

Madagascar Country Summary Report

Decentralized evaluation for evidence-based decision making



WFP Contribution to Market Development and Food systems in Southern Africa: A Thematic Evaluation [2018 to 2021]

1. Introduction

1) Madagascar was one of the six country case studies for a thematic evaluation of the World Food Programme (WFP) market development activities (MDAs) and related food systems support activities in Southern Africa. The evaluation was commissioned by WFP Regional Bureau for Southern Africa (RBJ) and covers the period from 2018 to 2021. The evaluation was intended to answer the question: *“What is WFP’s contribution to market development and food systems and how can such contribution be enhanced to contribute towards Zero Hunger?”*. The primary user of the evaluation is WFP staff involved in designing and implementing MDAs especially Country Office (CO) and RB staff. Other users are Headquarters (HQ) staff involved in the development of guidelines, standards, and procedures for designing, implementing, monitoring, and evaluating MDAs. Relevant partners involved in MDAs will also find this evaluation useful to them.

2. Context

2) 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.¹ Gender inequality remained pronounced, especially in rural areas. Madagascar’s Gender Development Index (GDI) is 0.952², 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.³

3) 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.⁴ Over 500,000 children under the age of five are expected to be acutely malnourished through April 2022, of which over 110,000 are likely severely malnourished and require urgent life-saving treatment.⁵ 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.

4) 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.

3. Objectives of the Evaluation

5) The evaluation had two 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 in Madagascar firstly assessed the results of implementing unrestricted cash seeking to understand the contribution of WFP to

¹ WFP Madagascar Country Brief, August 2020.

² <http://hdr.undp.org/en/countries/profiles/MDG>

³ WFP Madagascar 2020 ACR

⁴http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC_Madagascar_FoodSecurity_NutritionSnapshot_2021July_English.pdf

⁵ *ibid*

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specific market development outcomes. Secondly, 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.

4. Subject of the Evaluation

6) The subject of the evaluation are the MDAs implemented as part of Cash Based Transfers (CBTs) and related agriculture market interventions. Some CBT were planned under the Country Strategic Plan (CSP) *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.

7) 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*.

5. Methods

8) The evaluation adopted a mixed methods approach that included an in-depth document review of project records sourced from WFP. These included Annual Country Reports (ACRs), guidance documents on supply chain and Smallholder Agricultural Market Support Plus (SAMS+), 2019 Regional and Local Food Procurement Policy, and Market Functionality Index (MFI). Then, the Evaluation Team (ET) conducted remote key informant interviews with seven WFP staff, one government official, and three project stakeholders to complement and triangulate data collected through literature review. The list of stakeholders consulted is found in [Annex 1](#).

9) The evaluation followed the 11 evaluation questions posed by the terms of reference using the evaluation criteria of relevance/ appropriateness, effectiveness, impact contribution and sustainability. Gender equality and empowerment

of women was mainstreamed throughout the evaluation. Data collection took place from 17th to 29th May 2021.

6. Limitations

10) Madagascar had unrestricted cash with limited direct engagement with market actors. As there were no retailers to interview, the [Qualitative Impact Assessment Protocol](#) (QuIP) method was not applied. Only non-QuIP data was collected from WFP staff and relevant stakeholders about general CBT and supply chain activities.

11) The subsequent humanitarian emergency at the time of data collection in May 2021 limited the interaction of the ET with WFP staff and partners due to competing priorities. In addition, the remote working necessitated by the COVID-19 pandemic 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.

12) The Market System Analysis (MSA) report which had been designed to be a critical part of the document review was not available at the time when this country report was finalized. Hence, the existing data collected was limited in allowing the ET to draw conclusions on the design of MDAs where unrestricted cash is used.

7. Key Findings

13) The evaluation findings and the evidence to substantiate them are presented below according to the evaluation criteria.

