
A2	Name of district/market	
A3	Name of the interviewer	
A4	Date of interview (dd/mm/yyyy)	
A5a	Start/End time of interview (hh:mm)	

Consent: Hello my name is xxxxxx, I work for Forcier Consulting. We are conducting an evaluation of WFP programming. Your responses will remain anonymous and no personally identifiable information will be included in any report produced with the findings. You may stop the interview at any time. Do you agree to be interviewed?

To make sure our record of the interview is accurate we would like to make an audio-recording of the interview. Are you happy for us to make this recording?

A6. I will start by asking you a few questions about yourself.

How old are you?	
Sex (observe do not ask)	
Type of shop	

Section B. I would now like to ask you some general questions about changes over the last three years (since Jan 2018). There are no right or wrong answers to these questions.

Assortment and Quality

1. Please tell me about how the assortment and quality of essential goods in your shop has changed over since 2018; do you feel that things are different compared to three year ago? *Probe: change in total number of distinct items, change in quality of products.*
2. What has caused these changes?

Availability

3. Please tell me about how the availability of products in your shop has changed since 2018; do you feel that things are different compared to three years ago? *Probe: have certain products increased/decreased in scarcity?*
4. What has caused these changes?

Price

5. Has there been a change over the past three years in how the price of your products compare to others' products on the market? *Probe: are your prices higher/lower?*
6. What has led to this change?

Resilience of Supply Chain

7. Please tell me if there has been a change in your ability to meet market demand over the past three years. If so, how? *Probe: Has there been a change in the number of suppliers your business relies on? Have you developed new relationships or partnerships with wholesalers, smallholder farmers etc... that has helped regularly meet demand?*
8. What has caused these changes?

Infrastructure

9. Please tell me whether there has been a change in the state of your shop's infrastructure over the last three years. *Probe: Change in physical structure? Change in access to water or electricity infrastructure, waste management, etc...?*
10. What has led to this change?
11. Has there been any additional infrastructure built to comply with COVID-19 prevention protocol (ex: shelter built outside for customers to wait to be served)?

Services

12. Please tell me about whether the services you provide in your shop has changed over the past three years. *Probe: changes in type and form of payment accepted, wait times in lines, product, and price tag display?*
13. What has caused these changes?

Competition

14. Please tell me how competition in the marketplace has changed over the past year. *Probe: change in the number of traders that control the market?*
15. What has led to these changes?

Access and Protection

16. Please tell me how access to your shop has changed over the last three years. *Probe: changes in connectivity to main roads, improved/decline in security situation around shop, are there certain types of people that cannot access shop?*
17. Why have these changes occurred?

Section C. Now I would like to ask you specific questions about the interventions of WFP with retailers.

18. Please provide a summary of WFP support/interventions you have been involved in to date?
17. Were the objectives of this activity/support relevant to your specific needs?
18. What is the extent to which the activities implemented with retailers delivered expected results?
19. What factors are affecting implementation of activities and achievement of intended results?
20. Were there any unexpected results (negative or positive)?
21. What is the likelihood that the results of the implemented activities will be sustainable after termination of external assistance?
22. What are the key factors that affect (negatively or positively) the sustainability of the activities in your province (including political-economy, economic and social factors)?
23. Any other comments?

Annex 9. Performance Data for Zimbabwe

Key Performance Indicators		December 2020 N=71	February 2021 N=80	March 2021 N=94
Quality & assortment	Quality & assortment	99% had good quality & assortment	Availability of maize meal has generally improved, compared to January 2021. Fresh milk was largely scarce in most shops. ¹⁹³	Assortment mostly satisfactory for most of the retailers.
Availability	Availability of basic commodities	97% had all basic commodities	Stocking levels, for basic commodities, in most retail shops remained good	Availability of maize meal has greatly improved.
Prices	Prices	98% had similar prices in the same operating environment	Commodity prices are low in chain stores compared to small retailers. Most retailers are giving discounts on US\$ cash purchases (incentives)	Commodity prices are low in chain stores compared to small retailers. Most retailers are giving discounts on US\$ cash purchases (incentives)
	Price display	90% were clearly displaying the prices	Prices are clearly displayed in most shops, together with the official exchange rate.	Prices are clearly displayed in most shops, together with the official exchange rate.
	Consistency between Displayed Prices and Printed Slips	89% were consistent in their pricing	Prices are clearly displayed in most shops	Prices are clearly displayed in most shops, together with the official exchange rate.
Service	Quality of Service	99% gave good quality service	One chain store in Mutare providing transport for people receiving assistance from WFP	Mostly satisfactory for most of the retailers monitored
	General appearances & cleanliness	99% of shops were quite clean		
	Itemised receipts of items sold	Most gave itemised receipts of items they sold to customers.		
Access & Protection	Access & Protection	Most shops have no facilities to accommodate the needs of disabled, elderly, pregnant and nursing women		

¹⁹³ This was a national shortage that was necessitated by incessant rains received during the monitoring period. Production of milk was consequently affected.

Key Performance Indicators		December 2020 N=71	February 2021 N=80	March 2021 N=94
Compliance to COVID-19	Compliance to COVID-19	7% of assessed retailers not complying with COVID-19 prevention measures	About 2% of assessed retailers not complying with COVID-19 prevention measures,	About 2% of assessed retailers not complying with COVID-19 prevention measures,

Source : WFP Zimbabwe Retail Performance reports for December 2020, February 2021 and March 2021

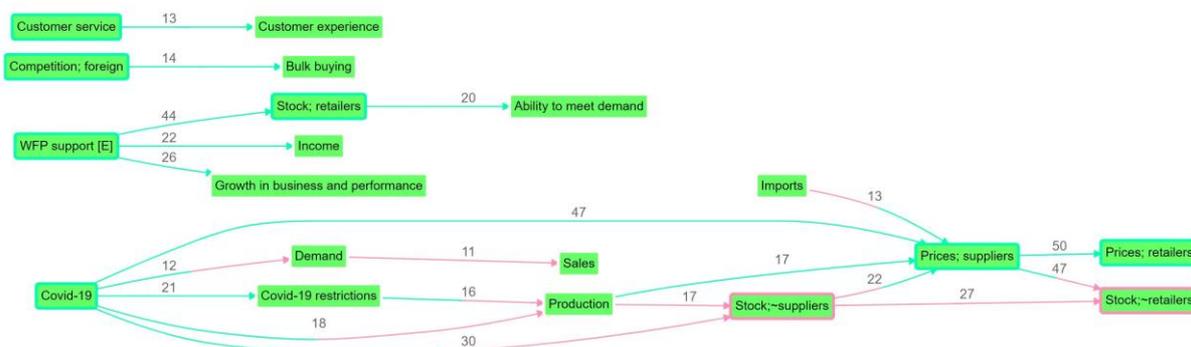
Annex 10. Factors associated with cause and effect and causal maps

ANNEX 10.1 TOP 15 FACTORS THAT LED TO CHANGE IN RETAILERS' BUSINESS IN LESOTHO

Factor frequencies			
Showing numbers of links from and to each factor; factors are listed with most frequent first.			
factor	from	to	total
COVID-19	311	0	311
Prices; suppliers	133	150	283
Stock; suppliers	70	91	161
WFP support [E]	123	28	151
Stock; retailers	57	88	145
Growth in business and performance	41	84	125
Stock; retailers	23	88	111
Retailer income	24	86	110
Customer experience	9	96	105
Infrastructure	57	45	102
Customer services	37	63	100
Ability to meet demand	9	89	98
Prices; retailers	23	71	94
Cash injection into the local economy [E]	91	0	91
COVID-19 restrictions	64	24	88

