SALOHI MYAP Midterm Evaluation Report

Final

11 July 2012

Table of Contents

Tables and Figures

Thanks!

The SALOHI team would like to thank **everyone** involved in the midterm evaluation process. In particular, we extend our thanks to the following people, without whom the midterm evaluation would not have been possible:

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The principal authors of this report include the six members of the HQ evaluation team (mentioned above) who wrote specific sections of the report, the PCU technical coordinators (Bosco Bezaka, Soloarisoa Ranoromalala, Noro Hasina Ratsimbazafy and Leandre Ramanarivo), the PCU M&E Coordinator (and now Deputy Chief of Party) Heritiana Eric Delphin, and Chief of Party Jen Peterson. Although the document is lengthy, we wanted to make as much use of the information provided by beneficiaries as possible, to respect all of their time, energy and input to this process. Although the main findings and recommendations were validated at the community level and again in a program wide workshop in Tana, it is not possible to include all of the information and data collected in this report. We apologize for any errors or omissions.

Acronyms and abbreviations

English		French/Malagasy
AB	Agribusiness	AB
ADRA	Adventist Development and Relief Agency	ADRA
CHV	Community Health Volunteer	CHV
CRS	Catholic Relief Services	CRS
CS	Cooperating Sponsor	CS
CSA	Agricultural Service Center	CSA
DBC	Designing for Behavior Change	DBC
DPMP	Disaster Prevention and Mitigation Plan	DPMP
DRR	Disaster Risk Reduction	GRC
ENA	Essential Nutrition Actions	AEN
EU	European Union	UE
EWS	Early Warning System	SAP
FARN	PD Hearth	FARN
FFA	Food for Assets	FFA/HIMO
FFS	Farmer Field Schools	FFS
FFT	Food for Training	FFT
FG	Focus Group	FG
FHH	Female Headed Households	FHH
FY	Fiscal Year	AF
GMP	Child Growth Monitoring and Promotion	SPCE
IEC/BCC	Information, Education, Communication and Behavior Change Communication	IEC/CCC
IMAs	Infrastructure Management Associations	AUE (water), AUP (roads)
IMCI	Integrated Management of Childhood Illnesses	PCIME
IPTT	Indicator Performance Tracking Table	IPTT
IR	Intermediate Result	RI
LOA	Life of Activity (five years)	LOA
LOL	Land O'Lakes	LOL
LQAS	Lot Quality Assurance Sampling	LQAS
MT	Metric Ton	MT
MTE	Midterm Evaluation	MTE
PCU	Program Coordination Unit	UCP
PCV	Peace Corps Volunteer	VCP
PD	Positive deviance	DP
PL	Farmer Leader	PL
PQ	Program Quality	PQ
Q	Question	Q
SALOHI	Strengthening and Accessing Livelihood Opportunities for Household Incomes	SALOHY
SAMBAIKA	Pregnant and lactating women's support groups	FARNG
SLUP	Sustainable Land Use Plan	GRNP
SO	Strategic Objective	OS
VSLA	Village Savings and Loan Associations	AVEC

Executive summary

Catholic Relief Services – United States Conference of Catholic Bishops (CRS), the Adventist Development and Relief Agency (ADRA), CARE and the International Development Division of Land O'Lakes formed a consortium in 2008, to implement a five year food security program entitled the *Strengthening and Accessing Livelihood Opportunities for Household Incomes* (SALOHI) Program. The program is implemented in 112 communes and 592 communities in eastern and southern Madagascar, and is funded by USAID's Office of Food For Peace (FFP). The goal of the program is to reduce food insecurity and vulnerability in 21 districts in eastern and southern Madagascar by 2014. The program has three Strategic Objectives (SOs):

1. Improving the health and nutritional status of children under five,
2. Improving household livelihoods, and
3. Strengthening community resilience and capacity to withstand shocks.

The program will cost an estimated 85,000,000 USD, which includes the value of 27,000 MT of agricultural commodities for distribution, and roughly 5,000,000 USD of cost share contributions from implementing partners and beneficiaries themselves. The program will reach approximately 100,000 chronically food insecure households over a period of five years (19 May 2009 – 30 June 2014).

Per FFP guidance, the SALOHI midterm evaluation was an **internal, qualitative** evaluation, focused on **existing program beneficiaries**. It included a review of quantitative information collected during annual and baseline surveys, a review of program outputs as reported in Annual Results Reports, input from beneficiaries and input from field staff. The midterm was conducted on two levels – a participatory field based data collection exercise was conducted from January 23 to February 10, 2012, involving 42 program staff as data collectors, and 2660 beneficiaries (62% women) in 452 focus groups and key informant interviews in 24 target communities, 22 communes, 14 districts and seven regions. The field based team focused on collecting input from beneficiaries themselves to improve program implementation over the remaining life of the program, and to evaluate the pertinence, effectiveness, efficiency, effects and potential sustainability of each program activity.

A second level evaluation was conducted by headquarters staff from all four NGO consortium members. The objective of their work was:

- To evaluate the effectiveness and efficiency of program management and internal program organization,
- To evaluate the appropriate and correct use of state of the art approaches (SOTA) and innovation in program technical strategies,
- To evaluate partner and consortium commodity management systems and monetization management,
- To evaluate the SALOHI M&E system,
- To evaluate the effectiveness of program integration and the implementation of cross cutting issues including gender, environment, governance and sustainability,
- To identify best practices and lessons learned to date, and
- To use this information to develop recommendations to improve program performance.

As of September 30, 2011, 85% of Year 1 and Year 2 financial resources had been expended, 65% of commodities received had been distributed, and 84 % of Year 2 targets reached or exceeded.

Table 1: SALOHI Resource Summary

Resource	Approved Levels (USD or MT)	Actual expenditures/ distributions as of Dec 30 2011 (USD)	Percent of Y1 - Y3 target reached (cumulative) [1]	Percent of LOA target reached[2]
Distribution commodities	27,168 MT	9,620 MT	65%	35%
Monetization Proceeds generated	$23,746,179	$13,453,280	102%	57%
Monetization expenses	$23,746,179	$7,062,918	54%	30%
202e expenses	$18,154,069	$10,611,803	74%	58%
ITSH	$7,873,846	$3,642,553	65%	46%
Cost Share	$4,553,916 (revised in Y4 PREP)	$2,678,041	70%	51%
Total Program Cost	$55,034,382	$23,995,313	65%	44%
Number of Beneficiaries	492,500 people	640,000	130%	130%

The program has made progress on nearly all proposed activities – as of September 30, 2011, 84% of Year 1 and Year 2 cumulative targets had been met or exceeded. However, two health and nutrition activities ("PD Hearth" or rehabilitation of moderately malnourished children at the community level, and SAMBAIKA groups for pregnant and lactating women) are significantly behind schedule. Governance activities at the commune level have also been delayed, and this activity will be revised as a result of the on-going political crisis.

[1] Normally the program should have reached 83% of Y3 targets by the midterm evaluation period.
[2] The program should have reached roughly 50% of LOA targets by the midterm evaluation period.

Table 2: Status of SALOHI activities, outputs and effects to date vs. Year 2 and LOA targets

Poor performing activities (0 – 25% of Y2 target)	Sub-standard or weak performing activities (25 – 75% of Y2 target)	Activities on track (75% - 100% of Y2 target)	Activities exceeding original Y2 targets (100% +)
	3277 women participated in Pregnant and lactating support groups (**28**% of Y2 target, 11% of LOA) 4614 PD Hearth participants (**55**% of Y2 target, and 25% of LOA)	2475 Community Health Volunteers trained (**95**% Y2 target, 69% LOA), and 11,559 household visits (**92**% of Y2 targets, 45% LOA) 421 growth monitoring sites (**90**% of Y2 target, 71% LOA)	408 communities touched by IEC/BCC activities (**113**% of Y2 targets, 69% of LOA)
		16,739 Farmers trained (**95**% of Y2 target and 42% of LOA) and 2080 farmer leaders (**100**% of Y2 target and 49% of LOA) 179 Agribusiness groups (**132**% Y2 target, 87% LOA)	9857 VSL group members (138**%** Y2, 35% LOA), avg. 144 USD savings per group (**177**% Y2, 140% LOA), 73% savings mobilized for credit (**160**% of Y2 target and 122% LOA) 91% of farmers adopting 2 or more promoted technologies (182% of LOA target, which was 50%)
	• 184 Km road rehabilitated (**62**% of Y2 target, 16% LOA) • Commune level stakeholders trained, plans developed, and plans submitted for approval (**26**% - 31%)	15 Social protection Centers support 1200 extremely vulnerable beneficiaries (**97**% Y2 and 48% LOA)	• 180 communities with FFA (**110**% Y2, 45% LOA) • 1629 Ha irrigated (**165**% Y2, 54% LOA) • 2726 people trained in NRM (**127**% Y2, 59% LOA) • 3830 trained in DRR (**187**% Y2, 60% LOA) • 370 communities with EWS (**113**% Y2, 61% LOA) • 359 communities with DPMP (**144**% Y2, 62% LOA)

One program activity will be modified due to changes in program context. Due to changes in the political context in Madagascar and the ongoing political crisis, SALOHI program staff will *not* provide training or support to commune level officials, but will focus governance efforts on strengthening community capacity and the capacity of community based organizations to affect food security decision-making at the commune level (IR 3.4). **The Results Framework and Indicator Performance Tracking Table (IPTT) have been modified** to reflect this change (Appendix A & C). In addition, a number of program targets have been revised based on results achieved to date, and based on input from program beneficiaries during the midterm. These

revised targets are incorporated into the Results Framework and IPTT presented in the Appendices.

The SALOHI program has made important achievements, training 2475 new community health volunteers (doubling the number of CHVs in each community, and meeting 97% of Y2 targets, and 55% of LOA targets), creating 1926 farmer field schools (and training 16,739 farmers, 45% of whom were women), creating 465 village savings and loan associations (who have collectively saved over 67,000 USD), distributing 9,620 MT of food (FFA+ MCH distributions), and supporting 1200 extremely vulnerable urban households through the safety net component of the program (see Table 2). These activities are having notable impacts on beneficiaries' lives, which have been documented in program success stories and shared with local media and development partners.

The midterm evaluation team has formulated 114 detailed recommendations and 13 general recommendations for the remaining life of the program. These recommendations do not suggest major changes in program design or strategy; rather, they suggest tweaking program implementation at the field level, to improve program quality, anticipated impacts and ensure sustainability. A full list of midterm evaluation recommendations and a suggested action plan is included in each section of the report, and priority recommendations are summarized in Section 8 of the report.

Priority programmatic improvements to be made include:

1. Focus on program quality, and sustainability. Through practical field training, improve the **capacity** of **community** groups to maintain key program activities after program support ends (leadership/advocacy, group dynamics, resource mobilization and communication training for community health volunteers, women's health groups, farmer leaders, VSL groups, infrastructure management associations and disaster risk reduction committees). Ensure official recognition of all SALOHI groups, with clear goals and objectives for each group, roles and responsibilities for all group members, and internal rules and regulations (simple, standard processes). Link *each* group to key service providers, and critical sectoral stakeholders.
2. Improve the **communication** skills of technicians, field staff and community leaders using more innovative, locally appropriate communication approaches, like DBC/Behave, integrate the results of formative research including barrier analyses into each communication message and tool, and develop and disseminate easy to use communication tools, evaluate their impact, and continuously improve their content; target those who influence behavior as well as direct program beneficiaries, to affect lasting change. Plan frequent, intense and equitable interactions, using household visits and peers when possible, to personalize each communication event.
3. Improve **supportive supervision** to field agents and community health volunteers using SALOHI Program Quality tools, staff supervision checklists and TOPS tools. Re-evaluate coverage ratios (number of communities per field agent) so that one field agent doesn't cover more than 10 – 15 FKTY. Improve PCU support to partners with one on one visits, with post visit debriefings to Program Managers;
4. Increase **cross visits** for beneficiaries and local stakeholders, to increase the dissemination of best practices and lessons learned (at least one per commune per quarter, especially in Year 5, the program's Exit Year);
5. Increasing program **integration** (both within SOs and between SOs). Specifically, ensure all SAMBAIKA groups include nutrition gardens, promote the production of nutrient rich foods and dietary diversification with FFS groups, and include nutrition and hygiene

actions in DPMPs. At least 50% of al FFS groups should include VSL and AB training and capacity building (promote the five skill sets). The link between GMP sessions, and the rehabilitation of malnourished children identified during GMP sessions, and follow up of those children during household visits, should be made clear to SO1 field agents. Reinforce SO3 field agents and technicians understandings of the links between DPMP (using the new standard format developed with Robert Patton, and simple models from Niger MYAPs), EWS, SLUP and FFA activities. Do not begin any FFA activities until approved, complete, thoughtful DPMPs have been developed and reviewed by the PCU SO3 coordinator, or the SO3 WG. Protect hillsides and watersheds with environmental measures BEFORE starting FFA activities (CRS model).