Evaluation Criteria 1: Relevance

1.1 Which MDAs and related interventions have been designed and implemented in Madagascar?

14) According to WFP project staff, the CO has implemented CBTs under the lean season assistance and COVID-19 response in an

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unrestricted cash environment. In an effort towards designing MDAs, the CO has implemented two market functionality index assessments and piloted a market system analysis. All the efforts are described below:

15) In August 2021, WFP assisted 463,573 beneficiaries with in-kind food assistance and 213,320 beneficiaries through cash transfer in the nine drought-affected southern Madagascar districts⁶ as part of the Lean Season Assistance:

According to WFP project staff, the CO implemented a lean season response since 2018 usually from October to March. Madagascar experienced widespread flooding and landslides in the regions of Analanjirifo, Boeny, Alaotra Mangoro, Sofia, and Betsiboka in 2020. CBTs were transferred to a total of 610,965 people in 2020 under the general distribution.⁷ Emergency food assistance (in-kind and cash) was directly implemented by WFP in collaboration with the National Office for Risk and Disaster Management (BNGRC) and local authorities.

16) Through the COVID response, WFP assisted 20,000 people (10,200 women, 9,800 men) with in-kind assistance and 536,795 people (273,765 women, 263,030 men) with cash.⁸ The COVID response was part of a broader government initiative involving a consortium of partners (UNICEF, WFP, ACF and World Bank amongst others) aimed at supporting vulnerable households by providing cash to urban households. The COVID response complemented the national social protection programme "*Tosika Fameno*" led by the Ministry of Population, Social Protection and Promotion of Women, BNGRC and the Cash Working Group. Government stakeholders consulted confirmed their partnership with WFP and other UN partners in planning and implementation of unconditional cash transfers

where households received two transfers of 100,000 Ariary each.

17) Key informants from WFP and government explained how WFP used contracted mobile operators to transport cash to the rural areas based on the list of people targeted. However, cash distribution in big cities were done by financial service providers (banks and micro-finance institutions like the Western Union).

18) **Market System Analysis:** Rapid assessment of markets in the eight southern districts affected by the drought were conducted between November and December 2020⁹. Following this, a second market functionality Index (MFI) was conducted in 11 markets in the eight drought-affected southern districts and in June 2021¹⁰ (10 markets were the same as those assessed in 2020 and one new market was added). The objective of the MFIs was to give the markets a score representing its functionality, which can be interpreted consistently across time and space.

19) Following the June 2021 MFI, a market system analysis (MSA) was piloted in 13 marketplaces of Madagascar, but the report is yet to be finalized. The traders consulted during the MSA constituted 65 percent men and 35 percent women,¹¹ strongly suggesting that the retail business is dominated by men. Efforts need to be made in the design of MDAs that ensure greater involvement of women traders.

[1.2 Are objectives of the MDAs and related interventions in line with the market inefficiencies identified during relevant WFP multi-sectoral assessments?](#)

20) The CO conducted a Market Functionality Index (MFI) assessment in 2020 and 2021 to inform the CBT and other programme areas. Subsequently, the MSA was conducted in 2022 to identify the root

⁶ WFP Madagascar Country Brief, August 2021

⁷ WFP Madagascar 2020 ACR

⁸ WFP Madagascar 2020 ACR

⁹ Madagascar MFI Draft report, 2021- Rapid assessment of markets in the eight southern districts affected by the drought.

¹⁰ Madagascar Rapid assessment of 11 markets in the 8 drought-affected southern districts- Summary of the report- BEZAKA RIVOLALA, Consultant MFI

¹¹ Madagascar market systems analysis data visualisation – July/August 2021-draft

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causes of the constraints identified in the MFI and provide recommendations for the design of MDAs.

21) In all the markets analyzed, the most problematic dimensions identified were price, infrastructure, service and food quality. Based on the MFI 2020 results,¹² only two markets (Betioky and Ambovombe-Androy) scored above 5. The Anosy region had the weakest market analyzed with a score of 3.1. According to WFP staff consulted, the 2020 MFI results informed the response to the food crisis in the eight southern districts affected by the drought. The MFI amongst other objectives, facilitated the choice of modality for crisis responses. In areas where cash distribution was feasible, WFP contracted mobile money companies while vouchers were stopped because retailers did not have sufficient stock and beneficiaries had to walk 30km to receive their rations. The CO stopped it and shifted to in-kind distributions.

22) The 2020 MFI also showed that the low local production and rising transportation cost prices in 2020 had increased compared to those of 2019. The MFI recommended the establishment of price monitoring systems and effective collaboration with local authorities to avoid possible speculative behaviour, particularly in markets where the level of competition is lower. It is unclear how these recommendations have been taken forward by the CO.