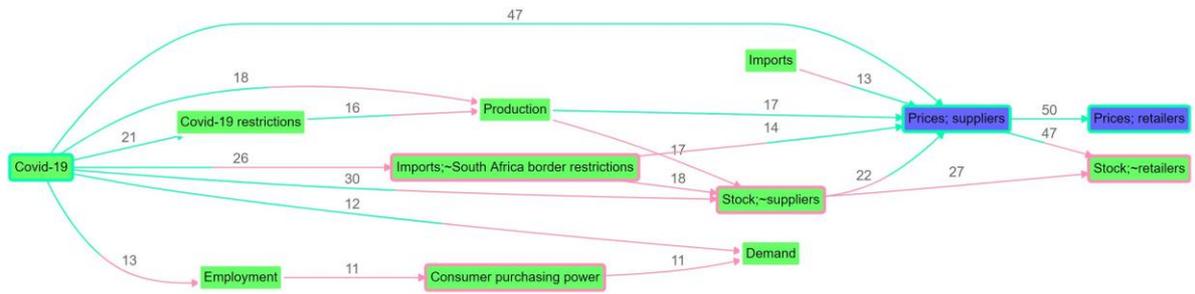
Source: Interviews and FGDs with retailers

ANNEX 10.2 CAUSAL LINKS IN CONNECTION WITH ASSORTMENT AND QUALITY IN LESOTHO



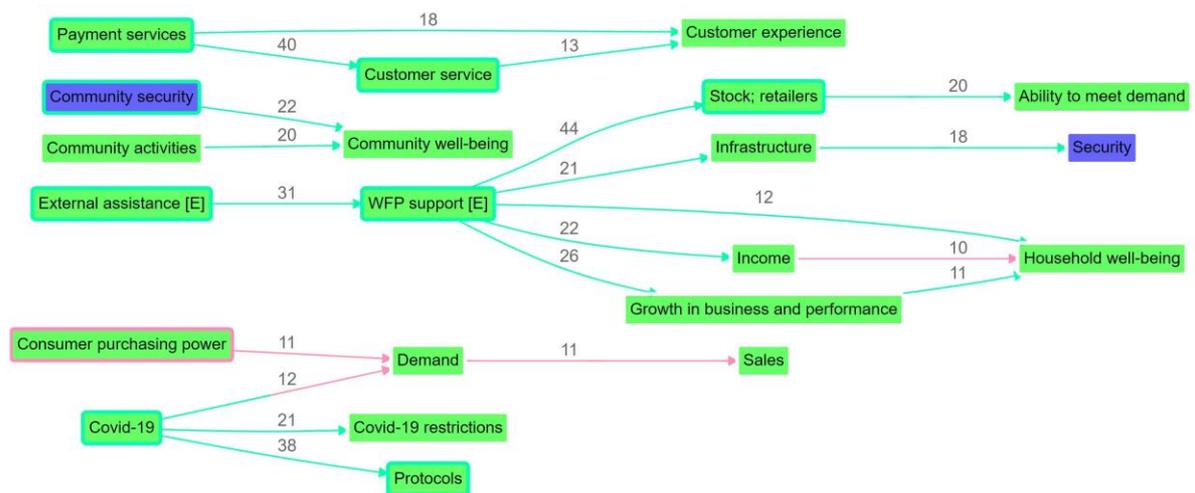
Source: Interviews and FGDs with retailers

ANNEX 10.3 CAUSAL LINKS IN CONNECTION WITH PRICES OF PRODUCTS IN LESOTHO



Source: Interviews and FGDs with retailers

ANNEX 10.4 CAUSAL LINKS IN CONNECTION WITH ACCESS AND PROTECTION IN LESOTHO



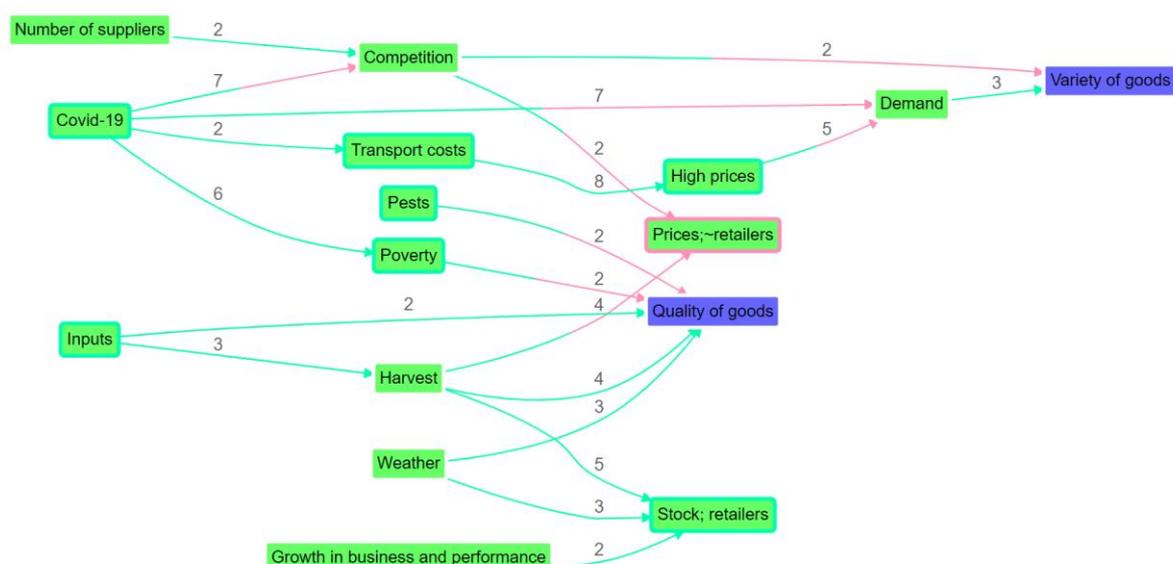
Source: Interviews and FGDs with retailers

ANNEX 10.5 TOP 15 FACTORS THAT LED TO CHANGE IN RETAILERS' BUSINESS IN MALAWI

Factor frequencies ¹			
Showing numbers of links from and to each factor; factors are listed with most frequent first.			
factor	to	from	total
COVID-19	0	80	80
Protocols	26	7	33
~Ability to meet demand	30	0	30
~Sales	19	8	27
WFP support [E]	0	26	26
~Demand	14	11	25
High prices	12	12	24
Harvest	7	15	22
Stock; retailers	15	3	18
~Competition	16	0	16
~Prices; retailers	13	3	16
~Capital	5	10	15
Ability to meet demand	15	0	15
Competition	8	7	15
~Pulses	12	1	13