6. Strengthen **partnerships** and **linkages** with local stakeholders, during local integrated fairs and commune level town hall meetings, regular (quarterly) meetings, and exchanges of contacts or even contracts with local beneficiary groups, where appropriate.
7. Schedule **quarterly meetings** with local officials at all levels (commune, region, national) to increase local ownership, buy in and facilitate support to communities after program withdrawal;
8. Increase the involvement of **men** in health and nutrition activities with "take your child to growth monitoring" days (or special events), household visits that target all caregivers in the home, and advocate for the support of local authorities to promote GMP sessions, CHVS and SAMBAIKA groups. Promote the involvement of **women** in disaster risk reduction groups, using positive deviant models, videos, and success stories. Explore and eliminate the barriers that limit women's participation in IMAs and DRR committees.
9. Reinforce **environmental messages** and natural resource management capacity at the field agent and community levels through field agent training, and the dissemination and evaluation of environmental IEC/BCC tools (already underway).
10. Strengthen **governance** programming by increasing staff training in good governance. Integrate governance tools and approaches more effectively in all program activities (review training modules, tools and messages). Provide more one on one field based support to extension agents and technicians in governance principles and practices. Develop and disseminate simple IEC/BCC tools with specific governance actions.
11. Focus on **data quality**. Strengthen field agent understanding and use of activity monitoring forms, improve data entry and verification, simplify indicator definitions and the IPTT, and make data reports more user friendly and field friendly.
12. Ensure all partners have auditable **commodity management** systems, and strengthen end use checking. Update the sorghum ration in the south to include 1 kg of rice per person per day, to reflect local labor costs and the lower cost of sorghum on the market.
13. **Program managers** and the PCU team should focus on under-performing areas (PD Hearth, SAMBAIKA groups and governance), develop and disseminate easy to use tools for field staff and beneficiaries, increase cross training visits, strengthen program integration and linkages, and **begin graduation** of community groups and CHVS.

In general, SALOHI HQ staff, field staff, program beneficiaries and local stakeholders believe the SALOHI program is having important and tangible impacts on people's lives. Many beneficiaries and stakeholders asked that the program be expanded to new zones, or continued beyond the five year life span. According to focus group discussions and field staff, program activities are pertinent, and the program is generally well designed. However, **implementation quality** is uneven, and needs to be improved over the next two years to ensure sustainable impacts.

1. Introduction

a) SALOHI Program Overview

In order to respond to chronic and transitory food insecurity in southern and eastern Madagascar, Catholic Relief Services – United States Conference of Catholic Bishops (CRS), the Adventist Development and Relief Agency (ADRA), CARE and Land O'Lakes formed a consortium to implement a five year food security program funded by USAID's Office of Food For Peace. *The Strengthening and Accessing Livelihood Opportunities for Household Impact* (SALOHI) Program began in May 2009 and targets 98,500 vulnerable households in 120 rural communes in 21 districts and three urban centers in Madagascar over five years (through 30 June 2014), with 55,000,000 USD in cash and cost share resources, and with 27,000 MT of food aid resources. The goal of the program is to reduce food insecurity and vulnerability in 492,500 households by 2014[3]. The program has three Strategic Objectives (SOs):

- SO1: Health and nutritional status of children under five improved
- SO2: Livelihoods of food insecure households improved
- SO3: Community resiliency to food security shocks strengthened

In addition, there are four cross – cutting themes integrated into program strategies and activities: gender, environmental management, governance and partnership to ensure program sustainability.

The program also includes nine intermediate results (IR's):

1. 96,000 households adopt recommended maternal and child nutrition practices
2. 96,000 households adopt recommended disease prevention practices
3. 79,000 smallholder farmers and 3,000 pastoralists increase food production.
4. 24,000 smallholder farmers/pastoralists expand agri-business activities
5. 28,000 households mobilize capital through membership in VSL groups
6. Authorities in 544 communities are prepared to respond to shocks (**this IR will change** as a result of the midterm evaluation, to reflect the current political context)
7. 544 communities improve management of land, water, and roads (**this target will increase**, as the final number of intervention zones is higher than anticipated)
8. 2,500 extremely food insecure families in urban areas access critical support from service providers
9. Communities influence communal decisions that affect food security in 120 target communes (**this IR will change** as a result of the midterm evaluation, to reflect the current political context)

A proposed, revised program framework is included as Appendix A.

[3] The SALOHI program originally estimated that it would reach 98,500 households, or 492,500 people, in 119 communes and 544 communities. In reality, the program now works in 592 communities in 112 communes, with an actual population of 640,000 people (based on community census data).

b) Description of key interventions and activities

Table 3: Key SALOHI activities

Program Component	SALOHI activities
Health and Nutrition	1. Growth Monitoring and Promotion (GMP; children under five) 2. Rehabilitation of moderately malnourished children using the Positive Deviance/HEARTH model (FARN) 3. Pregnant and lactating women support groups (SAMBAIKA) 4. Integrated Management of childhood illnesses using community health volunteers and home visits (IMCI; promoted during GMP, FARN, SAMBAIKA, IEC and household visits) 5. Essential Nutrition Actions (ENA)(integrated into GMP, FARN, SAMBAIKA, IEC and IMCI Household visits) 6. Information, Education, Communication and Behavior Change Communication (IEC/BCC) campaigns
Livelihoods	1. Farmer Field Schools (FFS) and farmer leaders (PL) 2. Agri-business promotion and cooperative / farmers' association formation (AB) 3. Village savings and loan associations (VSLA)
Resilience/ Disaster Risk Reduction	1. Disaster Prevention and Mitigation Plans (DPMP) 2. Sustainable land use plans (SLUP; as components of DPMP) 3. Food for Assets/ Food for Training (FFA/FFT, components of DPMP) 4. Community Based Early Warning Systems (EWS, components of DPMP) 5. Promotion of good governance principles in community based groups 6. Integration of SALOHI plans and activities in commune level development plans (this activity will be dropped, as a result of the ongoing political crisis)

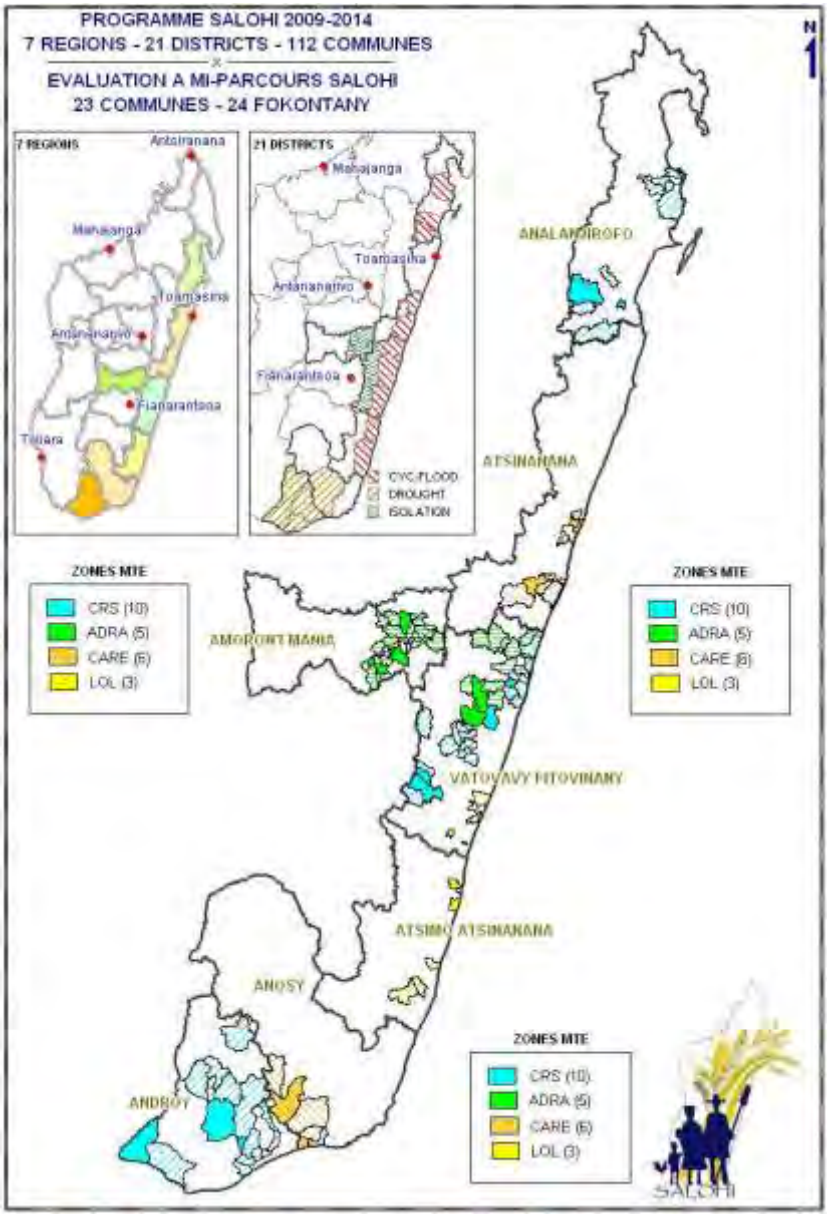
These activities are explained in more detail in the sections of this report which describe results for each strategic objective.

c) Geographic coverage of the program

The SALOHI program currently targets approximately 100,000 vulnerable households (or approximately 600,000 people) in 112 rural communes in 21 districts and three urban centers in eastern and southern Madagascar. These zones were selected based on nutritional data, poverty indicators, and vulnerability to natural disasters, as well as potential synergies with other development actors. Selection criteria are reflected in USAID's Madagascar Food Security Programming Framework, which was used to identify eligible target districts.

The east coast of Madagascar is regularly affected by cyclones and flooding, while the south is subject to recurring drought; communities in the central highlands are inaccessible by vehicles during most of the rainy season (see Figure 1).

Figure 1: SALOHI target zones by partner



The SALOHI program is currently implemented in **592** Fokontany, located in **112** communes, **21** districts and **7** regions.

- **ADRA** works in **234 Fokontany**, located in 38 communes, 5 districts and 2 regions (Amoron'i Mania and Vatovavy Fitovinany) ;
- **CARE** (with CRS for SO1) works in **85 Fokontany**, 15 communes, 3 districts and 2 regions (Anosy and Atsinanana)
- **LOL** works in **91 Fokontany**, 11 communes, 4 districts and 2 regions (Vatovavy Fitovinany and Atsimo Atsinanana). LOL staff are also seconded to CRS in the South, and CARE in the East.
- **CRS** and its local church partners CARITAS, ODDIT, FITEA, BDEM and ODDER work in **182 Fokontany**, 48 communes, 11 districts, and 3 regions (Androy, Vatovavy Fitovinany, and Analanjirofo)

d) SALOHI structure and organization

The SALOHI program builds on 15 years of previous Title II funding in Madagascar, and it is implemented by a consortium of international NGOs with CRS serving as the consortium lead and the primary grant recipient. Key program partners include ADRA, CARE and Land O'Lakes. In addition, activities in CRS zones are implemented by local church partners, including CARITAS (in Fenerive Est, Vavatenina and Mananara North), BDEM (in Mananjary and Nosy Varika), FITEA (in Ikongo and Ifanadiana) and ODDER (in Androy). In CARE zones, CRS partners including ODDER and ODDIT implement health and nutrition activities. Land O'Lakes provides additional technical support to CARE in Vatomandry/Mahanoro, and CRS in Androy (Figure 2).

The SALOHI program is managed by a Program Coordination Unit (PCU), based at the CRS/MG office in Antananarivo. The PCU is managed by a Chief of Party (a CRS staff member), who is responsible for overall program quality, reporting, representation and compliance with donor rules and regulations. In addition, there is a technical assistance team, composed of a health and nutrition coordinator (seconded from ADRA), a livelihoods coordinator (from Land O'Lakes), a Disaster Risk Reduction/Resilience Coordinator (from CARE), and a governance coordinator (from CARE), who are in turn coordinated by the Deputy Chief of Party (from CRS). The Resource Management team consists of an Admin/ Finance/ Compliance Director (CRS), a Commodities Director (CRS), and a Monetization Manager (from Land O'Lakes). A Monitoring and Evaluation Coordinator, an International M&E technical advisor, an Early Warning Systems Technical Advisor and a Communications Director (all CRS staff members) complete the team (Figure 3)[4]. The role of the PCU is to develop overall implementation strategies and guidelines for program partners, provide technical oversight, identify (and resolve) implementation problems, measure program progress and impacts, and share lessons learned. PCU staff also represent the consortium in national and international workshops and fora.

SALOHI consortium members share a common vision to work together in synergy and through partnerships with other actors to ensure efficient management, and are dedicated to quality interventions with a focus on capitalization, transparency and promptness, resulting in tangible and sustainable impacts in terms of human, social and economic development for vulnerable populations. Consortium values include building on proven experience and expertise, responsiveness and transparency, responsibility for program quality, participant driven, sustainability and potential for scaling up and integration with new programs (*CRS/MG SALOHI Final Proposal submitted to USAID/FFP, Appendix 21: Consortium Management Plan*).

As a reflection of these principles and values, consortium management is based on consensus building and active coordination. SALOHI staff participate in regular information sharing and problem solving meetings at all levels. The SALOHI advisory committee meets twice per year, and is made up of consortium member Country Directors, the SALOHI Chief of Party, UN agencies, government stakeholders, other USAID funded partners, and private sector development actors. The role of the advisory committee is to serve as technical, strategic and policy resources to the program, facilitate coordination of SALOHI activities with other in-country initiatives, and ensure compliance with government policies, as well as international norms and best practices. The advisory committee reflects the principles of governance, inclusiveness, transparency and accountability promoted by the SALOHI program (*SALOHI Advisory Committee Terms of Reference June 2010*).