23) In addition, most markets lacked most of the characteristics of more developed markets in terms of infrastructure, service and food quality. The report showed that with majority of markets prices were not visibly displayed, only 30 percent of markets accepted mobile money as a form of payment, which points to capacity gaps amongst traders. The lack of refrigeration and protection of food from external contaminants was also widespread. These results point to opportunities for creating MDAs to support businesses in this area. The MFI conducted in June 2021 in the three regions of Androy, Anosy and Atsimo Andrefana showed that none of the 11 markets visited scored high functionality: 6 markets have average functionality while the other 5 have low functionality. Price predictability, service quality and infrastructure persisted as the main aspects that are problematic. Due to stock rotation and fluctuations in the market supply chain, retailers claimed to be unable to predict food prices over a week. In terms of quality of service, the traders were still not offering a variety of payment options. The report was optimistic that the transition to CBT was feasible provided other market interventions were implemented and a number of recommendations to inform MDAs (see box 1).

Box 1: Recommendations for addressing market inefficiencies in markets assessed in southern Madagascar

- Identify market inefficiencies and implement capacity building activities
- Support retailers in the surveyed markets
 - Infrastructure by supporting the construction of permanent/semi-permanent shops.
 - Price predictability by supporting the establishment of a supply chain for scarce commodities and group purchases
 - Quality of services provision of automatic receipts and inventory management by providing training on warehousing, storage, labelling.
- Monitor retailer performance over time, identify gaps and opportunities for improvement
- Improve food security monitoring systems
- Improve the sharing of available information (Dashboard Table, newsletters)

¹² Madagascar MFI Draft report, 2021

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- Conduct a retail market assessment coupled with an assessment of market externalities,
- Strengthen the team and its capacity

Source: Madagascar Rapid assessment of 11 markets in the 8 drought-affected southern districts - Summary of the report - BEZAKA RIVOLALA, Consultant MFI

24) As expected from an MFI, the recommendations are generally broad but valuable in providing input to the MSA which is expected to prove succinct direction on how to address these market inefficiencies identified in the MFIs conducted to date

25) 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 losses (PHL) interventions were developed as a response to the identified lack of capacity among the smallholder farmers to store their produce.

1.3 To what extent are the MDAs and related interventions relevant to the needs of the targeted beneficiaries?

26) 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 Antananarivo capital population 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 centers in Madagascar (most of their work is in the South) this lack of flexibility at WFP is a big issue with government. The fact that certain funds are earmarked for specific regions/activities and that WFP cannot be flexible in fund allocation based on the realities on the ground was also highlighted as an area that needed to be improved.

27) In terms of emergency programming, being able to send and receive money in real time, through mobile money was hugely relevant to beneficiary needs. In addition, having access to cash in the southern region was considered relevant in boosting the local economy. In terms of peer-to-peer sending, the mobile money system provided beneficiaries/users with a basic money management system, which gave them access to certain services such as a certain percentage back on the money they received in the form of "nano credit".

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

28) The CBTs implemented by WFP is in line with the Madagascar's national development plan for 2015–2019¹³ and the national social protection policy (2015)¹⁴ that aims to improve access to basic social protection services and to protect and promote groups at risk. WFP project staff emphasized that WFP's emergency response 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

¹³ Madagascar National Development Plan (2015-2019). <https://www.cabri-sbo.org/en/documents/national-development-plan-2015-2019>

¹⁴ Madagascar. Politique nationale de Protection sociale (2015)

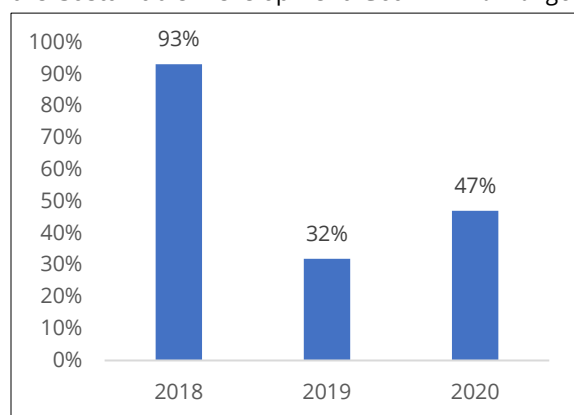
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already indicated, government still feels WFP can do more in extending their reach to urban areas instead of their usual southern part of the country.