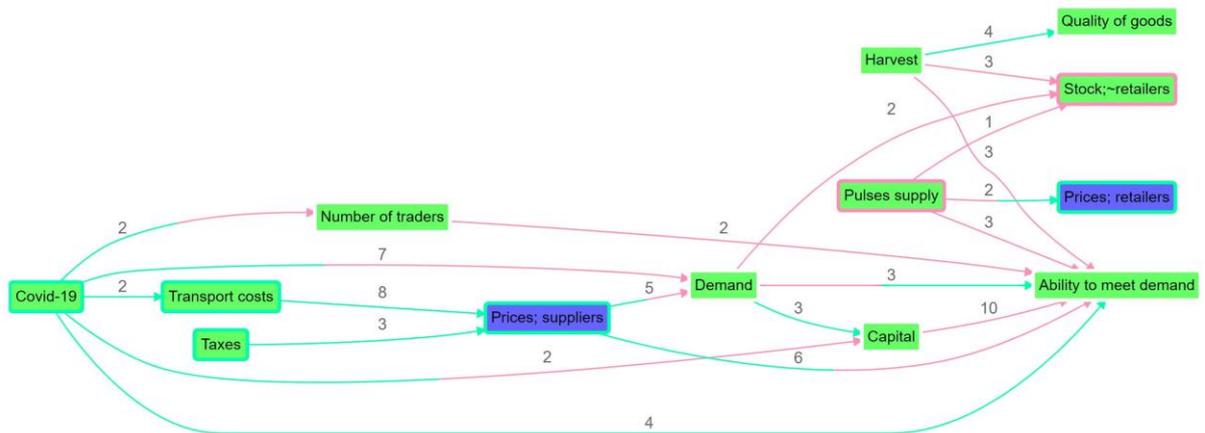
Source: Interviews and FGDs with retailers

ANNEX 10.6 CAUSAL LINKS IN CONNECTION WITH ASSORTMENT AND QUALITY IN MALAWI



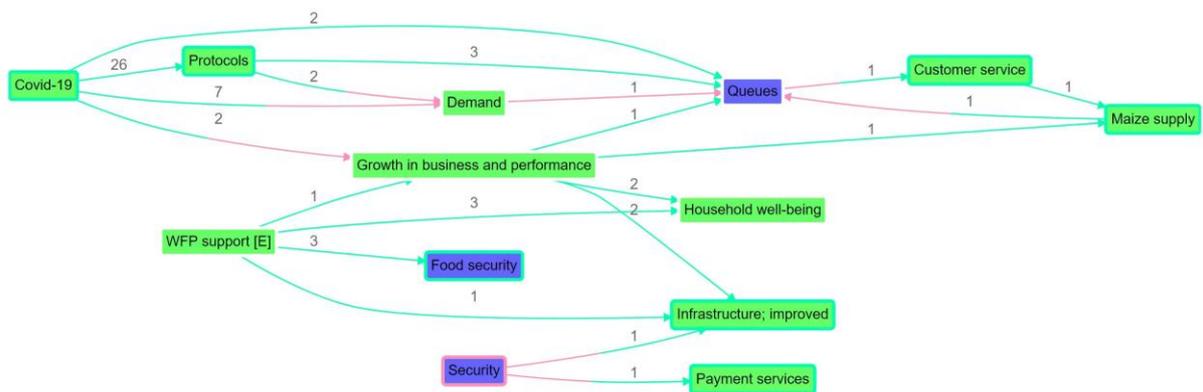
Source: Interviews and FGDs with retailers

ANNEX 10.7 CAUSAL LINKS IN CONNECTION WITH PRICES OF PRODUCTS IN MALAWI



Source: Interviews and FGDs with retailers

ANNEX 10.8 CAUSAL LINKS IN CONNECTION WITH ACCESS AND PROTECTION IN MALAWI



Source: Interviews and FGDs with retailers

ANNEX 10.9 TOP 40 FACTORS THAT LED TO CHANGE IN RETAILERS' BUSINESS IN MOZAMBIQUE

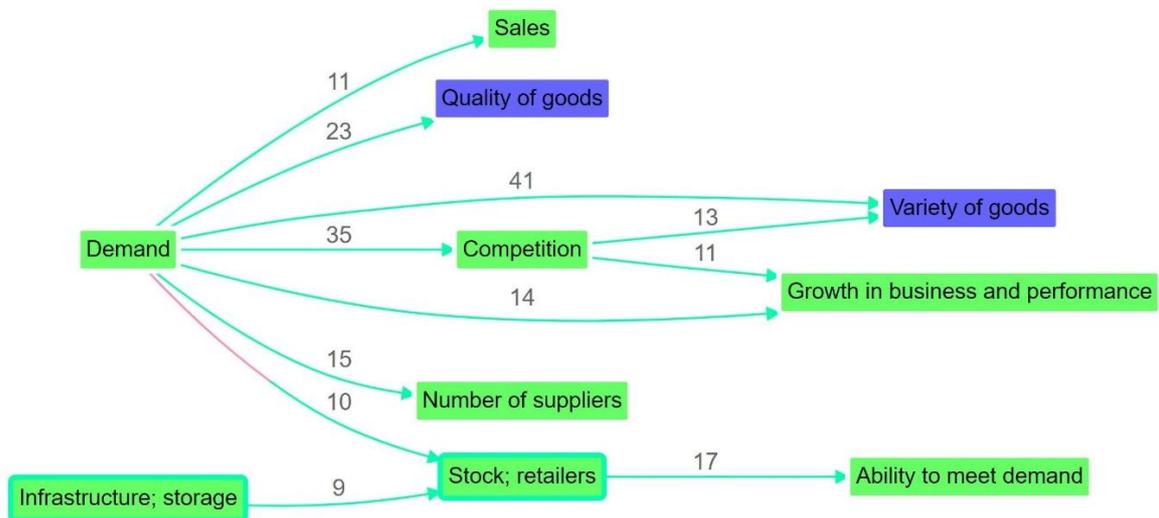
Factor (Top 40)	From	To	Total
Demand	232	81	313
Growth in business and performance	61	95	156
Prices; suppliers	34	117	151
Competition	93	54	147
Infrastructure	85	30	115
Variety of goods	19	93	112
Ability to meet demand	1	107	108
COVID-19	103	0	103
Imports	57	44	101
Stock; retailers	34	67	101
Payment services	45	50	95
COVID-19 restrictions	70	13	83
Quality of goods	11	71	82
Supply chain	31	51	82
Number of suppliers	47	31	78
Protocols	24	53	77
Road	51	25	76
Natural disasters; flooding	74	0	74
Income	21	50	71
Customer service	31	40	71
Household well-being	0	71	71
Customer experience	1	69	70
Sales	19	50	69
MZN depreciation	66	2	68
~Stock; retailers	17	49	66
Migration	39	22	61
External assistance	51	5	56
Transport costs	30	24	54
WFP support [E]	45	8	53
People empowered to access food	11	40	51
~Stock; suppliers	23	27	50
Infrastructure; storage	35	14	49
Community well-being	2	45	47
External assistance [E]	40	6	46
Product display	28	17	45
Local production	35	8	43

Factor (Top 40)	From	To	Total
~Prices	11	32	43
Hygiene	5	38	43
Security	15	26	41
Staff	31	8	39

*Numbers of links from and to each factor. Most frequent factors are listed first. ~ indicates a negative direction of change