Consortium Country Directors meet monthly, and focus on problem solving/conflict resolution at the institutional level, responding to changes in the operational context, risk management, compliance issues, and providing strategic support and advice to the Chief of Party.

[44] It should be noted that the original proposal did not include a communications specialist – this position was added in 2011. The M&E advisor completed his 2 year contract in October 2011. The Early Warning Specialist was hired in 2011, to replace technical assistance which was to have been provided by WFP. He is based at the WFP office in Antananarivo.

Every three months, program managers, technical staff, M&E staff, finance/admin staff and commodity management staff for each consortium partner meet in working groups to discuss program progress to date, resolve implementation problems and constraints, identify challenges and risks, and share best practices, lessons learned and plans for the upcoming quarter. These consortium management mechanisms have helped the team monitor program progress and share best practices and lessons learned, despite the large geographic coverage of the program.

Figure 2: SALOHI Organogram

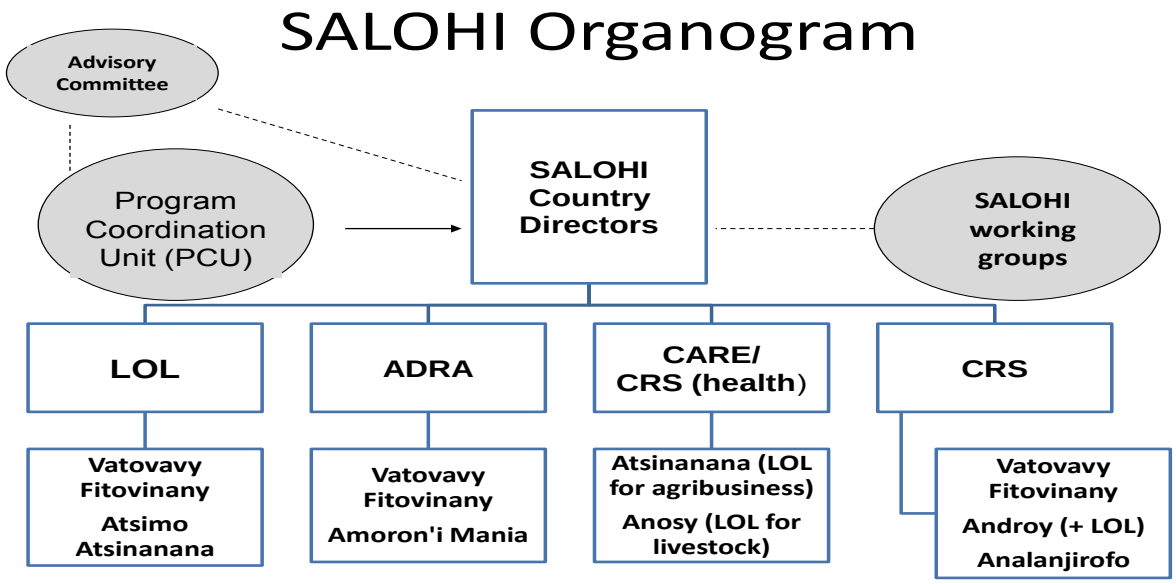
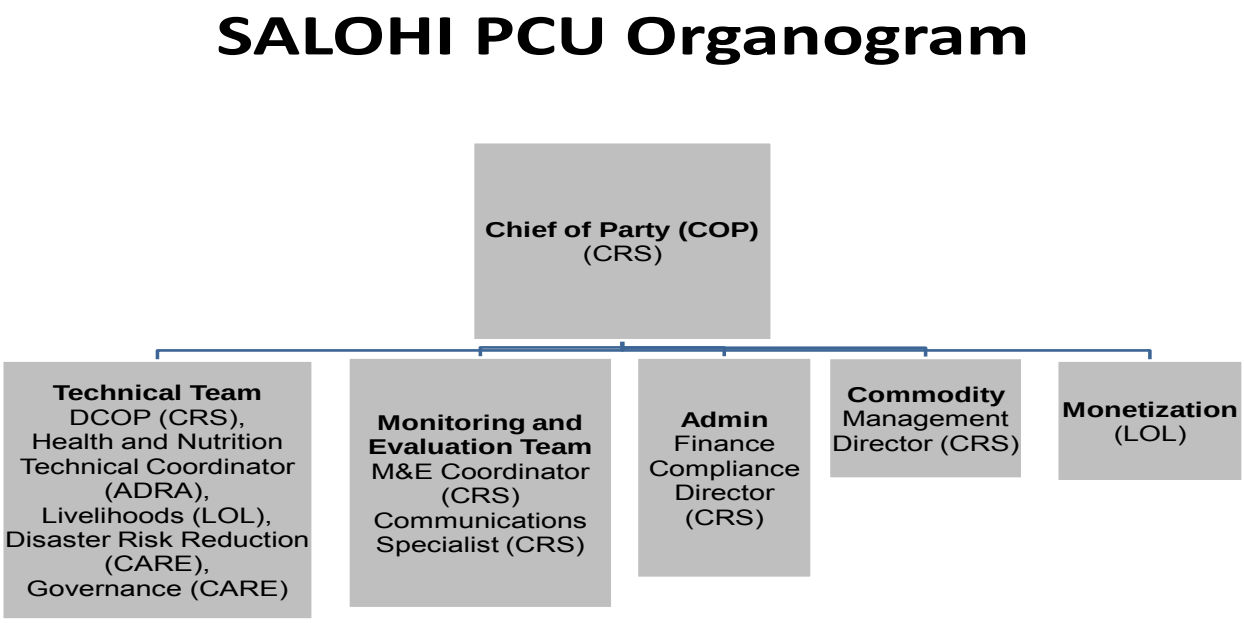


Figure 3: Program Coordination Unit (PCU) organogram



e) Implementation history and issues to date

The program was officially launched by the US Embassy in July 2009, and in September – November by consortium members in the field. The first three months were focused on staffing and procurement, and the second quarter (October – December) on the baseline survey. At the time of the midterm evaluation (January – March 2012), the program was exactly at the mid-point in its program life, with 24 months of field implementation (January 2010 – December 2011). 268 communities out of the 544 targeted in the proposal had been reached with the complete package of health/ nutrition, livelihoods and disaster risk reduction (DRR) activities. 144 communities were added in Year 3 by CRS (19) and ADRA (125), for a total of 592 communities target by the end of the program.

Since the program was launched, harmonized technical strategies were rolled out in January – February 2010 (following analysis of program baseline data), the baseline data itself was disseminated in March 2010, and the program monitoring and evaluation (M&E) system was rolled out in a series of training sessions from April - October 2010. In addition, an M&E workshop was organized by FANTA and the local USAID mission in August 2009, and an overall orientation program in September 2009 helped provide staff with a common vision of program goals, objectives and activities. Annual results reporting and program planning workshops and quarterly working group meetings facilitate program coordination, sharing of best practices and the resolution of common problems. Town Hall Meetings were held in each region in 2011, to disseminate program progress to local stakeholders.

The program has operated in a relatively difficult political context, since a military coup in March 2009 resulted in the resignation of the former democratically elected President Mark Ravalomanana and the empowerment of a transitional government led by the former mayor of

Antananarivo, Andry Rajoelina. Although this situation has resulted in the imposition of political restrictions by the US government and most international donors, the situation has not had a significant impact on the day to day implementation of program activities. It has, however, limited program collaboration with government partners, which will negatively affect overall program sustainability. The loss of all western international development assistance has also contributed to the overall impoverishment of the population, the closure of several factories and loss of tourism revenues. Life has become more difficult and more expensive for most Malagasy since the program began.

Volatile fluctuations in worldwide commodity prices have affected monetization, which requires continued vigilance in food aid management. In addition, cyclone Hubert and tropical storm Bingiza affected SALOHI program areas in the East, South East and even the South (with drought in 2010 and flooding in 2011), although they did not require shifts to emergency programming.

Overall, the SALOHI program is generally on track to achieving anticipated Life of Activity targets, intermediate results and goals. Areas requiring additional attention include the rehabilitation of malnourished children (PD Hearth), pregnant and lactating women support groups (SAMBAIKA) and governance interventions at the commune level. A detailed update of SALOHI progress to date is included in Appendix B.

2. Midterm Evaluation Materials and Methods

The mid-term evaluation, combined with the baseline survey, routine data collection and final evaluation, serves as part of a package of monitoring and evaluation tools which are used by USAID, SALOHI staff, local stakeholders and beneficiaries to evaluate program implementation and impact. The mid-term evaluation was conducted at the mid-point in the life of the SALOHI program (2.5 years). The mid-term evaluation focused on results achieved (output indicators, outcome indicators and intermediate results) and processes (what activities were conducted and how have they been carried out), with more emphasis on the latter. It also focused on (i) the identification of weaknesses / strengths and constraints / opportunities in program implementation, (ii) the formulation of lessons learned and recommendations, and (iii) the development of an action plan to improve overall program performance.

The overall objective of the mid-term evaluation was to inform program staff and partners of program progress (including how activities have been implemented), in order to identify lessons learned and improve program implementation during the remaining life of the program. The specific objectives of the SALOHI mid-term evaluation were:

a) To evaluate the **pertinence** of the program in terms of the perceptions, reactions and feelings of program beneficiaries, and their level of acceptance of and **participation** in the implementation of program activities;

b) To evaluate the **effectiveness** of the program, determining the level of achievement of planned activities, the level of achievement of intermediate results, and measure and explain deviations from what was expected. It also assessed what beneficiaries have learned and what knowledge has been gained by participating in program activities;

c) To evaluate the **efficiency** of the program, including (i) targeting of individuals, groups and communities, (ii) the organization of the program, and respect of consortium principles and values, (iii) program management and food distribution, (iv) the inclusion of cross-cutting issues (gender equality and equity, environmental protection, good governance, partnership and sustainability), (v) the integration of program components (health and nutrition, livelihoods and disaster risk reduction) and (vi) the establishment of partnership and synergy with other projects and programs; and (vii) the functionality of SALOHI management structures (PCU and Working Groups);

d) Assess the **effects** of the program to date, determining if desired changes in attitudes and behaviors have been achieved in the areas of health, agricultural production and preparation for and prevention and mitigation of the consequences of shocks. It is also important to determine how (and how much) the program has contributed to strengthening community institutions and community cohesion;

e) Assess the **sustainability** of program results, assessing the probability that these results are likely to continue after support ends. Focusing mainly on (i) the level of collaboration between the program and local actors, (ii) the level of involvement and empowerment of beneficiaries in program implementation and decision making; (iii) the level of involvement of local public service providers in monitoring activities, (iv) the extent to which the capacity of stakeholders and local communities are strengthened, and the creation of linkages with local institutions ensured; (v) the level of functionality,

efficiency and sustainability of community support groups (health volunteers, SAMBAIKA, FFS, Farmer Cooperatives, Early Warning Systems), community management structures (VSL, natural resource management, infrastructure management associations) and community infrastructure;

Priority evaluation elements for the midterm evaluation are detailed in the Mid-Term Evaluation Scope of Work (Appendix D).

In general, the mid-term evaluation permitted the SALOHI team to:

- Identify progress against expected outcomes (outputs and intermediate results),
- Revise targets and update the IPTT,
- Review and improve implementation strategies, approaches and activities,
- Identify what is working well, and why, and/or not working well (factors contributing to the success or failure of each activity or approach)
- Identify constraints and difficulties as well as opportunities and success,
- Make recommendations to improve performance and increase chances to ensure that anticipated effects and final impacts are achieved,
- Develop an action plan including corrective actions to improve program performance

Sources of data presented in this report:

Quantitative data on immediate results (outputs) came from the program monitoring system (*fiche de synthèse de synthèse*, including summary data for each SALOHI activity, from each SALOHI community, tabulated in Excel). Data related to intermediate results (outcomes) was drawn from the 2011 SALOHI annual survey (using LQAS methods). Most of the findings and recommendations in this report regarding program quality and implementation processes come from focus group meetings conducted in the field with beneficiaries by SALOHI staff January 16 – February 10th (Focus group tools used are included in Appendix H). Additional recommendations come from consortium partner HQ staff, who reviewed program strategies and reports, met and interviewed SALOHI staff, and focused mostly on program efficiency (targeting, organization, integration, partnerships and functionality).

Limits to the interpretation of data presented in this report

This evaluation was only conducted with SALOHI beneficiaries – people living in target communities who had actively participated in program activities to date. Results are *not* comparable with the baseline survey, which targeted a representative sample of all people living in the target zone. The final evaluation will include both types of community members, to evaluate overall program impact in target zones.

In addition, the SALOHI team only visited sites which they could access – during the midterm, flooding in the South of Madagascar (surprise!) required the data collection team to change one community. Moreover, the sample was purposive, meaning the team purposely and not randomly selected well performing, non performing and "average" sites, to explore some of the factors that contributed to the success and failure of those sites. Although the team did select some sites that

were quite difficult to access (the longest walk was 6 hours, round trip), sites in Nosy Varika were excluded from the survey, due to the distance and time required to reach those sites.