29) Madagascar CO's work under activity 4 is aligned with the WFP Strategic Plan (2017-2021),¹⁵ the Smallholder Agricultural Market Support Plus (SAMS+)¹⁶ and support national efforts to achieve the Sustainable Development Goal 2 "End hunger,



achieve food security and improved nutrition and promote sustainable agriculture". The CO has done this through the integration of smallholder farmers into the WFP supply chain commodities and other markets, infrastructure development, quality management and capacity development of smallholder farmers. By addressing the low and declining yields from agriculture and linking farmers to markets and addressing post-harvest losses, WFP's work is in line with the National Risk Disaster Management Strategy (2016-2030).

Evaluation Criteria 2: Effectiveness

30) This section presents the findings relating to effectiveness for each activity as informed by document review and stakeholder perceptions.

¹⁵ WFP. 2017. *WFP Strategic Plan (2017-2021)*, https://docs.wfp.org/api/documents/WFP-0000019573/download/?_ga=2.229521055.2052882666.1594623354-1294151148.1541749204.

2.1 What is the extent to which MDAs delivered expected outputs and contributed to planned outcomes?

31) They were mixed findings on whether the CBT had achieved its expected outputs. Some project staff felt that CBT had not led to intended results, as CBT is not a solution, and more focus needed to be placed on resilience building interventions. On the other hand, access to water remained a big issue and a threat to agriculture livelihoods. Some project staff believed the CO had been able to implement their operational plan and achieve most of the outputs.

32) Figure 1 shows a significant drop in achievements of cash transfers between 2018 and 2019. In 2018, nearly US\$ 800,000 were distributed to over 666,000 people affected by drought, cyclone, or floods.¹⁷ Cash based transfers were also provided to families of more than 5,000 tuberculosis patients and 60,245 people under the food assistance for assets (FFA).

Figure 1: Cash Transfers Achievements (2018-2020)

Source: Madagascar ACR for 2018, 2019 and 2020

33) In 2019 WFP provided lean season response to around 577,000 people in the south and south-eastern parts of the country affected by drought.¹⁸ Due to a lack of resources, WFP was unable to make planned cash transfers to the families of TB patients. The CO staff also highlighted distribution CBT delays due to road conditions during the rainy season. According to WFP project staff, achievement in CBT is largely dependent on available resources.

34) In 2020, WFP provided cash assistance to poor urban households of about 610,965 people affected by the COVID-19.¹⁹ As already stated, the response was in support of the national social

¹⁶ Smallholder Agricultural Market Support Plus (SAMS+)- A demand-driven value chain development model that promotes sustainable local food systems, May 2021.

¹⁷ Madagascar 2018 Country Annual Report

¹⁸ Madagascar 2019 Country Annual Report

¹⁹ Madagascar 2020 Country Annual Report

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protection strategy under the leadership of the Ministry of Population, Social Protection and Promotion of Women, and the National Office for Risk and Disaster Management (BNGRC), in collaboration with the Cash Working Group. WFP prioritised 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.

35) 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 a number of supply chain actors, increased business of retailers. Since the CO has not been tracking these contributions to MDAs, the ET was unable to verify whether these perspectives were true.

36) WFP project staff described how women's associations supported by WFP accessed funding from banks due to their participation in the smallholder agriculture interventions. In addition, the WFP staff reported that other UN agencies and NGOs developed interest in local procurement and were planning on replicating these interventions in other areas.

37) Availability of water is a huge problem in the south affecting agriculture production and achievement of results.

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

38) All stakeholders consulted highlighted the following key factors affecting the implementation of CBT and related interventions:

- (i) **Natural disasters:** The 2019/2020 agricultural season in southern Madagascar

(where WFP works) was affected by the worst drought in the last decade, with a dramatic decrease in production, adding to several consecutive years of below-average harvests due to recurrent drought since 2014.²⁰ In the Grand Sud of Madagascar, a devastating combination of drought, pest infestations and sandstorms caused up to 60 per cent of crops losses and left more than 1.14 million people severely food insecure, including 14,000 people facing famine-like conditions in 2021.²¹