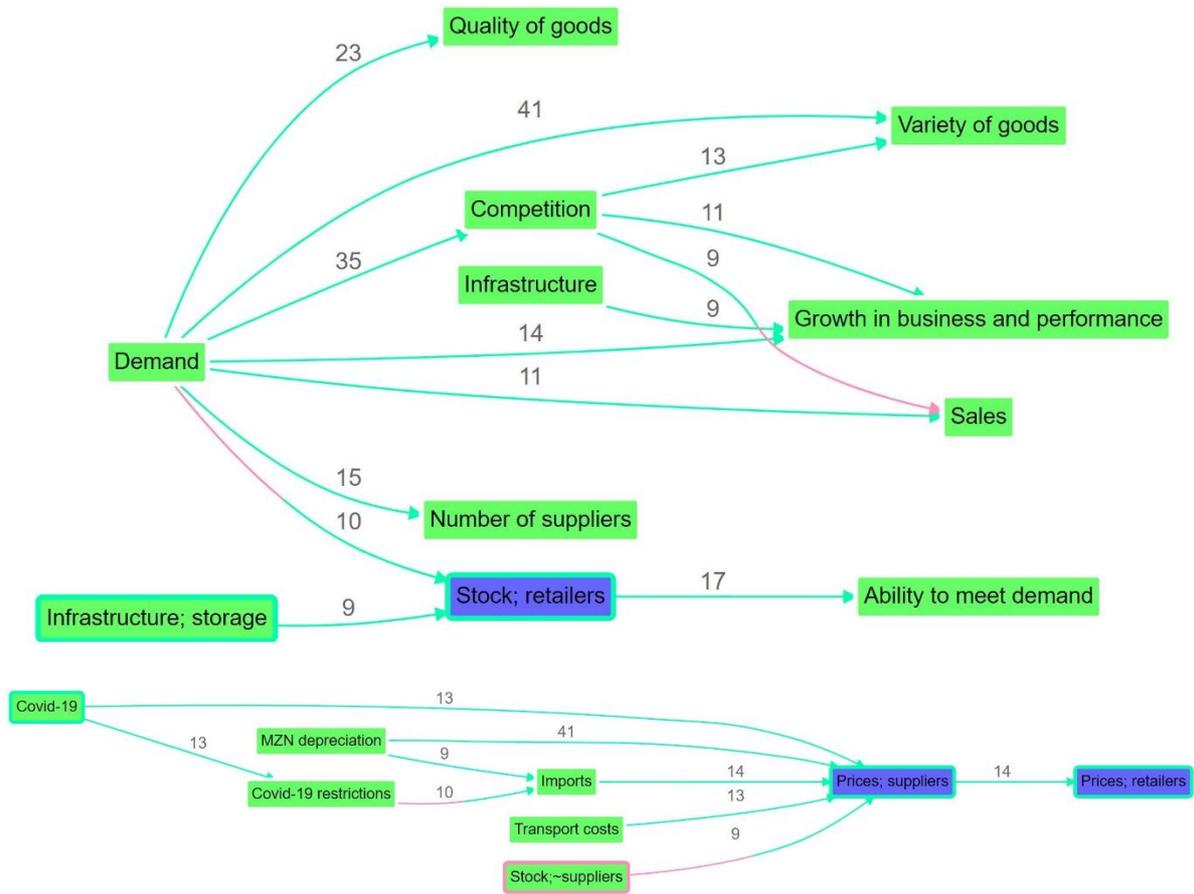
Source: Interviews and FGDs with retailers

ANNEX 10.10 CAUSAL LINKS IN CONNECTION WITH ASSORTMENT AND QUALITY (TOP 20 LINKS) IN MOZAMBIQUE



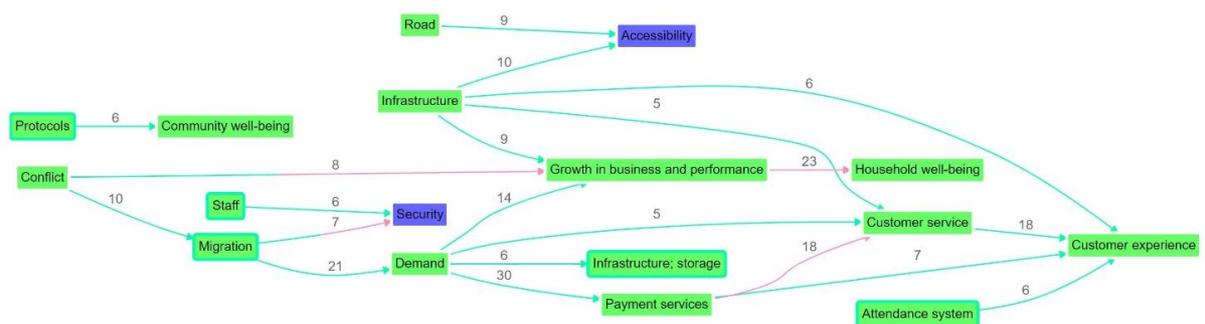
Source: Interviews and FGDs with retailers

ANNEX 10.11 CAUSAL LINKS IN CONNECTION WITH PRICES OF PRODUCTS IN MOZAMBIQUE



Source: Interviews and FGDs with retailers

ANNEX 10.12 CAUSAL LINKS IN CONNECTION WITH ACCESS AND PROTECTION IN MOZAMBIQUE



Source: Interviews and FGDs with retailers

ANNEX 10.13 FACTOR FREQUENCIES THAT CONTRIBUTED TO CHANGES IN RETAILERS' BUSINESS IN ZIMBABWE

- Factors are listed with the most frequent first. Showing numbers of links from and to each factor;			
factor	from (cause)	to (effect)	total
WFP support	73	0	73
Variety of products	2	48	50
WFP support [E]	43	0	43
COVID-19	33	0	33
US\$	29	3	32
Increased growth in business and performance	8	23	31
Customer service	5	23	28
Stable local market	8	17	25
Fiscal policy	17	0	17
Profits	2	15	17
Improved infrastructure	3	13	16
Stock availability	0	16	16
Hygiene	0	14	14
Natural economic situation	11	0	11
~Stock availability	2	8	10
Community well-being	0	10	10
Demand	2	8	10
Protocols	1	9	10
Restocking	1	9	10
~WFP reimbursement	6	3	9
Management skills	8	1	9
Social capital	2	7	9
~Variety of products	0	8	8
Improved utilities	1	7	8
Payment options	0	8	8
Queues	2	6	8
Resilience R	0	7	7
WFP reimbursement	4	0	4

¹ Some data (148 coding) excluded by filters.