Sampling Frame

Qualitative methods do not require random sampling. However, a suitable method for selecting evaluation sites was developed to obtain results that are useful to improve program performance throughout SALOHI intervention zones. Instead of a random sample, a purposive sample based on practical methodological and logistical criteria was used. All locations where SALOHI activities had been implemented were eligible to be included in the sampling frame. The evaluation included communities where the SALOHI program is progressing well, and communities where program implementation has been problematic (a list of proposed criteria used by field staff to separate high performing communities from low performing communities was developed and is included in Appendix F). Logistical criteria related to the accessibility of communities at the time of the survey also determined the final list of communities selected. In light of these considerations, the following sampling procedures were used for the mid-term evaluation:

Stratification of SALOHI communities into five geographic and socio-cultural areas:

(1) South (CARE/Anosy/Amboasary, and CRS/Androy - Ambovombe, Bekily, Beloha, Tsihombe),
(2) South East 1 (ADRA, Nosy Varika, Mananjary, CRS/FITEA Ikongo, CRS/BDEM Mananjary, Nosy Varika, Ifanadiana)
(3) South-East 2 (LOL/Manakara, Farafangana, Vohipeno, Vangaindrano)
(4) Center (ADRA/ Ambositra, Fandriana, Manandriana;) and
(5) East (CARE/Vatomandry, CARE/Mahanoro, CRS/CARITAS Mananara, Fenerive and Vavatenina)

And eight clusters (ADRA Center, ADRA/South East 1, LOL South East 2, CRS/BDEM and CRS/FITEA South East 1, CARE South, CRS/ODDER South, CARE East and CRS/CARITAS East). Three fokontany (communities) in each cluster were selected - a fokontany where the program is working well, one where the program is working "just ok", and one where the program is not working well, for a total of 24 fokontany (communities). A list of communities included in the midterm evaluation and criteria used to select them are presented in Appendix F.

In each fokontany, the evaluation team interviewed:

1. Local health officials (CSB)
2. A focus group of Community Health Volunteers (CHVs),
3. Women participating in SAMBAIKA groups
4. Caretakers of children who participated in PD Hearth programs
5. Caretakers of children who participated in growth monitoring and promotion events (GMP)
6. Women who received MCH rations
7. Men and women farmers participating in farmer field schools (FFS)
8. FFS Farmer leaders (men and women)
9. Farmers participating in agribusiness activities or farmers' associations (men and women)

10. Village Savings and Loan Association (VSLA) members (men and women)
11. Infrastructure Management Associations (IMA)
12. Men and women who participated in Food for Work/Food for Assets (FFA)
13. Disaster Risk Reduction (DRR) committee members and
14. Local leaders and stakeholders (regional, district, commune, NGO, FKTY)

Focus groups were conducted in participants' homes, offices (for key informants) or community spaces, and generally included 8 – 15 program beneficiaries (people who participated in the activity being evaluated). SALOHI staff did not interview the same people if they participated in more than one program activity, in order to collect a diversity of voices and opinions. Where possible, both men and women participants were interviewed, and in some cases (for FFA), they were interviewed separately, to ensure that everyone's voice was heard.

Focus group discussion tools are included in Appendix H. These tools were not meant to be followed in a rigid manner, but rather serve as guides to promote discussion on key topics, allowing program beneficiaries to express their opinions about each activity freely and openly.

In addition, site visits were conducted to beneficiary households, FFS fields and infrastructure sites to visually evaluate the adoption of improved practices. End use checking was also conducted with 120 beneficiaries (five in each community), to solicit food aid recipient feedback on the quantity and quality of food distributed, and on the food distribution process.

The Evaluation Team

Learning and capacity building were key components of the SALOHI midterm evaluation. The evaluation was organized by the PCU, with the active participation of each consortium partner. Field supervision was conducted by PCU staff. USAID staff (Regional staff from USAID/FFP/Pretoria and USAID/Madagascar) participated as observers in the data collection training program, field data collection, and the data analysis workshop.

For the collection of qualitative data in the field, four teams were formed, and data was collected over the course of a three week period (January 24 – Feb 10). Each team included eight people (see Table 4 below), for a total of 32 data collectors. Each team visited communities where a different consortium member worked, to facilitate objectivity, but also to promote cross learning and sharing of best practices among program partners. The complete list of all SALOHI staff who participated in the midterm evaluation is included in Appendix E.

Table 4: Organization of field teams that collected community level data for the SALHI midterm

Type of staff member participant	NUMBER of STAFF			
	CRS	ADRA	LOL	CARE
Program Manager (head of team)	1	1	1	1
Health and nutrition specialist	2	2	2	2
Livelihoods specialist	2	2	2	2
DRR specialist	1	1	1	1

Type of staff member participant	NUMBER of STAFF			
	CRS	ADRA	LOL	CARE
Commodity manager	1	1	1	1
Monitoring and evaluation	1	1	1	1
TOTAL	**8**	**8**	**8**	**8**

Use of Mid-Term Evaluation Data

The main users of the results of the mid-term review have been:

a) Beneficiary populations: Evaluation results were disseminated to beneficiary communities during the evaluation (by team members), and by each SALOHI partner in their area of operation (after the evaluation, during Town Hall Meetings). These restitutions promote participatory monitoring and evaluation practices, as well as help communities better understand program interventions (in their own community as well as in other SALOHI zones), identify principal achievements to date, and resolve constraints. Participating in the evaluation also increased community confidence in their capacity to identify their own problems and find local solutions. They were also exposed to simple evaluation methods that they can use in the future as part of the SALOHI participatory M&E system, and also to evaluate other projects in their communities.

b) Program Staff. Participating NGO staff participated in the evaluation. This enabled them to identify for themselves the weaknesses and strengths of activities undertaken during the period evaluated. They identified lessons learned and approaches to improve the delivery of program services. Program Managers used evaluation results to improve program planning, revise targets, correct inequalities in program implementation, and generally make midterm adjustments to ensure the achievement of results.

c) The Program Coordination Unit (PCU) used evaluation results to improve technical and administrative support provided to implementing partners, and to adjust strategies and refine approaches. In particular, the PCU identified lessons regarding (i) communication for behavior change and local advocacy, (ii) the implementation of SALOHI's exit strategy, (iii) supportive staff supervision and the need for simplified training tools, (iv) and strengthening the integration of cross-cutting issues (gender, environment, governance and sustainability) to improve program performance. The PCU, in collaboration with implementing partners, developed an action plan to ensure achievement of program results and the sustainability of effects and impacts (Section 8).

d) Other projects and NGOs. Other development actors participated in the assessment process, and results were disseminated to NGO partners at the national level. Partners can use these results to improve collaboration and synergy with the SALOHI program, and to draw lessons for their own projects and programs. Two new development programs (EU and World Bank funded) have requested copies of the SALOHI midterm report, to incorporate lessons learned in the implementation of their new programs.

e) The USAID Office in Madagascar should use assessment results to improve program monitoring, conduct discussions on specific aspects of program implementation and provide guidance to improve performance. It could also use these results to feed into reports to FFP/W.

f) The Malagasy Government was informed of assessment results to improve program support, and to mobilize the support of public service providers in technical areas, food aid management and monitoring and evaluation. Public service providers could also use evaluation results to improve their support to and collaboration with SALOHI target communities.

Evaluation Questions

During the midterm evaluation, certain key issues and elements were identified as priority topics to explore during the evaluation. In the area of health and nutrition, community health volunteers (CHVs) plays a key role. Their selection, training, supervision during the year, workload and motivation are critical to program success, and were discussed with communities and partners (including public health staff). Specifically, the role of CHVs in the implementation of pregnant and lactating women's support groups (SAMBAIKA), nutritional rehabilitation groups, home visits, monitoring and promotion of child growth, and the quality of these activities were priority questions for the evaluation team. The involvement of both men and women in these activities were explored, to identify gender issues that affect program sustainability. The following table synthesizes the principal health and nutrition questions posed:

Table 5: Health and Nutrition Evaluation Questions

Activity	Evaluation Question
Community Health Agents (CHVs)	▪ Explain the selection process and evaluate the acceptance of CHVs by target populations ▪ Evaluate the quality of supervision received by CHVs and their ability to do their job/ fulfill their responsibilities ▪ Identify the functionality of CHVs (execution of field activities, scheduling, and challenges associated with roles and responsibilities) ▪ Identify the effects and impacts of CHV activities on the population in terms of behavior change, adoption of good health and nutrition practices, and improved health outcomes ▪ Identify mechanisms for the sustainability of activities initiated by CHVs in monitoring and promoting good health and nutrition practices
Growth Monitoring and PROMOTION (GMP)	▪ Explain the selection process and why people participate in growth monitoring and promotion sessions; ▪ Evaluate the quality of GMP sessions; ▪ Identify the perception of beneficiaries towards CHV's work quality, and the effects of participating in GMP activities on participants ; ▪ Identify sustainability mechanisms for GMP activities in terms of monitoring and promoting good health and nutrition practices
PD Hearth	▪ Explain the selection process for participating in PD Hearth sessions; ▪ Examine the quality of PD Hearth sessions ; ▪ Discuss the effects and impact of PD hearth activities on program participants; ▪ Identify sustainability mechanisms to ensure the effects of PD Health activities continue after the program ends

Activity	Evaluation Question
SAMBAIKA (Pregnant and lactating women's' support groups)	▪ Identify the selection process for participation in SAMBAIKA groups; ▪ Examine the quality of SAMBAIKA group meetings; ▪ Evaluate participants perceptions of the effects and impacts of SAMBAIKA groups on themselves, their families and their community; ▪ Identify sustainability mechanisms to ensure the effects of SAMBIAKA groups continue after the program ends;
Commodity distribution to pregnant and lactating women, and children 6 – 23 months of age (MCH/SF)	▪ Describe the targeting and selection process for recipients of maternal child health rations (supplemental feeding) ▪ Evaluate the quality of food aid distribution events; ▪ Identify the effects and impacts of MCH distribution on participants and their households ▪ Explore the perceptions of food aid recipients regarding what will happen when food aid stops;
Collaboration with local health centers (CSB)	▪ Describe coordination efforts between the local health center staff and the SALOHI program; ▪ Evaluate the degree of interaction between and partnership with local health staff and CHVs; ▪ Describe the perceptions of local health staff regarding the effects and impacts of the SALOHI program ▪ Describe sustainability mechanisms for SALOHI activities and effects

In terms of livelihoods activities, the creation of technical assistance to and support for farmer field schools (FFS) are essential program activities to increase the productive capacity of local farmers, and to reorganize local farming structures. The FFS strategy must be clearly defined for field agents and farmers alike, with a common understanding based on real farmers' needs and priorities. The quality of technical support received by farmers groups, as well as the applicability and effectiveness of the techniques promoted during learning and after adoption (including the evaluation of yields and agricultural production), were discussed by the evaluation team. Moreover, it is hoped that village savings and loans enable households to mobilize savings to support priority economic activities. The actual uses of VSL credit and illustrative impacts of participation in VSL activities were explored and documented. Constraints that limit the participation of both men and women in livelihoods activities, and differential impacts on men and women of these activities, were identified during the midterm evaluation. Finally, the team tried to identify why things are working well, and/or not working well (factors contributing to the success or failure of each activity or approach). The following table synthesizes the principal livelihoods questions posed:

Table 6: Livelihood Evaluation Questions

Activity	Evaluation question
Farmer Leaders	▪ Identify how farmer leaders were selected ▪ Evaluate how farmer leaders are trained and supported ▪ Describe the effects of farmer leaders and their activities on the community ▪ Describe sustainability mechanisms for Farmer Leader activities

Activity	Evaluation question
Farmer Field School (FFS)	▪ Describe the governance of FFS groups ▪ Describe the quality of support received by FFS groups ▪ Identify the degree of acceptance, applicability and diffusion of promoted techniques
Agribusiness	▪ Describe how agribusiness groups are governed ▪ Evaluate the quality of support received by the program ▪ Describe how agribusiness groups function ▪ Identify the effects of agribusiness groups on revenue and livelihoods of members, and households ▪ Describe the sustainability of agribusiness activities
Village Saving and Loans (VSL)	▪ Describe how VSL groups are governed, and evaluate their functionality ▪ Describe how VSL groups are supported by Program staff ▪ Evaluate the effects of participation in VSLAs on members' revenue and livelihoods ▪ Identify the sustainability of VSL activities and impacts

In terms of community resilience, effective community buy-in and community capacity to maintain structures and infrastructure is a real challenge. It requires that (i) communities are aware of the need for collective action to prevent and mitigate shocks (in addition to actions taken by individual households), (ii) early warning systems (EWS) are effective and functional, and (iii) relevant plans for prevention and mitigation are developed and have a high probability of being executed. The roles and responsibilities of men and women in the management of community infrastructure, and their effective participation in local DRR committees, were explored. The effectiveness of support to social protection centers was also addressed with regards to their support to extremely vulnerable urban families. The team also tried to understand why things are working well, and/or not working well (factors contributing to the success or failure of each activity or approach). The following table synthesizes the principal livelihoods questions posed:

Table 7: Resilience Evaluation Questions (asked during Focus Group Meetings with beneficiaries, and during interviews with Social Protection Center staff)

Activities	Evaluation questions
Disaster Risk Reduction (DRR)	▪ Describe how local DRR committees are governed, and evaluate how well they function ; ▪ Describe program support to DRR groups; ▪ Evaluate the quality of DRR committee activities ▪ Identify the effect of DRR groups on community resilience ▪ Identify sustainability mechanisms and the sustainability of DRR activities
Food For Assets	▪ Describe how FFA participants are identified and selected ▪ Describe how people participate in FFA activities, and evaluate the quality of

Activities	Evaluation questions
(FFA)	this participation (degree of local ownership). ▪ Describe the effects and impacts of FFA activities on participants, participant households, and on community assets ▪ Identify sustainability mechanisms within FFA activities
Infrastructure Management Associations (IMAs)	▪ Describe how local Infrastructure Management Associations (IMAS) are governed, and evaluate how well they function ; ▪ Describe program support to IMAs; ▪ Evaluate the quality of IMA committee activities ▪ Identify the effect of IMA groups on community resilience ▪ Identify sustainability mechanisms and the sustainability of IMA activities
Social protection activities with extremely vulnerable households in urban areas	▪ Describe how social protection center participants are identified and selected ▪ Describe how social protection activities are managed and evaluate how well they are implemented by Center staff (food distribution, communication, training) ▪ Identify the level of access to social services by Social Protection program beneficiaries ▪ Describe the effects and impacts of social protection activities on participants, participant households, and on household assets ▪ Identify sustainability mechanisms within Social Protection activities, and the sustainability of services provided by these centers

In terms of food aid management, effective and efficient food distribution is important for program success. The use of food aid recipient cards was evaluated by HQ staff, and the risk of double counting food aid beneficiaries was assessed. Targeting of food recipients, the efficacy of food aid management systems, and the extent of end-use monitoring of food aid were explored. HQ staff also attempted to capture why things were working well, and/or not working well (factors contributing to the success or failure of commodity management systems).