- (ii) **Bad road infrastructure:** Bad infrastructure as an external factor was described by WFP staff as having an impact on food security in general as it had a bearing on access to markets by people targeted by WFP.
- (iii) **Lack of coordination and proper technical support among and from partners:** Planning is done at the national level, not community level. Coordination and communication at different levels is very important, it impacts the community's trust in the process and WFP as a partner.
- (iv) **Lack of flexibility in modalities of implementation:** WFP staff reiterated that if the project is CBT but there are no functioning markets, WFP is unable to adapt the modality (or vice versa, if it's meant to be food delivery but there is a functional market that could be supported through CBT). The lack of flexibility in modality also affects the program's ability to respond to changes on the ground or needs of beneficiaries.
- (v) **Choice of local partners** can be problematic at times. Project staff explained that sometimes local partners are not good at explaining to the communities why they are providing the cash or food distribution etc. As such, they are unable to build positive

²⁰

<https://www.fao.org/emergencies/countries/detail/en/c/161541>

²¹ OCHA, 2021. Southern Africa Humanitarian Snapshot

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rapport with the communities and thus leading to a multitude of issues.

- (vi) **Lack of sustainability in emergency assistance:** assistance is random and limited no matter how much WFP distributes. Some agricultural households have asked for assistance in terms of seeds or other agricultural needs rather than food distribution (resilience/development rather than emergency programming). Seeds will allow them to have a reserve for the following year.

Evaluation Criteria 3: Impact contribution

39) Impact concerns the extent to which CBT and related agriculture market interventions are contributing to improving market inefficiencies in Madagascar.

40) The work of WFP in the south in terms of Lean Season Assistance prevented total famine. On receipt of cash, beneficiaries have purchased basic foodstuffs thus boosting the economy and creating employment of various supply chain actors. Government stakeholders were appreciative of WFP Lean Season Assistance in terms of assisting in alleviating famine in the country. Further, WFP assistance also stemmed the flow of displacement/migration towards cities or other centers in search of food.

41) According to project staff, assessments conducted by WFP showed that about half of the beneficiaries were satisfied with the amount they received through the CBT. In urban areas, where the COVID response was implemented, there were indications of improved food security among beneficiaries. Post-distribution surveys provide some insight as to outcomes of distributions. Unexpected consequences included emergency response negatively affecting development.

42) WFP staff indicated that targeted smallholder farmers had diversified into livestock production

and had increased their profits allowing them to send their children to school. They had been able to sense an increase in both quantity and quality of products available locally, although they were not sure if it could be directly attributed to WFP's interventions. The WFP project staff believe that smallholder maize producers had clearly developed their capacity, but more work is still required in terms of building their capacity to supply to other markets outside WFP.

43) The downside is that CBT and resilience work is implemented separately without much integration between them. The reasons provided were limited staff time and capacity for integration.

Evaluation Criteria 4: Sustainability

44) Sustainability speaks to the extent to which the net benefits of the CBT and agriculture market related interventions will continue or are likely to continue beyond WFP support.

45) WFP's resilience programming as interventions with high sustainability prospects: Sustainability prospects in Madagascar were generally interpreted by all informants in the context of moving from emergency response to resilience building interventions. WFP's resilience programming, particularly the food transformation units, was highlighted by both government and WFP project staff as interventions with high sustainability prospects. Further, the Young Progress Association²² 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.

46) WFP staff highlighted the short-term nature of funding cycles as a key deterrent to sustainable programming. Short-term projects cannot leave long lasting results. Hence, project staff mentioned that they are always upfront in disclosing the short nature of the funding to the people they support

²² Young Progress Association is an NGO located in Antananarivo, Madagascar and WFP's implementing partner.

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including smallholder farmers. However, more is still required in terms of building the capacities of smallholder farmers.

47) The government adopted some of WFP's methods specifically the food transformation units. It has also, created factories and has taken up these innovations which are positively influencing sustainability. The projects they are implementing as part of the resilience programming are aimed at creating sustainable solutions for beneficiaries, moving away from emergency relief (although this is still very much a huge part of programming) and going more towards development.

8. Conclusions

48) **Conclusion 1:** In 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 Madagascar country office conducts several market assessments and price monitoring, they are yet to develop suitable MDAs for market actors based on detailed market diagnosis.