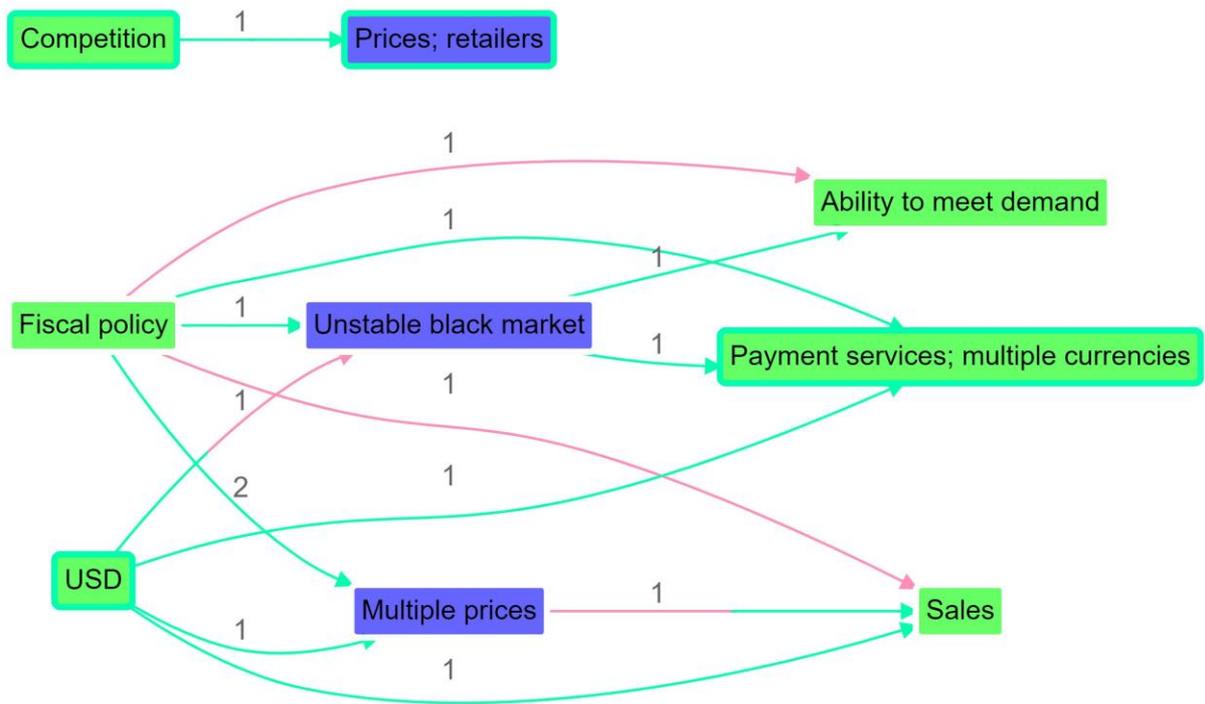
Source: Interviews and FGDs with retailers

ANNEX 10.14 CAUSAL LINKS ASSOCIATED WITH ASSORTMENT AND QUALITY IN ZIMBABWE



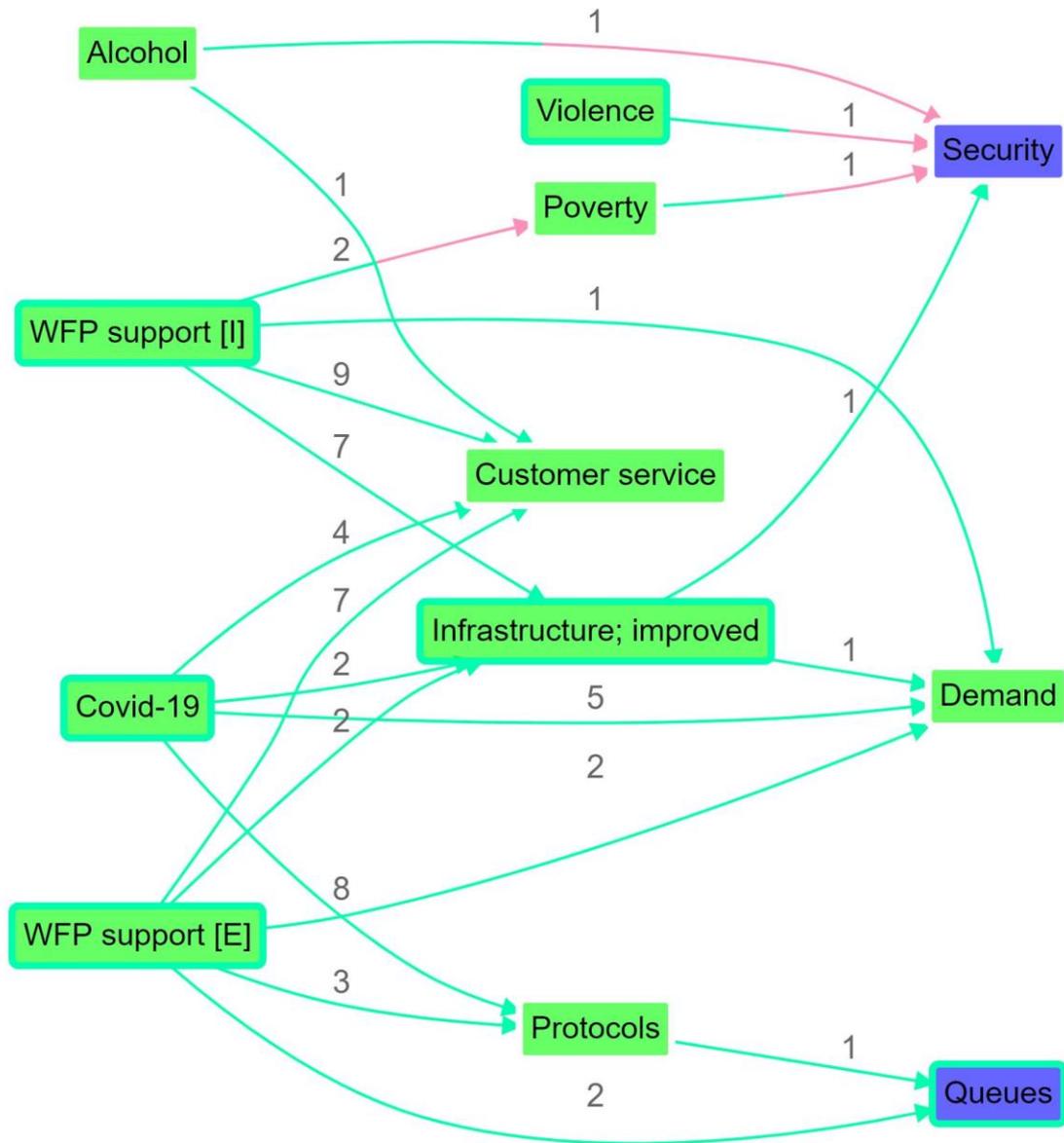
Source: Interviews and FGDs with retailers

ANNEX 10.15 CAUSAL LINKS ASSOCIATED WITH PRICE IN ZIMBABWE



Source: Interviews and FGDs with retailers

ANNEX 10.16 CAUSAL LINKS ASSOCIATED WITH ACCESS AND PROTECTION IN ZIMBABWE



Source: Interviews and FGDs with retailers

Annex 11. Findings Conclusions- Recommendations Mapping

Recommendation		Related conclusions	Related findings
1	Building on the draft ToC developed as part of this evaluation, and through a consultative process, WFP Markets and Supply Chain divisions should develop a TOC for market development that can act as a guide to RBs and COs in conceptualising, designing, implementing, monitoring, and evaluating MDAs.	5, 6, 7, 13	6, 7, 8
2	Consolidate the various guidance materials that are currently in place and produced by the supply chain, markets, and smallholder agriculture market support and strengthen frameworks and tools for designing and implementing MDAs within a broader food systems approach.	1, 2, 4, 13	1, 2, 3, 6
3	Strengthen market assessments and retailer performance monitoring	3, 6, 7, 13	3, 6, 7
4	Strengthen country retailer (and other supply chain actors) market engagement strategies to enhance the contribution of WFP to market development	8, 9, 10, 11, 12	8, 10, 11
5	Continue to strengthen the gender approach of the CSP and regarding supply chain, CBT MDAs, and smallholder agriculture market interventions.	6, 13	1, 3, 8, 13, 14
6	Take a country office cross-functional approach to market development in targeted areas by encouraging collaboration of different units: programme CBT, VAM, M&E, Gender, Nutrition, and Supply Chain to achieve programmatic outcomes.	7, 13	8, 12
7	Strengthen multisectoral partnerships in design and implementation of MDAs.	7, 13, 14	5, 6, 8, 12, 14
8	Improve relationship with retailers and other market actors	6, 7	8, 11, 12
9	Advocate for multi-year funding for MDAs	7, 14	4, 8, 14
10	WFP should consider the QuIP methodology when conducting (i) exploratory or formative evaluations (ii) evaluations in which it seeks to identify drivers of change and (iii) large evaluations conducted on a limited budget.	8	10