Cross cutting principles including gender equity and quality, environmental protection, good governance and partnership are essential to program sustainability. The degree to which environmental reflexes have been developed by program field staff were evaluated. The degree to which good governance principles have been integrated into training programs was also explored. In addition, input from local authorities was solicited to ensure that SALOHI activities are eventually integrated into local development plans. Opportunities for increased community input into commune level food security decision making were identified. The team identified activities that are progressing well, and why, as well as those that are not working well (and the factors contributing to the success or failure of each activity or approach).

Finally, the program monitoring and evaluation system was assessed. Methods and tools for data collection, storage, processing and use were explored by HQ monitoring and evaluation staff. Recommendations were solicited to ensure that data quality meets internationally recognized standards, and to simplify the M&E system so that it can be correctly and completely

implemented. The team attempted to capture why things are working well, and/or not working well (factors contributing to the success or failure of the M&E system).

In addition to issues surrounding field program implementation, the HQ team evaluated the quality of services and support provided by the PCU and various program working groups, including their functionality and efficiency. The team identified PCU support activities that are working well, and/or not working well (and factors contributing to their success or failure).

All of the data collection tools used by SALOHI partners during focus group discussions (see Appendix H) were developed during the MTE training workshop, which was held in Ambositra, Madagascar from January 16 – 20th, and included the entire data collection team (see Appendix E). Tools were field tested in ADRA program sites, modified, and distributed to each team at the end of the workshop. They were developed in French, reviewed by workshop participants, translated into Malagasy, field tested, refined and then translated back to French and Malagasy. Evaluation questions were formulated based on evaluation objectives, in collaboration with PCU SO technicians and M&E staff.

Prior to the beginning of each focus group meeting, the objectives of the focus group were explained, as well as how data would be used by the program to improve performance. Participants were asked for their informed consent before each session, which was tape recorded. The specific informed consent form used is included on Page 3 of the SALOHI Midterm Data Collection Field Guide (Appendix H).

3. Evaluation Results by Strategic Objective

In this section of the report, consolidated qualitative results from both the field based, participatory data collection process involving beneficiaries (focus group and key informant surveys), and from desk audits and staff interviews conducted by consortium partner HQ staff, is presented. For each Strategic Objective (SO), the following information is summarized:

- Brief description of program interventions (implementation strategies, processes)
- Implementation progress and achievement of results (outputs, intermediate results, targets)
- Discussion of evaluation questions (including beneficiary targeting, efficiency, effectiveness, program quality, program integration, and cross cutting elements such as gender, environment, good governance and partnerships and anticipated program sustainability)

In general, results from the field based qualitative data collection process are presented first, followed by findings and recommendations from HQ staff regarding technical implementation approaches and strategies.

SO1: Health and Nutritional status of children under five improved

A. Brief description of health and nutrition interventions:

One of the three objectives of the SALOHI program is to improve the health and nutritional status of children under five years of age, primarily through the promotion of Essential Nutrition Actions (ENA) and the Integrated Management of Childhood Illnesses at the community level (IMCI-C), which are incorporated in the following activities:

1. Monitoring and promoting the growth of children 0 – 59 months of age, which involves regularly tracking the growth of each child in target communities and providing mothers with practical advice and guidance for each child, depending on their age group and nutritional status (**GMP**);
2. The Positive Deviance/Health (**PD Hearth**) approach is a community based approach to the rehabilitation of moderately malnourished children, based on the identification of model mothers within the community who have healthy children, and promoting the use of local food resources.
3. Another positive deviance model, pregnant and lactating women's support groups or **SAMBAIKA** groups involve organizing pregnant and lactating women into mutual support groups, which meet monthly. These groups promote cross learning and sharing

of best practices between mothers (new and old), and include model mothers who have healthy children and had successful pregnancies, and who can share locally appropriate best practices. The special nutritional needs of pregnant and lactating women, pregnancy danger signs and pre and post natal health practices are promoted, in addition to traditional AEN and IMCI-C messages. This approach aims to prevent malnutrition before it starts by targeting children in the womb, and takes advantage of appropriate life cycle opportunities to make sure women get the right message at the right time from the most appropriate people, in the right language.

4. Key disease prevention practices (IMCI-C) are communicated and shared during household visits conducted by CHVs, and during mass communication campaigns. They are also integrated into GMP communication calendars, SAMBAIKA sessions and PD Hearth sessions.
5. Supplemental rations are distributed to pregnant and lactating women, and to children 6 – 23 months of age to meet the nutritional needs of these vulnerable community members, especially during periods of dietary challenges (hungry season, complimentary feeding).

In addition to these main health and nutrition activities, the field evaluation also involved key informant interviews with CHVs and health center staff, to explore key issues around CHV motivation, workload and partnership between CHVs and CSBs (health center staff).

The methodology used for the evaluation of S01 activities was largely qualitative and included a literature review of S01 related project documents, key informant interviews (SALOHI S01 program staff and available partners) and a review and analysis of beneficiary level data collected from focus group meetings in 24 target communities by program staff. Questions addressed are related to program design; program management; implementation and integration and technical strategies.

B. Key Health and Nutrition Results

Table 8: Health and Nutrition Outputs

	Results as of September 30 2011	Year 2 Targets	Percentage of Target Achieved	Life of Program Target	Percentage of LOP target achieved
Number of Community Health Volunteers trained	2475 (64% women)	2564	97%	3580	69%
Number of caregivers who have received home visits	11,559	12,582	92%	25,447	45%
Number of growth monitoring and promotion sites	421	466	90%	544 (now 592, or 100% of all SALOHI FKTY)	71%
Percentage of children under five who participate in growth monitoring an promotion	55%	65%	0	75%	0%

	Results as of September 30 2011	Year 2 Targets	Percentage of Target Achieved	Life of Program Target	Percentage of LOP target achieved
Number of malnourished children who participated in PD Hearth sessions	4,614	8,744	55%	18,600	25%
Number of pregnant and lactating women who participated in SAMBAIKA groups	3,277	11,646	28%	29,856	11%
Number of communities in which IEC/BCC campaigns were held	408	362	113%	544 (now 592, or 100% of all SALOHI FKTY)	69%

Table 9: Health and Nutrition Intermediate Results and Impacts

	Baseline	Annual Survey **	LOP Target	% of Life of Program Target Reached
% of children 0 – 6 months of age breastfed within one hour of birth	71%	74%	91%	15%
% of children 0 – 6 months of age exclusively breastfed	56%	70%	76%	70%
% of women who consume foods rich in Vitamin A	36%	43%	61%	28%
% of women who consume foods rich in iron	11%	24%	36%	52%
% of caregivers reporting proper personal hygiene behavior (hand washing at least 2 critical moments)	35%	62%	55%	135%
% of caregivers reporting proper food preparation, cooking and storage	16%	27%	36%	55%

*** The baseline survey was conducted with a random sample of all households in the target zone, whereas the annual survey was an LQAS survey of beneficiary households only.*

C. SO1 midterm evaluation findings by activity

Community Health Volunteers (CHVs)

The identification of CHVs at the community level was described as participatory and democratic by program beneficiaries and CHVs themselves during focus group meetings, and it is generally consistent across all program zones. CHVs are recognized by commune level authorities, and by community members themselves. According to focus group participants, the services provided by CHVs correspond to their needs and expectations. CHVs are generally well

respected in their communities. They are perceived as role models and advisors who help meet local health needs.

The CHV approach is efficient in the sense that the implementation process was consistently followed by all SALOHI partners, from recruitment and training, to community participation to ensure effective recognition and acceptance of CHV roles and responsibilities. However, there are some weaknesses in terms of effective collaboration and partnership with local health authorities. Many SALOHI CHVs do not participate in monthly CSB meetings, and are not appropriately supervised by CSB staff.

The CHV approach is effective, in the sense that CHVs are often the primary source of new information in the community. During discussions with beneficiaries, and in particular with mothers of children under five, they cited numerous examples of new information received and new practices adopted with support from CHVs. Examples included hygiene behaviors, infant and young child feeding practices, health seeking behaviors. In addition, beneficiaries described generally improved child health (less frequent illness, weight gain, etc) in the community.

The sustainability of the CHV approach is considered highly likely by CHVs themselves, as they describe their main motivation to become CHVs is the desire to develop their community and themselves. In addition, local authorities support CHVs with official recognition and certificates of appreciation. Moreover, some CHVs have already served their communities with other programs for over 10 years, demonstrating that the approach can be sustained. However, ties with local health centers should be strengthened to ensure appropriate CHV supervision and support when the program ends.

Best Practices

- Election of CHVs by the community (vs. appointment by commune officials or health committees)
- Training and equipping CHVs BEFORE they start to work
- Encourage support from local authorities
- Monthly meetings and close collaboration between CHVs and CSB staff

Lessons Learned

- A participatory and transparent selection CHV process improves community support for CHVs and improves community participation in CHV activities;
- The support of local authorities improves mass communication events and CHV IEC/BCC efforts;
- Unresolved conflicts at the community level negatively impacts CHV activities and effectiveness;
- Coordination between SALOHI and SECCALINE CHVs in GMP events improves the quality and reporting of growth monitoring data;

Growth Monitoring and Promotion (GMP)

The pertinence of this activity is not clear in many communities. With participation rarely exceeding 50% (and in some sites much less than that), it was clear during discussions with parents that they don't bring their children to GMP sessions in order to monitor their child's

growth and development. They bring them for a number of reasons, including the desire to benefit from eventual food distribution activities, and to access primary health services.

Nonetheless, GMP activities have been systematically implemented in almost all SALOHI target communities, and implementation has followed the basic steps outlined in the SALOHI technical strategy. CHVs have been trained in GMP, and lead all GMP sessions. The existence of experienced GMP CHVs from SECCALINE and other programs (GRET, SanteNet2, etc.) has undoubtedly contributed to the comfort level of CHVs and their ability to lead this event. Sessions are held monthly in most sites, and children who are malnourished are identified for follow up home visits. However, data collection is a challenge (community logbooks are cumbersome and SALOHI growth monitoring forms take time to fill out). Moreover, there is an insufficient emphasis on growth promotion during GMP sessions, which decreases the potential impact of the activity (making it less efficient). This is partly due to a lack of a clear communication strategy, communication tools and a communication plan on the part of CHVs and local health center staff (and project staff, for that matter), but also due to the logistical challenges of promoting specific behaviors when everyone arrives at variable times and in some cases there are over 100 children waiting to be weighed. In addition, the lack of support for the rehabilitation of malnourished children identified during GMP sessions (no CRENI, CRENA or PD Hearth sessions available) could discourage parents from participating in GMP sessions. Finally, some CHVs mentioned that women are embarrassed when their children are identified as malnourished during growth monitoring sessions, and don't bring them back for follow up. As a result, some CHVs prefer to discuss growth status with parents during household visits, and not during general GMP sessions.

Despite these challenges, many mothers said they had learned how to prepare new types of recipes for young children during growth monitoring sessions, and they were encouraged to start home gardens to improve dietary diversity and increase access to nutritious foods. Some mothers mentioned that they had changed their hand washing behaviors, increased child care/washing and improved food preparation practices as a result of participating in GMP sessions. Many community members noted that children are healthier and weigh more following the installation and implementation of GMP sessions.

In terms of sustainability, many mothers stated that they planned to continue to bring their children to GMP sessions, even after the SALOHI program ends. Why? Because they believe that CHVs will continue to organize these sessions, or that the local health center staff or other NGOs will continue them. It should be noted that focus group participants were made up exclusively of women who currently participate in GMP sessions (and could thus comment on the effectiveness, impacts and potential sustainability of the activity), so they are not representative of the wider community.