49) **Conclusion 2:** The use of WFP multi-sectoral assessments in the design of MDAs is yet to be assessed in Madagascar. The MFIs and MSA conducted in Madagascar are yet to be used in the design of specific MDAs.

50) **Conclusion 3:** The short-term nature of the funding for the activities often linked to crisis response negatively affected outputs and their contribution to outcomes in Madagascar. Funding of MDAs should not be subjected to funding seasonality if they are to have a sustainable impact.

9. Lessons

51) **Social cohesion:** WFP works with groups and not individuals, so for sustainability there needs to be social cohesion and transparency in management. For the community, transparency and cohesion are of utmost importance.

52) **Turnover of staff:** The constant changes within government and WFP were described as very worrying by stakeholders as this affects the implementation of CBT activities. There needs to be deliberate efforts to address this turnover if interventions are to be sustainable.

53) **Coordination with other UN agencies and other NGO and private sector partners:** According to Government and WFP staff, COVID-19 response was an example of a well-coordinated response with all agencies registering beneficiaries on the same platform, all used the same criteria and coordinated with authorities. Coordination with authorities on several levels also allow stakeholders to reach more beneficiaries. For example, those who did not have mobile phones and could not be paid via Western Union, they were reached through government platforms.

54) **Long-term programming:** For a more lasting impact that pulls out the southern Madagascar out of its situation of extreme vulnerability there needs to be a lot of long-term programming that includes access to education, health (family planning) and drought resilience in farming- financial inclusion, women's empowerment, capacity building for agriculture etc.

55) **Community engagement:** The single most important lesson learned by WFP is the importance of community engagement during the implementation (and if possible, even the planning stage) of any intervention. This is of utmost importance for the success of interventions.

56) **Gender and protection:** aspect was not well integrated in these interventions. WFP had some communication with the Ministry of Population and Women's Promotion, but this is an area of work that still needs further development.

10. Recommendations

57) **Recommendation 1.** Building on the two MFIs conducted, finalise the MSA report and conduct a nuanced analysis to inform the design of market development activities. In Madagascar, unrestricted cash objectives of supply chain should

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revolve around maximizing purchasing power of beneficiaries, optimizing shopping experience, meeting nutritional goals, and contributing to market efficiency and resiliency.

58) **Recommendation 2:** 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. Strengthen cash working groups as the main conduit of cooperation for MDAs. Increase the participation of multi-sectoral stakeholders and ensure participation is more inclusive.

59) **Recommendation 3:** In line with corporate guideline, develop a clear theory of change for

Market Development Activities in Madagascar in an unrestricted cash scenario with related key results indicators.

60) **Recommendation 4:** 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 COs and partners outside WFP on MDAs to increase their impact on stakeholders.

61) **Recommendation 5:** Taking a transformative approach, identify strategies to strengthen the gender and women engagement in supply chain and unrestricted CBT.

Reference:

Full and summary reports of the evaluation and the Management Response are available at

<http://www1.wfp.org/independent-evaluation>

For more information, please contact the Office of Evaluation wfp.decentralizedevaluation@wfp.org

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Annex 1. List of stakeholders consulted

S/No.	Designation	Organisation
1.	Head of Office	WFP
2.	Supply Chain Officer	WFP
3.	Activity Manager of Crisis Response	WFP
4.	SHF, Resilience Sector	WFP
5.	Procurement Officer	WFP
6.	SHF Officer	WFP
7.	CBT Officer	WFP
8.	Director of the Partnerships	MVola
9.	Programme Manager	Young Progress Association
10.	General project coordinator, Civil Protection officer	BNGRC
11.	Director of Arts and Culture	Commune Urbaine d'Antananarivo

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Annex 2: List of Acronyms

ACR	Annual Country Report
CBT	Cash Based Transfers
CO	Country Office
CSP	Country Strategic Plan
BNGRC	National Office for Risk and Disaster Management
GDF	Gender Development Index
ET	Evaluation Team
FFA	Food Assistance for Assets
HQ	Headquarters
MDA	Market Development Activities
MFI	Market Functionality Index
NDP	National Development Plan
PHL	Post-Harvest Losses
QuIP	Qualitative Impact Assessment Protocol
SAMS+	Smallholder Agricultural Market Support Plus
SHF	Smallholder Farmers
TB	Tuberculosis
WFP	World Food Programme