Annex 12. Membership and Roles of the Evaluation Committee (EC)

21. The evaluation committee (EC) is a temporary mechanism established to facilitate the evaluation management process. The overall purpose of the committee is to ensure a credible, transparent, impartial, and quality evaluation process in accordance with WFP Evaluation Policy (2016-2021) and relevant other directives. It will achieve this by:

- a) Supporting the evaluation manager throughout the process, including resolving any issues that may affect the quality of the evaluation;
- b) Making decisions on evaluation budget, funds allocation and selection of evaluators;
- c) Reviewing evaluation deliverables (ToR, inception report and evaluation report) and providing inputs before they are approved by the EC chair;
- d) Leading the preparation of the management response for implementation of the evaluation recommendations to ensure that the findings of the evaluation inform decision making and learning;

22. The evaluation committee will be composed of:

1. **Chair:** Margaret Malu, Deputy Regional Director, RB Johannesburg
2. **Co-Evaluation Managers:** Grace Igweta, the then Regional Evaluation Officer and Jennifer Sakwiya, RB Evaluation Manager [EC secretariat]
3. Christine Mendes, Senior Regional Supply Chain Officer [Alternate chair] replaced by Mie Kataoka after moving to Zimbabwe Country Office as DCD during the course of 2021
4. Bedan Mbugi, RB Supply Chain CBT focal person

Annex 13. Membership and Roles of the Evaluation Reference Group (ERG)

23. The Evaluation Reference Group (ERG) is a temporary mechanism established to facilitate stakeholder's systematic engagement in the evaluation process. The overall purpose of the ERG is to support a credible, transparent, impartial, and quality evaluation process in accordance with WFP Evaluation Policy (2016-2021) and the normative framework for decentralised evaluations. It will achieve this by:

- Providing a systematic mechanism for engaging stakeholders in the evaluation process;
- Reviewing draft evaluation products and providing feedback;
- Attending the debriefing sessions to discuss preliminary findings;
- Attending other dissemination sessions as required; and
- Supporting use of evaluation findings through implementation of evaluation recommendations.

24. While essentially the ERG should be made up of five to eight members, this is a regional evaluation that is covering six countries, so the ERG is larger to ensure sufficient representation of each country. The evaluation reference group will be composed of:

- **ERG Chair:** Margaret Malu, Deputy Regional Director, RB Johannesburg
- **ERG secretariat:** Grace Igweta (former Regional Evaluation Officer) and Jennifer Sakwiya (RB Evaluation Manager) as Evaluation Managers

ERG Members:

1. Mie Kataoka, Senior Regional Supply Chain Officer
2. Bedan Mbugi, RBJ Supply Chain CBT focal person
3. Channon Hachandi, Supply Chain CBT Global Coordinator
4. Tinda Bex, Head of Market Development, Supply Chain & Markets.

5. Ryan Webb, Programme Policy Officer, Beneficiary Information and Transfer Management
6. Netsai Dhoru, RBJ VAM Consultant
7. Jose Ferrao, WFP Tanzania Supply Chain Officer
8. Matthieu Tockert, WFP Tanzania M&E Officer
9. Julie Vanderwiel, WFP Malawi Supply Chain Officer
10. Maribeth Black, WFP Malawi Head of VAM and M&E
11. Simone Ciccetti, WFP Malawi Cash Based Officer
12. George Chinseu, Principal Economist, Malawi Vulnerability Assessment Committee (MVAC); Department of Economic Planning & Development
13. Ms Jane Chidengu, Principal Social Welfare Officer, Ministry of Gender, Children and Social Services [Social Protection Programmes]
14. Mr Brighton Ndambo, Principal Social Welfare Officer, Ministry of Gender, Children and Social Services [Social Protection Programmes]
15. Henok Ochalla, UNCHR Malawi
16. Mr Chesterman, FAO Malawi
17. Eunice Smith, WFP Mozambique Supply Chain Officer
18. Chiara Dara, WFP Mozambique CBT Programme Officer
19. Gina Meutia, WFP Mozambique M&E Consultant
20. Mozambique Government representative
21. Mozambique UN agency representative
22. Matlotliso Baholo, WFP Lesotho Supply Chain Officer
23. Likeleli Phoolo, WFP Lesotho VAM/M&E Officer
24. Lesotho Government representative
25. Lesotho UN agency representative
26. Chiara Argenti, WFP Zimbabwe Supply Chain Officer
27. Roberto Borlini, WFP Zimbabwe Head of Programme
28. Kudzai Akino, WFP Zimbabwe M&E Officer
29. Andrew Chimedza, WFP Zimbabwe CBT Focal Point
30. Zimbabwe Government representative
31. Zimbabwe UN agency representative
32. Mara Lang, WFP Madagascar Supply Chain Officer
33. Rijaso Rakotoarinoro Andriamahazo, WFP Madagascar M&E Officer
34. Rado Andrianarivelo, WFP Madagascar CBT Focal Point
35. Madagascar National Bureau for Disaster Risk Management (Bureau national de gestion des risques et catastrophes - BNGRC)
36. UNICEF Madagascar

Annex 14. Stakeholder Analysis Matrix

Stakeholder	Interest in the evaluation	Involvement in the evaluation process and likely use of the evaluation	Who
INTERNAL WFP STAKEHOLDERS			
Regional Bureau (RB) [Johannesburg]	Responsible for both oversight of COs and technical guidance and support to ensure that the WFP CBT business model is implemented as expected, the RB supply chain team are the primary stakeholders of this evaluation. Collectively, the RB has an interest in learning how well this model is working within the region and what contributions WFP is making towards sustainable and efficient markets. As the commissioning office, the RB has an interest in an independent/impartial account of this contribution as well as in learning from the evaluation and applying this learning to across the region.	<p>The RB is the commissioning office. The Senior Supply Chain Officer is the head of the commissioning unit, the Deputy Regional Director (DRD) will chair the evaluation committee and the regional evaluation officer (REO) will manage the process.</p> <p>The Regional managers/senior officers of supply chain, evaluation, emergency response, gender, and protection, VAM and Monitoring and evaluation will be key informants to provide the regional overview of MDAs in their respective support roles.</p> <p>Likely use: <i>The RB will use the findings and recommendations of this evaluation to enhance the technical support and oversight of CBT and MDA activities across the region</i></p>	<ul style="list-style-type: none"> • <i>Grace Igweta</i> (Regional Evaluation Officer) • <i>Christine Mendes</i> (Senior Regional Supply Chain Officer) • <i>Bedan Mbugi</i> (RB Supply Chain CBT focal person) • <i>Andrew Odera</i> (Regional VAM officer) • Gender, protection • Monitoring and evaluation <p>All to be interviewed separately.</p>
Country Offices and Sub/field offices <i>Lesotho, Malawi, Madagascar, Mozambique, Zimbabwe, Tanzania</i>	Responsible for country level planning and implementation, the COs have direct stake in the evaluation and an interest in learning from experiences to inform implementation decisions and future designs. The COs are also expected to account internally within WFP as well as to beneficiaries and partners for performance and results of its operation.	<p>The COs will be involved in the evaluation through membership in the evaluation reference group to ensure that the process receives technical inputs and advisory. They will also provide required data and information and support the process for further data collection.</p> <p>The heads of units will provide information on:</p> <p><u>Programme/CBT:</u> implementation of CBT and other programme interventions such as linkages of smallholder farmers to markets etc. and how this is linked to MDAs.</p> <p><u>M&E:</u> Monitoring of MDAs</p>	<p>Head of Programme/CBT</p> <p>Head of M&E</p> <p>Head of VAM</p> <p>To be interviewed separately</p> <p>Focal points for:</p> <ul style="list-style-type: none"> • Supply chain • Gender, protection, and accountability