<u>Best Practices</u>

- Working together with CHVs from different programs

- Integrating GMP events with SO2 activities, including the promotion of home gardens and dietary diversity;
- Use of MUAC (middle upper arm circumference) measurements AND scales to determine both underweight and severe, acute malnutrition;

Lessons Learned

- The implementation of many GMP sites in hamlets within each fokontany (local administrative units) improves coverage and participation in GMP events (rather than targeting only one GMP site per village);
- Combining MCH distribution or other food aid distribution events with GMP sessions gives people the impression that eligibility for MCH rations is conditioned by participation in GMP sessions;
- Informing each mother of the nutritional status of her child during GMP sessions encourages mothers to monitor children's weight gain on their own;
- Creating a special place to hold all GMP sessions increases the image of GMP participation, and motivates mothers to bring their children to be weighed;
- Culinary demonstrations during GMP sessions are a practical way to promote the dissemination of new recipes but lead to confusion between GMP sessions and PD Hearth sessions;

Positive Deviance approaches to the rehabilitation of moderately malnourished children at the community level (PD Hearth)

Generally speaking, PD Hearth activities are perceived as pertinent by community members and participants. Almost all mothers interviewed said that the activity responded exactly to their needs, and helped them improve nutritional practices for sick and malnourished children.

The efficiency with which the activity is implemented, however, is not consistent across partners, across zones or across communities. Some partners train CHVs to implement this activity, but not all CHVs have been trained in the approach, and they have generally not received the support required to implement the activity. In any case, it is unlikely that CHVs could dedicate the time needed to do more than simply identify model mothers and malnourished children. The activity should be implemented by field agents paid by the program, in collaboration with model mothers. It is unreasonable to ask community health volunteers to dedicate 10 – 12 days in succession to this event.

Numerous PD Hearth sessions do not respect technical norms, including the lack of a positive deviance inquiry to identify positive local practices before starting up the program, and weak implication and involvement of model mothers in the process. Some sessions do not last the

required number of days, and sometimes participants lack resources to contribute to PD Hearth meals for their children. Many of these difficulties result from the lack of a positive deviance survey to identify appropriate resources that ARE available in the community, and insufficient involvement of and buy in from model mothers, resulting in poor program quality.

Where it is implemented correctly, however, the approach has been quite successful. Participating mothers say they learned new culinary practices and child feeding practices, as well as hygiene and disease prevention practices, and that they apply these new practices at home. The effectiveness of the approach was confirmed by many participating women who said their children gained weight during the sessions, and are no longer malnourished.

In terms of sustainability, the continuation of PD Hearth sessions after the program ends is a wish of mothers whose children already benefit from the program, but that will be a challenge given current implementation issues. Participating mothers believe that the sessions can be lead by CHVs and/or model mothers in the future. Of course, it is the hope of program staff that the approach will no longer be needed, as fewer and fewer children will be malnourished.

In many cases, CHVs are not yet capable of mobilizing communities to launch PD Hearth sessions with field agent support. In many cases, model mothers are not adequately involved or they are not yet capable of leading these sessions without program support.

Certain mothers are more pessimistic, and they doubt that PD Hearth sessions can continue after the program ends, whereas others are more optimistic and believe that even without formal PD Health sessions, they can transmit key messages to their friends and family members, and share what they learned during PD Hearth sessions.

Best Practices

- Participating mothers are informed of the results of PD hearth surveys and session details;
- Participating mothers practice what they learn during PD Hearth session when at home
- Involving men in PD Hearth sessions
- PD Hearth sessions lead by model mothers have more positive results;

Observations

- Recipes which are too expensive and too complicated/ different lead some mothers to abandon PD Hearth sessions;
- Lack of market studies can result in recipes that are too expensive, and participating mothers are no longer able to contribute to sessions and abandon sessions, and/or don't apply what they learned at home;
- It is important to take into consideration climatic variables when selecting sites for PD Hearth sessions

Pregnant and Lactating Women's Support Groups (SAMBAIKA)

The majority of women who participated in midterm evaluation focus groups appeared interested in this activity, and found it pertinent in the sense that they believed it would help them to be more aware of and remember what they should do when they are pregnant or breastfeeding their children.

As with the PD Hearth activity, the efficiency with which this activity has been implemented is inconsistent and uneven. Many CHVs have not been trained in this activity, and in many communities visited during the midterm the activity has not been well implemented, or not implemented at all, and there was a lot of confusion regarding how to implement it.

Where it had been well implemented, the effectiveness of the approach was clear during discussions with women participants, who cited the adoption of improved health and nutrition practices, hygiene practices, and new gardening skills, resulting in better birth weight babies, easier delivery and safer deliveries.

In terms of sustainability, the majority of women who participated in SAMBAIKA focus groups said they were willing to continue the activity after the end of the program, and they intend to share their knowledge with future pregnant women. Some even have the intention to create a common savings group, or to engage in agricultural production activities together (beans, peanuts, and vegetables) to support the group. However, the limited capacity of CHVs to ensure community support for these groups without field agent support could hinder sustainability (unless model mothers themselves are able to carry on these groups, or unless health center staff and traditional leaders support CHV efforts).

Best Practices

- Integrating gardening, farming and VSL activities into SAMBAIKA groups ensures women have the resources necessary to meet monthly and share a meal;
- The involvement of men in the process strengthens household acceptance of and participation in the approach;
- Monitoring the weight of women during pregnancy helps prevent difficulties during delivery;
- Do not couple SAMBAIKA meetings with MCH food distributions, as women become dependent on commodities for their participation

Observations

- Open and transparent communication among participants and with the model mother are important to the success of the group;
- Regular SAMBAIKA meetings improve health center prenatal care attendance, and care seeking behavior (according to health center staff interviewed);

- Increased nutritional knowledge on the part of women who participate in the program results in improved health and nutrition practices (according to women interviewed);
- The lack of training or insufficient training in the approach has distorted the activity, and is making it less effective;
- Lack of practical training for CHVs has diminished overall program quality;

Partnership with local health centers (CSBs)

The majority of health center staff expressed interest in working with CHVs in their catchment areas, as they believe that it will help them reach their performance goals and objectives with regards to community health, especially since the target groups are the same (women and children under five years of age).

Nonetheless, the efficiency of this collaboration between health agents and CHVs is not adequate throughout SALOHI zones. Health Center Staff collaborate officially with only a limited number (2) of CHVs in each FKTY. As a result, the majority of SALOHI CHVs do not collaborate systematically with health center staff. Nonetheless, efforts could be made to improve collaboration, in particular with the referral of malnourished children to health centers, shared reporting and participation in monthly health center meetings. In certain cases, such collaboration has shown concrete results, for example, in the referral of severely malnourished children to health centers.

Best Practices

- Certain health centers are very involved in the rehabilitation of severely malnourished children – SALOHI staff should take advantage of this service and proactively refer children from GMP sessions, and clearly link nutritional status to child growth outcomes and future productive potential;
- Certain health center staff organize prenatal care visits at the community level – SALOHI staff should take advantage of this with SAMBAIKA groups;
- Some CHVs assist coordination meetings organized by health center staff – SALOHI staff should take advantage of this practice, encourage CHVs who do participate in meetings to share with others, and use these model CHVs to encourage other CHVs to attend similar meetings;

Observations

- Partners should standardize CHV report formats with health centers;
- Participating in coordination and planning meetings with CHVs improves synergies and implementation quality;

D. Cross Cutting Issues

Gender

During focus group discussions it was noted that men are starting to participate more in health and nutrition activities in the community, at least in part due to their willingness to serve as community health volunteers (36% of CHVs are men). In addition, women who participated in SAMBAIKA groups and PD Hearth sessions said their husbands sometimes contributed

ingredients for their sessions. In addition, although not common, men sometimes bring children to PD Hearth sessions and GMP. More systematic efforts need to be made by program staff to ensure men and women are equally engaged in monitoring the health and nutritional status of their children.

Environment

During household visits and discussions with community members, program participants noted improved household and community hygiene, and a general tendency to protect the environment, especially with regards to wildfires and deforestation. However, there was also evidence that wrappers from health products including plumpynut and plumpy butter were indiscriminately discarded and environmental waste management remains a challenge.

Governance

Certain good governance principles are already apparent in SALOHI communities, including participation and transparency in the selection of CHVs, accountability in terms of reporting the results of GMP sessions to the community, and sending CHV reports to health centers, and the contribution CHVs make to recognizing and legitimizing births in the community. However, conflict resolution skills and partnership between CHVs and CSB's need to be strengthened to improve the integration of good governance principles throughout the program.

Sustainability

- CHVs are generally motivated to continue their community mobilization activities;
- CHVs have credibility in the community and their services are appreciated by community members;
- Nonetheless, CHVs require official recognition and consideration as well as support for their activities from local authorities and CSB staff;
- CHVs believe they should model health and nutrition practices in the community.

E. Recommendations

Recommendations from CHVs

- Strengthen training in SAMBAIKA, household visits and IMCI
- More frequent supervision visits
- Certification of CHVs after EACH training
- Provide work equipment including badges, raincoats, bicycles, notebooks and pens
- Provide medicines for malaria and diarrhea
- Increase FFS groups to improve household food availability
- Rehabilitate paths to facilitate access to health centers
- Monitoring visits by SALOHI high level officials to have more information
- Multiply the number of scales in the community
- Provide potable water

Recommendations from beneficiaries

- Increase CHV training in how to prepare meals
- Strengthen CHV training in infant and young child feeding

- Hold SAMBAIKA meetings every month at a minimum
- Women should practice what they learn at home
- Continue to distribute MCH commodities, and distribute them more frequently
- Create a special place for SAMBAIKA groups to meet (men could contribute for this)
- Identify more CHVs to continue activities
- Increase sharing of experiences between pregnant women
- Identify positive deviant mothers and their best practices in SAMBAIKA groups
- Find garden spots near water points, provide tools, seeds, inputs
- Need a health center in the village
- Create women's associations to have funds to support sick children
- Provide rations to children until they are 5 years of age (don't stop at 24 months)
- More frequent visits to encourage them more
- Cultivate the products necessary for children (groundnuts, beans, carrots, tomatoes, onions)
- Continue GMP, food distribution, education, household visits, SAMBAIKA groups, PD Hearth sessions
- Distribute food rations for children in PD Hearth groups
- Provide potable water
- Continue the SALOHI program

Recommendations from health center staff

- Provide equipment to health centers – measures, items to help CHVs in IMCI-C
- Provide CHVs with balances, measures and health center staff will ensure their use
- Provide transport or fuel for health center staff
- CHVS are encouraged to report regularly to the CSB to receive regular support
- CHV reports should be in SSD format
- Strengthen the collaboration between CHVs for vaccination, GMP and active visits to those who don't attend GMP and vaccination campaigns;
- It isn't realistic to count on health center outreach (strategie avancée) but rather strengthen communication so that women come to the health center

Recommendations from SALOHI Staff

- Advocate for improved collaboration with health centers
- PD Hearth activities should be based on local best practices identified during positive deviance studies
- Coordinate monthly meetings between health centers and CHVs

HQ recommendations

- Increase integration between health and nutrition activities and other SALOHI SOs
- Increase supportive supervision of field agents and CHVs, to improve program quality

Challenges for the future:

1. Meet at least 75% of 2012 PD Hearth targets
2. All SALOHI communities have at least one SAMBAIKA group

3. All SALOHI communities have a sufficient number of CHVS, with necessary competence
4. Increase participation in GMP to 75%
5. Integration of SO1 with SO2 activities
6. Integrate SO1 with SO3 activities
7. Strengthen the integration of environmental management in SO1 activities, and develop environmental reflexes in health and nutrition staff
8. Develop governance actions within SO1
9. Improve SO1 communication activities

Quality of SALOHI's Health and Nutrition Technical Approach (LOL HQ evaluation/ADRA leads the technical sector)

Pertinence of the S01 approach

Program strategies outlined under SALOHI's strategic objective 1 (SO1) are pertinent for the nutritional context of Madagascar and target the appropriate vulnerable groups. SALOHI is designed to *address food insecurity and vulnerability* and *S01* activities are intended to contribute to the overall project goal by preventing and addressing malnutrition in pregnant and lactating women (PLW) and children less than 5 years of age. Focusing on preventing and reducing malnutrition is appropriate given the high prevalence rates of malnutrition in Madagascar. Based on baseline survey results, in SAHOLI program areas, the average stunting rate of children 6-59 months was 44% (with stunting as high as 64.5 % in the central region) and over a third underweight. In addition, by targeting pregnant and lactating women (PLW) and children less than two years of age, the program is in-line with the most current thinking that the window of opportunity for maximum impact for preventing and treating malnutrition lies between a woman's pregnancy and her child's 2nd birthday (the first 1000 days of life). The overall program was designed to prevent and treat malnutrition with the most up-to-date public health approaches.

SALOHI's S01 strategies support and complement the priorities of the government of Madagascar's (GOM) community based nutrition policy and plan of action. S01 activities are intended to be carried out in collaboration with the Ministry of Health (MOH) and local partners, although to a great extent that has been limited by current USG restrictions regarding collaboration with GOM structures. Table 1 presents a brief comparison of the key elements of the GOM 2009 approach to community based malnutrition and SALOHI's S01 nutrition strategy.