Stakeholder	Interest in the evaluation	Involvement in the evaluation process and likely use of the evaluation	Who
		<p><u>VAM</u>: their role in market assessments, MFI, market system analysis and others that feeds into the design of MDAs and monitoring of their performance.</p> <p>Supply chain and CBT officers will provide information on: Development of and implementation MDAs, selection & contracting of retailers and other supply chain actors, monitoring of performance of retailers and others.</p> <p>Likely use: The COs will use the findings and recommendations to enhance their actions in implementing the CBT business model in generally and the MDAs.</p>	<ul style="list-style-type: none"> • CBT <p>All to be interviewed in a group.</p>
<p>WFP HQ technical units [Supply chain CBT and Markets unit; CBT unit]</p>	<p>WFP HQ technical units are responsible for issuing and overseeing the rollout of normative guidance as well as of overarching corporate policies and strategies. Relevant to this evaluation is the Supply chain CBT and Markets team as well as CBT Team. The former has issued several guidance materials and the evaluation will inform / support the development of a methodology and KPIs to measure WFP impact on markets. They have an interest in learning how well the guidelines are applied and how they are working [or not] in different country contexts. In addition, HQ is interested in learning which MDA are performed by COs and what the outcomes of those activities are.</p>	<p>The two units will be invited to be members of the evaluation reference group. In any case they will be consulted throughout the evaluation process.</p> <p>The SC CBT/markets unit head and the team will be key informants in providing information:</p> <ul style="list-style-type: none"> • Market development strategy • Measuring performance of MDAs using Market Functionality Index, Market systems analysis • Analysis of MDAs including the retail in a box. • Overview on the performance monitoring of MDAs in Southern Africa and their perspectives on their contribution to market development and food systems <p>Likely use: These divisions may use the findings and recommendations of the evaluation to revise/enhance the market development strategy and performance indicators. They may also enhance their approach to supporting COs on MDAs</p>	<p>HQ CBT and markets divisions/units</p> <ul style="list-style-type: none"> • Tinda Bex: Head of Supply chain CBT and Markets unit • Channon Hachandi (Supply Chain CBT Global Coordinator) • Market Development team <p>All to be interviewed</p>
<p>The Office of Evaluation</p>	<p>The Office of Evaluation has a stake in ensuring that all evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles</p>	<p>The Office of Evaluation will provide the independent quality support service that will review the draft ToR, inception report and evaluation report. In addition, a help desk will be available for the RB and COs for any support required.</p>	<p>No interviews required</p>

Stakeholder	Interest in the evaluation	Involvement in the evaluation process and likely use of the evaluation	Who
<p>WFP Executive Board (EB)</p>	<p>and accountabilities of various stakeholders as identified in the evaluation policy. Considering that since the launch of the decentralised evaluation function in 2017 majority of decentralised evaluations have been commissioned by country offices and focused on single country, the Office of Evaluation has an interest in seeing how well the normative guidelines for the commissioning and management of decentralised evaluation work for RB commissioned multi-country DEs.</p> <p>The EB has an interest in being informed about the effectiveness of WFP operations, and progress in the implementation of the evaluation policy, including evaluation coverage.</p>	<p>The Office of Evaluation will ensure that the final evaluation report is subjected to an independent Post Hoc Quality Assessment (PHQA)</p> <p>Likely use: <i>The Office of Evaluation may use the lessons from this evaluation process to revise/enhance the normative guidelines. While this evaluation will not be presented to the EB, it will contribute to evaluation coverage and reported in the 2021 annual evaluation report that will be presented to the EB. Its findings may feed into annual syntheses and into corporate learning processes.</i></p>	
EXTERNAL STAKEHOLDERS			
<p>Beneficiaries [<i>men and women Retailers and beneficiaries; staff of Government and other institutions targeted by MDAs and other activities</i>]</p>	<p>As beneficiaries of WFP MDAs, men and women retailers and other staff from targeted institutions have an interest in reflecting on how these activities are affecting their businesses and ability to serve their customers and contribute to local economies.</p> <p>As customers of the retailers, WFP beneficiaries of food assistance have an interest in knowing whether WFP efforts in implementing MDAs are leading to better services by retailers including competitive prices, availability of food etc.</p>	<p>Men and women retailers involved in WFP CBT activities will be consulted during the evaluation process and involved in reflections on the findings and recommendations.</p> <p>Targeted households that are served by these retailers will be consulted to reflect on the impact any improvements on the part of the retailers have had on the services they receive.</p> <p>Likely use: <i>The retailers may use the findings and recommendations of this evaluation to enhance their access to opportunities provided by the WFP MDAs.</i></p>	<ul style="list-style-type: none"> • Retailers benefiting from restricted and unrestricted cash. <p>All the above to be consulted using QuIP methodology as required.</p> <ul style="list-style-type: none"> • Focal points in: <ul style="list-style-type: none"> - Private sector - Milling companies - Banks - Mobile phone companies - Government ministries: <p>All to be interviewed.</p>

Stakeholder	Interest in the evaluation	Involvement in the evaluation process and likely use of the evaluation	Who
<p>Government Ministries and institutions in Lesotho, Malawi, Madagascar, Mozambique, Zimbabwe, Tanzania</p>	<p>In each country, different ministries are involved directly or indirectly in the design and implementation of the food assistance:</p> <ul style="list-style-type: none"> • Ministry of Social Development in Lesotho. • Ministry of Gender, Children and Social Action (MGCAS) in Mozambique. • Ministry of Population, Social Protection and Women's promotion in Madagascar. • Ministry of Gender, Children, Disability and Social Welfare in Malawi. • Tanzania Railway Corporation and National Food reserve Agency in Tanzania. • Ministry of Public Service, Labour and Social Welfare in Zimbabwe <p>In addition to these, for MDAs, Ministries that are not traditionally direct WFP partners are involved such as Ministry of Small Business Development in Lesotho. These Ministries have a direct interest in knowing whether WFP activities are aligned with national priorities, harmonised with the action of other partners, and achieve expected results</p>	<p>Some Government staff will be involved through the Evaluation Reference group, and others will be consulted throughout the evaluation process. They will act as key informants as well as being involved in discussions on preliminary findings and recommendations.</p> <p>Relevant officials will be key informants for providing the following:</p> <ul style="list-style-type: none"> • Alignment of MDAs and SC activities to the needs of vulnerable groups • Alignment of the interventions to government priorities and policies including those on gender. • Perspectives on contribution of MDAs to market development and food systems • What lessons are coming out of the WFP supported interventions that government can utilise for future sustainability. <p><i>Likely use: The ministries will use the findings and recommendations to enhance their partnership with WFP and provide inputs to ensure future interventions maximize on the potential to contribute to market development which has a direct impact on economic development. The linkages with national social protection systems are of keen interest to the Government and they may use the findings to enhance their involvement with WFP and other development partners especially around horizontal and vertical expansions during times of crisis</i></p>	<p>Focal points/Directors in each of the Ministries for:</p> <ul style="list-style-type: none"> • Social protection/social welfare • Vulnerable groups • Markets • Small Business development etc • Ardhi University and the Tanzania Social Action Fund, <p>All to be interviewed.</p>

Stakeholder	Interest in the evaluation	Involvement in the evaluation process and likely use of the evaluation	Who
UN Country teams in Lesotho, Malawi, Madagascar, Mozambique, Zimbabwe, Tanzania	In all the six countries, WFP is working closely with other UN agencies to design and implement interventions. In Lesotho, WFP, and UNICEF work to support national social protection systems; In Mozambique WFP and UNICEF are implementing a COVID-19 response through CBT. These UN agencies have an interest in learning the contribution of these interventions beyond the immediate consumption and how this is contributing to the UN concerted efforts towards supporting achievement of SDGs through contributing to achievement of UNDAF outcomes	Some UN agency staff will be invited to be members of the ERG, and others will be consulted through the evaluation process. They will act as key informants. Likely use: <i>The agencies may use the results of the evaluation to enhance their partnership with WFP and other relevant stakeholders and depending on the nature of the findings and recommendations, to revise their own interventions and approaches</i>	Relevant focal persons in: <ul style="list-style-type: none"> • UNICEF (Mozambique, Lesotho, Madagascar) • <i>Henok Ochalla</i> (UNHCR Malawi) • <i>Mr. Chesterman</i> (FAO Malawi) <p>All to be interviewed.</p>
NGOs	Except in Lesotho where WFP works with the Government and/or direct implementation, WFP works with several NGOs to deliver assistance. These have an interest in learning what contribution their work with WFP is making and how this can be enhanced	Partners will be invited to be members of the ERG and will be consulted throughout the evaluation process. Likely use: <i>These NGOs will use the results of the evaluation to enhance their partnership and collaboration with WFP</i>	Focal points in the following NGOs: <ul style="list-style-type: none"> • LTS, Care Malawi, Malawi Red Cross Society; G4S, Emmanuel International, Plan international and World Vision <p>All to be interviewed.</p>
Donors including USA, UK, JAPAN, Switzerland, EU, GERMANY, and National Governments of the six countries	WFP operations are voluntarily funded by several donors including the national Governments of those countries. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.	Donors will be consulted during the evaluation process, as appropriate. They will be key informants during data collection and will be invited to stakeholder engagement meetings to reflect on preliminary findings and recommendations. Likely use: <i>Donors may use the findings and recommendations from this evaluation to make future fund allocation decisions</i>	Key specific people as recommended by the country offices. <p>All to be interviewed.</p>
Private sector [<i>Banks, mobile money companies, logistics</i>]	WFP delivers CBT through private sector actors including banks, mobile money companies and retailers. In Tanzania, several private sector actors are involved in the supply chain activities.	These actors will be involved in the evaluation process as appropriate [to their role] and invited for stakeholder meetings to reflect on findings and recommendations.	Key personnel in the following: <ul style="list-style-type: none"> • KK security, FCB Bank, KK security, My Bucks Banking Cooperation in Malawi

Stakeholder	Interest in the evaluation	Involvement in the evaluation process and likely use of the evaluation	Who
<i>companies, other Market actors]</i>	These have clear business objectives that guide their engagement. They are interested to know how this engagement is working towards achieving their business objectives.	Likely use: <i>They may use the results to improve their engagement with WFP, including to strengthen any weak areas identified as well as to exploit opportunities identified</i>	<ul style="list-style-type: none"> • Other stakeholders as recommended by country offices. All to be interviewed.

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Acronyms

ACR	Annual Country Report
AGRITEX	Department of Agricultural, Technical and Extension Services Zimbabwe
ART	Assessing Rural Transformation
CBT	Cash Based Transfer
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CO	Country Office
COVID-19	Coronavirus disease
CPP	Corporate Planning and Performance
CRF	Corporate Results Framework
CSP	Country Strategic Plans
CWG	Cash Working Group
DRC	Democratic Republic of Congo
ET	Evaluation Team
FEWSNET	Early Warning Systems Network
FFA	Food Assistance for Assets
FGD	Focus Group Discussion
FNCO	Food and Nutrition Coordinating Office
FYDP	Five Year Development Plan (Tanzania)
GBV	Gender Based Violence
GDI	Gender Development Index
GDP	Gross Domestic Product
GDPR	General Data Protection Regulation
GEWE	Gender Equality and Women's Empowerment
GII	Global Gender Inequality Index
GTT	Global Technical Team
HGSF	Hone Grown School Feeding
HIV	Human Immunodeficiency Virus
HQ	Headquarters
ICC/ESOMAR	International Chamber of Commerce/European Society for Opinion and Marketing Research
IDP	Internally Displaced Person
IFPA	Indicator of Food Price Anomalies
INAS	National Institute of Social Action
IPC	Integrated Phase Classification
IR	Inception Report
JKP	Kigoma Joint Programme
KII	Key Informant Interview
KPI	Key Performance Indicator
LFM	Lesotho Flour Mills

LSA	Lean Season Assistance
LPB	Lesotho Post Bank
MAFA	Micro Financial Assessment
MDA	Market development activities
M&E	Monitoring and Evaluation
MFI	Market Functionality Index
MGCAS	Ministry of Gender, Children and Social Action
MGDS	Malawi Growth and Development Strategy
MNSSP	Malawi National Social Support Programme
MSA	Market Systems Analysis
MSME	Micro, Small and Medium Enterprises
Mt	Metric tons
NDP	National Development Plan (Madagascar)
NDS	National Development Strategy (Zimbabwe)
NGO	Non-Governmental Organisation
NSDP	National Strategic Development Plan (Lesotho)
OEV	The Office of Evaluation
OVC	Orphans and Vulnerable Children
PDM	Post Distribution Monitoring
PHQA	Post Hoc Quality Assessment
QA	Quality Assurance
QuIP	Qualitative Impact Protocol
RB	Regional Bureau/Regional Bureaux
RBJ	Regional Bureau Johannesburg
RDCS	Regional Development Cooperation Strategy
RET	Regional Evaluation Team
RMR	Retailer Monitoring Reports
RPME	Retail Performance Monitoring Evaluation
RPR	Retail Performance Reports
RVAA	Regional Vulnerability Assessment and Analysis
SADC	Southern Africa Development Community
SAMS	Smallholder Agriculture Market Support
SAMS+	Smallholder Agriculture Market Support Plus
SBCC	Social and behaviour change communication
SC	Supply Chain
SDG	Sustainable Development Goals
SME	Small and Medium-sized Enterprises
MSME	Micro, Small and Medium Enterprises
SOP	Standard Operating Procedure
TDV	Tanzania Development Vision

ToC	Theory of Change
ToR	Terms of Reference
TRC	Tanzania Railway Corporation
TZS	Tanzanian Shillings
UFE	Utilization-focused Evaluation
UNAIDS	United Nations Programme on HIV and AIDS
UNDAF	United Nations Development Fund
US\$	United States Dollars
VAM	Vulnerability Assessment Monitoring
VAT	Value Added Tax
WFP	World Food Programme

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