Table 10: Comparison of elements of GOM nutrition strategies and SALOHI program design

Elements of Nutrition Strategy	GOM nutrition strategy	SAHLOI program design
Community Based Program		
Target group	Children 0- 59 months	Children 0- 59 months, with a special focus on children 0 – 24 months of age
	Pregnant Women in 3rd trimester	All pregnant women

Elements of Nutrition Strategy	GOM nutrition strategy	SAHLOI program design
	Lactating women with children less than 6 months practicing exclusive breast feeding	Lactating women with children less than 6 months practicing exclusive breast feeding (after 6 months of age, the program focuses on improved infant and young child feeding practices)
Indicators	Weight for age and MUAC, oedema, height	Weight-for-age, MUAC, height for age, oedema
Actors involved	Community Health Volunteers (CHVs) , health centers (CSB), local health committees (COSAN)	CHVs, health centers (CSB), COSAN, local authorities and traditional chiefs
Activities	• Home visits of malnourished children • Finding malnourished children under treatment who are absent • Accompanying families of malnourished children during regular health center visits • CHV links to the health system	• Growth monitoring and promotion • Home visits of all pregnant women and households with children under 5 • Home visits of malnourished children • Preventive strategies and communication campaigns
Rehabilitation	None	PD/Hearth
Facility Based Services for severe malnutrition		
Programs	• Intensive nutrition recuperative and education centers (CRENI) o Medical care o Dry food rations (corn-soy blend plus oil) in ANRs o Vitamin A, deworming and iron-folate o Plumpy Nut • Ambulatory nutrition recuperative (ANR) and education centers o Dry food rations (corn-soy blend plus oil) in ANRs o Vitamin A, deworming and iron-folate	• None: cases referred to community health centers and hospitals • Dry food rations

The GOM's approach is focused on early detection of acute malnutrition at the community and health service level, with facility-based and ambulatory treatment of acute malnutrition. SAHLOI targets all PLWs, conducts PD Hearth and mother care groups, has limited interaction with health facilities (referrals only, due to political restrictions) and provides dry food rations

for ***all*** PLW and children less than 24 months regardless of their nutritional status (prevention and not treatment). Overall, SALOHI's S01 is designed to complement the GOM nutrition strategy. While the government is strengthening its program (which is not yet fully implemented), SAHLOI's activities help to fill important gaps.

Although SALOHI's S01 approach is theoretically pertinent for addressing malnutrition and supporting the GOM's strategy, the program has encountered difficulties convincing beneficiaries of the program's pertinence. A barrier analysis conducted in SALOHI communities in the Central Plateau region in 2011 indicated that SALOHI beneficiaries did not perceive stunting to be a serious risk to their children[5]. The SALOHI annual survey indicated that although the majority (94%) of beneficiaries believed that malnutrition was a serious condition, very few (23%) perceived that there were malnourished children in their communities, and even less (11%) perceived that their own child suffered from malnutrition. SALOHI staff have not been effective convincing beneficiaries that preventing and reducing malnutrition is a priority, which is important for household food security.

Reasons for SALOHI's inability to communicate its S01 message may be influenced by beneficiary perceptions or program staff/structure. Field agents are the primary point of contact with beneficiaries. Not all field agents have prior experience implementing nutrition programs. Although they all received training prior to program start up and during the program implementation, they supervise activities spread over a large area and in some instances without appropriate transportation. In general, the focus has been on achieving indicator targets and, based on staff interviews, there is currently a project-wide focus on and frustration with the failures of the S01 team to meet targets. Within this environment, field agents have not been fully supported to communicate project messages regarding the pertinence of activities to prevent and treat malnutrition. It is import for *all* staff to understand how the activities they carry out will impact malnutrition, and that staff are provided with adequate support to communicate key messages.

Although field agents play an important role in the communication of S01 messages, Community Health Volunteers (CHVs) have the most impact on the content of the final message that beneficiaries hear. During this analysis, several factors were identified that could compromise the quality of the messages communicated by the CHV or their inability to communicate messages related to the pertinence or goals and objectives of SALOHI:

1. First, <u>the work of the CHV is not adequately supervised</u>. Field agents supervise the work of CHVs. The average ratio of CHVs to field agents is 33/1. With this high a ratio and long distances to cover in some regions, the likelihood of CHVs receiving regular supervisory visits is reduced. Feedback from focus groups (FG) indicates that CHVs work unsupervised on a regular basis, and request more support via visits from SALOHI staff.

[5] Cathleen Cissé BA, Jules Bosco Bezeka, MD., Jennifer Peterson M.Sc, M.Ag. 2009. Understanding Infant and Young Child Feeding Practices and Perceptions of Malnutrition in SALOHI program areas in the Central Plateau of Madagascar: A Qualitative Inquiry. Boston College, USA.

2. Most CHVs have prior experience working in communities and some of those working with SALOHI work with more than one partner. This could limit a CHV's capacity to distinguish their messaging for different partners they have worked with in the past and future. Messages may become distorted and or blended.
3. Data from focus group discussions indicate that most CHVs are motivated to work for their communities, citing a desire to help the development of their communities or to increase their knowledge. However, reports from staff are that CHVs, in some areas, continuously request payment to work with SALOHI. In ADRA sites the problem reached a serious level when the decision was made to recruit volunteer community agents for S02 (Livelihoods activities) and to provide them with remuneration. This caused ADRA to terminate activities in some zones because CHVs refused to work without being remunerated, which violates national MOH policy. If motivation to work for communities has changed, this can reduce the quality of the messages communicated and diminish program impact.

The SO1 Technical Working Group

The Health and Nutrition technical working group (TWG) is organized by the SO1 Coordinator, who is seconded by ADRA and based at the Program Coordination Unit (PCU). Since May 2010, seven quarterly meetings have been organized by the TWG to provide support for S01 activity coordination and implementation. The general structure of these meetings is that each member of the consortium provides activity updates, and problems/challenges and solutions are discussed. A review of TWG reports indicate that the structure of the meetings that have been held to date have been similar, and include reporting of activities by each consortium partner specialist. Problems and challenges are discussed and recommendations presented for addressing issues. To date TWG meetings have supported SALOHI program implementation in the following ways:

1. Leading the elaboration of a technical strategy for SO1 based on objectives outlined in the project proposal.
2. Providing technical support through trainings.
3. Contributing to the technical needs related to program monitoring and evaluation.
4. Providing a forum for harmonization of interventions, experience exchange and problem resolution related to S01.

Each of the SO1 technical personal interviewed responded positively regarding the utility of the working group meetings. Meetings have been found helpful in supporting the technical side of implementation. Interactions that happen among S01 consortium members during these meetings have been beneficial for experience sharing, learning approaches and problem resolution. There is consensus that meeting frequency is currently appropriate and quarterly meetings should continue. There were no major suggestions on how to improve the TWG, however, based on a review of TWG reports the following observations were made:

1. The TWG is held in a different region where field visits are included and strengths, weaknesses, opportunities and challenges for S01 intervention can be discussed. This is an activity that should be continued since it promotes a better understanding of field activities than can be gained from holding these meeting only in Antananarivo. It is important

however, that the site visits are not orchestrated by the technical coordinator and that the activity context is not modified to accommodate the field visits i.e. preparing a massive demonstration of activities just to accommodate the visit. This way more accurate observations can be made regarding actual field conditions. .

2. Regarding technical documents, although documents were appreciated by the S01 team, the quantity of documents sent by the PCU was voluminous. This has created two issues: first, documents are not used as the references they are intended to be and key actions are overlooked. Second, there is repetition in efforts and when important findings and studies are conducted which may affect programming, although the documents are sent there was no evidence that they are read and actions taken.
3. One major observation made during this evaluation was that the majority of the problems identified and recommendations made by the TWG were similar to those raised during the mid-term evaluation (MTE). However, there was no follow-up on the status of recommendations made to see if they were implemented. Consensus was that the working group has no power to implement technical recommendations and they often encounter resistance from Program managers and other supervisors.

Review of SALOHI's S01 Technical Strategy

SALOHI's S01 technical strategy was developed based on the project proposal document, experiences from partners during the preceding DAP, previous health and nutrition programs that were implemented in Madagascar as well as international nutrition technical concepts. This document was elaborated as a technical reference for S01 program implementation intended to be used by "agents" and 'technicians' involved in program implementation. This document is meant to be updated regularly. After reviewing this document the following was noted:

1. The document is very thorough and includes and overview on each of the activities to be carried out under S01: Growth monitoring and promotion (GMP); PD/Hearth, Women groups, community based integrated management of childhood illness (C-IMCI), essential nutrition actions (ENA) and Information, Education and Communication (IEC) /BCC messages.
2. The goal of this document is to harmonize consortium member approach to nutrition and health activity implementation; however the contents of the document are inconsistent with this goal. The document appears as a collection of possible strategies that were suggested rather than a definition of what SALOHI specific strategies are. For example, the section on growth monitoring and promotion (GMP) states: « … à mesurer régulièrement le poids de chaque enfant (par exemple mensuellement, bi-mensuellement ou chaque trois mois) pour voir si la croissance progresse normalement ou non (on peut aussi mesurer le parimetre brachiale/MUAC des enfants de 70 cm au moins… » . This is a description of possible ways one can follow the growth of children during a routine GMP program but does not specify what approach is to be used by SALOHI. It fluctuates between a strategy and a training or introductory guide.

Quality of Health and Nutrition Technical Approaches

There are 5 main activities carried out by SALOHI: Growth monitoring and promotion (GMP), Essential Nutrition Actions (ENA), Positive Deviance Hearth (PD/Hearth) , Positive Deviance

women's groups and community based integrated management of child illnesses (C-IMCI). In addition, the distribution of food rations and IEC are viewed as two cross-cutting activities.

SALOHI Growth Monitoring and Promotion

Strengths

1. GMP is an activity that has been conducted for many years in Madagascar and is a part of the GOM strategy and as such this activity is highly sustainable and provides a dependable point of contact with the community.
2. GMP is conducted by the community CHVs who are permanent members of the community. They are experienced in GMP and have been consistently conducting GMP regardless of the donor funding or implementation.
3. CHVs make themselves available at any time for weighing sessions CHVs are noted as conducting home visits to remind mothers to participate in GMP sessions. Based on the results from the field evaluation the GMP is being conducted regularly. Sessions were organized differently according to community but mothers in each community know the dates.
3. Regarding gender, men do not participate in the sessions regularly. However, some men do bring their children when the mother is not available (2 regions) .
4. These sessions occur regularly and are familiar and expected by the community. Mothers mention that they attend sessions to "know the weight" of their child or to "know the health" of their child. There has been a positive association made by mothers between attendance of these GMP sessions and improved health of their children.
4. Beneficiaries interviewed consistently affirm that they will continue to take their children for weighing and if the project is not there they will continue this practice with other partners such as SECALINE or the health center.
5. GMP sessions are also a point of contact with partners and promote collaboration.

Weaknesses

1. Lack of consistent supervision, by SALOHI staff, of the quality of GMP sessions conducted by CHVs.
2. Eligibility for GMP participation is not clear. Age groups mentioned during MTE included: children 0-5 years, 6-23 months, 6 to 5 year, 1 month to 5 years and 2 months to 5 years.
3. The quality and consistency of the measurements taken during assessment of growth could not be verified since GMP sessions occur often without field agents or other project supervision. This affects the number of children identified as underweight as well as the number referred to the PD-Hearth sessions.
4. There is uncertainty regarding the quality and consistency of messages being communicated during these sessions.
5. Although women mention that counseling sessions occurred during GMP sessions, the messages that are mentioned are centered on hygiene (hand washing and consumption of clean food). During 2 of the FGDs there was mention of children being cleaned before being brought to the GMP session. There were very few (1-2 responses from focus groups) that mentioned IYCF related messages: "… feeding child healthy food" and "… breast feeding….

6. Coordination of GMP sessions also varies, and although some CHVs set a specific time for these sessions, women take their child to be measured at any time during the month. This increases the time commitment of the CHV and affects reporting.
7. Another consistent message mentioned during FDGs was the association between participation in GMP and food distribution. Weighing is associated with gaining food and in 2 of the regions it was mentioned that women are not taking children to GMP unless they are less than 24 months because they do not receive food. This message should be clarified so that women understand long-term benefit of GMP beyond

SAHOLI PD-Hearth program

Strengths

1. Next to GMP sessions the PD-Hearth is the program with the most focus in SAHLOI SO1 activities.
2. This activity is successfully linked to GMP by the CHVs: children identified as moderately malnourished during GMP are referred to participate in Hearth sessions and severely malnourished referred to the community health centers (CSB).
3. Mothers are aware of the criteria and why their children are participating in the Hearth as well as all of the steps currently being carried out in the Hearth.
4. Lessons on improving hygiene practices and the preparation of recipes were activities mentioned in all of the focus groups as activities mothers participated in during the Hearth sessions. Over half of the focus groups mentioned that hygiene practices have been continued after the Hearth sessions as well as the practice of recipes although the recipes are not practiced daily.
5. Beneficiaries perceive the benefits of Hearth participation. During over half of FDGs participants mentioned that observed benefits were that children had gained weight and were healthier (less often ill) and more active. Some mothers could cite the actual amount of weight their child had gained.
6. During about 1 in 4 FGDs it was mentioned that some women had become involved in growing vegetables associated with participation in the Hearth.
7. PD/Hearth groups have been initiated in by all of the SALOHI teams in the majority of program sites. Although participation is currently below target, between Year 1 and Year 2 the IPTTs indicate that participation in PD-Hearth increased five-fold.

Weaknesses

1. Although ENA includes a variety of messages, the community appeared to only receive or could recall only those messages related to hygiene and food preparation.
2. In about 30% of the FGDs CHVs and beneficiaries staff mentioned that not all women participated in the hearth for the full 12 days. Reasons most often cited were related to lack of funding or food resources. Only one group mentioned that the distance to the Hearth program was a constraint to full participation.
3. There are 14 essential elements of PD-Hearth which are necessary to maximize the effectiveness of the program. Table 11 lists these elements and compares it to the elements in the SALOHI program. There are several elements that are either missing or modified in the SALOHI version of the PD-Hearth that may reduce its effectiveness. Based on these results,

although children complete the Hearth they may not maintain weight gained during the program.

Table 11: A comparison of essential PD Hearth elements and SALOHI PD hearth program components

Essential Elements of PD-Hearth	SALOHI modification/current status
1. Each and every community conducts a Positive Deviance Inquiry using community members and staff.	Positive Deviance Inquiry not conducted consistently and in some instances skipped entirely. Variations during the lean season not taken into account.
2. Utilize community women volunteers to conduct Hearth sessions and the follow-up home visits.	Community Health Volunteers are used rather than model mothers, and they are male as well as female.
3. Prior to the Hearth sessions, de-worm all children, update immunizations, and provide needed micronutrients.	This was conducted within the Hearth sessions earlier when supplies were available, but not consistently across all partners.
4. Use growth monitoring to identify newly malnourished children and monitor nutritional status of participants who have graduated from the Hearth.	This is practiced.
5. Ensure that caregivers bring a daily contribution of food and/or materials to the Hearth sessions.	SALOHI currently has some mothers who cannot bring a contribution to the Hearth Sessions
6. Design Hearth session menus based on locally available and affordable foods.	Foods are local and available however, there are two lean seasons and some families within the Hearth do not have access to all foods
7. Hearth session menus must provide a special nutrient dense meal sufficient to ensure rapid recuperation of the child.	Recipes were not evaluated during the mid-term, however based on interviews care was taken to train CHV and field agents regarding nutrient density of meals.
8. Have caregivers present and actively involved every day of the Hearth session.	Not all caregivers were able to participate due to lack of access to foods or distance from sessions.
9. Conduct the Hearth session for 10-12 days within a two week period.	This is practiced.
10. Include follow-up visits at home for two weeks after the Hearth session (every 1-2 days) to ensure the average of 21 days of practice needed to change a new behavior into a habit.	Follow-up visits are not consistently done. There was no mention of this in the S01 strategy.
11. Actively involve the community throughout the process.	The extent to which the community is involved was not confirmed during this evaluation
12. Monitor and evaluate progress.	Progress is monitored using project indicators to some extent
13. If a child doesn't gain weight after two 10-12 day sessions, refer the child to a health facility to check for any underlying causes of illness such as tuberculosis, HIV/AIDS, or other infection	No evidence that this is being done consistently.
14. Limit the number of participants in each Hearth session.	The number participating in the sessions has been suggested to be limited but this is not always respected across the board.

Seven of the actions are being conducted but not at a complete level. This may reduce the effectiveness and sustainability of the PD- Hearth. Children who have been rehabilitated may experience a relapse or the behaviors practiced during the Hearth may not be adapted by mothers. In addition, to the above missing or incomplete elements the following were also noted:

1. Medical follow-up of children who have been through the sessions twice and not gained weight are not being conducted.
2. It is not advised that a Hearth program is implemented along with a food distribution program. This can also diminish the impact of a PD-Hearth program. During the evaluation there were indications that food (CSB and oil) was being used to conduct Hearth sessions which would counter the sustainability of the exercise. It was also noted that beneficiaries associated improvements in nutritional status of children with the food that was distributed.

Support groups for PLW (SAMBAIKA)

Strengths

1. Women participating are aware of the objectives of the group.
2. It has been reported by women and some CHC partners that there has been an increased frequency of prenatal consultations and delivery at the community health centers associated with SAMBAIKA.

Weaknesses of SAMBIKA

1. Only 28% of the target has been achieved for Years 1 and 2. This was a new activity for program staff (it was not implemented in previous DAPs), and implementation was delayed until a consultant was hired in August 2010 to train program staff. Community level field training began in 2011, and not all communities have established groups yet.
2. Low participation is also related to difficulties identifying pregnant women due to cultural beliefs that prevent women from identifying themselves as pregnant at an early stage.
3. Attempting to include health center personnel to provide pre-natal consultations has been challenging and has delayed implementation. SALOHI's strategy has been adjusted to refer women to health centers for pre-natal consultations. However, it may be difficult to convince women to participate in this activity in areas where CPN consultations are not accessible to beneficiaries.
4. Activities conducted by SAMBIKA groups are not consistent. For example, some sessions include weighing of women while others include height measurements.

Essential Nutrition Actions and Integrated Management of Childhood Illnesses (IMCI)

For maximum effectiveness, behavior change messages should reach target audiences frequently, focus on specific behaviors, and be communicated through multiple channels. Table 3 below (developed after review of the S01 strategy document) illustrates that SALOHI is attempting to reach different target groups with several different messages during different activities. The following weaknesses have been observed with SALOHI's messaging strategy:

1. Although there is a long list of IMCI messages, the messages being communicated most are related to hygiene. This indicates that not all IMCI messages are being communicated.

2. After CHVs are trained there is no further guidance or structure given on what messages to communicate and when. The majority of the CHVs are not given communication tools to assist with remembering or communicating complete messages.
3. There was no evidence that the specific activities associated with ENA and C-IMCI are being conducted[6].

Table 12: SALOHI key messages and activities

	ENA	C-IMCI	IEC/BCC	GMP	PD-Hearth	SAMBAIKA
Target groups						
PLW	X		X	X		X
0-24 month old	X			X		
0-5 years		X		X	X	
Community	X	X	X	X		X
Caregivers	X	X	X	X	X	X
Infant and Young Child Feeding						
Exclusive Breastfeeding	X	X	X	X		X
Complementary Feeding	X	X	X	X	X	X
Feeding during illness	X	X	X	X	X	
Management of Childhood illnesses		X	X		X	
Pregnant and Lactating Women (PLW)						
Illness prevention PLW						X
Danger Signs PLW						X
Adequate nutrition for PLW	X		X	X	X	X
Child Illness prevention		X	X	X	X	
Hygiene		X	X		X	
Malaria prevention		X	X		X	X
Care of HIV infected		X	X		X	
Dental Care		X	X		X	
Child growth and Development				X		X
Vitamin A	X	X	X	X	X	X
Iron	X	X	X	X	X	X

[6] It should be noted that per the SALOHI proposal and SO1 strategy, ENA messages are communicated through GMP, PD Hearth and SAMBAIKA groups, and IMCI messages are communicated during GMP and home visits.

	ENA	C-IMCI	IEC/BCC	GMP	PD-Hearth	SAMBAIKA
Zinc		X	X	X	X	
Iodine	X					

Conclusions and Recommendations

In general, SALOHI health and nutrition activities are **pertinent**, both to beneficiaries and to host country policies and partners. However, an effort should be made to strengthen the perceived pertinence of GMP activities in some zones (where its pertinence has been linked to food aid). The **efficiency** of SO1 activities poses the greatest challenge – the processes by which activities are implemented are not consistent, not integrated with other SOs, and program quality is challenging. However, the activities when well implemented are already having perceptible impacts. **Sustainability** is likely given national policies to support GMP and CHVs, but more needs to be done to strengthen the capacity of model mothers to lead PD Hearth sessions, and SAMBAIKA groups. Implementing SALOHI's sustainability strategy should be the focus of the SO1 team for the next 24 months.

Based on this review of the quality of the S01the following conclusions are made:

Technical Strategy

1. S01 activities intended to prevent and treat malnutrition in pregnant and lactating women (PLW) and children less than 5 years of age are pertinent given the high prevalence rates of malnutrition in Madagascar. In addition, S01 theoretical strategies support and complement the priorities of GOM nutrition policies and national nutrition action plan. However, the program's key messages, including its pertinence are not being effectively communicated by field agents or CHVs.
2. S01 quality depends largely on field agents and CHVs. Neither has been adequately trained, supervised nor motivated.
3. The TWG is working to identify S01 issues and challenges that arise, however its effectiveness and motivation has been reduced by its lack of voice with programming decision makers.
4. The document elaborated as a technical reference for S01 program implementation is thorough but the information is not easily accessible and does not seems specific to SALOHI.

Quality

Growth Monitoring and Promotion

1. The GMP program conducted regularly and accepted by the community; however the quality and consistency of assessment and counseling carried out during these sessions could not be confirmed. In addition, coordination of how and when sessions were carried out varied.

PD-Hearth program

1. PD-Hearth implementation has been successfully linked to GMP and participation has increased five-fold from Year 1 to 2, and some beneficiaries have perceived it benefits. However, the effectiveness of the program may be reduce due to some missing essential elements, in addition to the distribution of food without proper strategies to mitigate diminishing the impact of PD-Hearth.

Support groups for PLW (SAMBAIKA)

1. Currently activity implementation is delayed and participation is low in these groups.

SO1 Messages

1. Behavior change messages are an important component of all S01 activities, however, delivery of SALOHI messages are not communicated clearly, frequently and completely.

During the MTE there were several issues identified for each activity under S01 all of which may not have been outlined in the above analysis. However, the majority of the concerns with S01 fall under three areas: **supervision, coordination and technical simplification**. Although the following recommendations may not specifically address each issue identified, they focus on addressing issues related to supervision, coordination and clarification of technical strategies which can help tighten implementation and improve quality.

Based on this review of the quality of S01 activities, the following recommendations are made:

GMP

1. Maintain this activity but modify timing and implementation to improve efficiency. CHVs should be given guidance on when and how to implement this activity to reach the most participants and reduce their workload. Work with the CHVs to set fixed dates (1-4 days) of GMP each month. This will reduce the workload of the CHVs that conduct GMP continuously throughout the month.
2. It is important to understand how each CHV plans and implements this activity before they can be supported by the SALOHI field team.
3. Eliminate home visits that are currently done by CHVs to promote participation in GMP or to invite participation to the PD-Hearth. PD-Hearth referrals should be conducted at the point just after assessing growth.
4. Reduce the number of activities conducted during GMP and control the promotion of key messages. Eliminate cooking demonstrations and focus activities on monitoring growth. Promotion activities should be focused on showing mothers how to understand the growth of their children. If CHVs are expected to counsel mothers on how to prevent or treat malnutrition they should be given 1-2 key messages for each monthly GMP session. Counseling mothers with hygiene messages is not adequate counseling.
5. Provide training/re-training of CHVs on correct growth monitoring procedures. Trainings should focus on key GMP messaging
6. Provide CHVs with IEC tools that will help to communicate accurate and complete messages. Identify and distribute simple, clear message tools/ reference lists that identify essential steps that can be used as a reference during sessions by the CHVs.
7. Use indicators to monitor CHV's performance at GMP sessions that can be assessed by FHAs.
8. Clarify messages surrounding food distribution and participation in GMP sessions. It is important to inform beneficiaries **why GMP sessions are being conducted and what benefits they bring to the community.**

PD-Hearth

1. Provide re-training on the essential elements of Hearth for all S01 staff and CHVs. This re-training can be done by emphasizing elements listed above that are missing or unclear. In addition, identify and distribute simple, clear tools/ reference lists that identify essential steps that can be used as a reference during implementation.
2. Reduce home visits to only after the 12 days of PD-Hearth are completed. The home visit after PD-Hearth is an important stage of behavior change and should not be eliminated. It is important the SALOHI focuses on make sure that these home visits are conducted.
3. In communities where mothers are too poor to contribute to the Hearth, evaluate if the PD mother is as poor as mothers with malnourished children. For women who cannot bring food daily suggest alternative ways of contributing such as bringing water, cooking pots, firewood or assisting with cleanup.
4. Select and coordinate the key messages that will be communicated in the PD-Hearth sessions for the remainder of the project (ideally messages other than hygiene messages). These key messages should be selected from the list of IEC/BCC, AEN, C-IMCI messages based on priorities identified by S01 technical staff, FHA and CHVs. This selection process will create ownership of these messages.
5. Set (reinforce) guidelines for when PD-Hearth should be completed, in what communities, and how many children should participate per session as well as what the target groups are.

SAMBAIKA

1. Reduce targets for SAMBAIKA participation. The likelihood of reaching the current targets for Years 3 and 4 is low and attempting to do so my compromise quality of these activities and reduce impact.
2. Come to a consensus of what should be done during these sessions. Taking the height of mothers is not relevant to the activity. The weight of the mother is important but if assessed it should be interpreted correctly: not related only to malnutrition but to the impact of adequate weight on pregnancy outcomes.
3. Outline steps for how this activity should be integrated into S02. Just providing seeds to women that are pregnant and lactating may counter the goal of the care groups i.e. a time to provide rest for mothers.

IEC/BCC Messages

1. Select a key set of messages that will be communicated during the remainder of the project. Coordinate during which activities these messages should be communicated and when based on a calendar schedule. For example, during April-June messages on breastfeeding would be emphasized during all activities. CHVs and FHAs should be provided with adequate tools that increase the completeness and accuracy of messages that are communicated.

Supervision

1. Increase supervision of CHVs beginning with an assessment of current workload using existing performance evaluation tools. If necessary a separate study may be conducted but given time constraints it is important that this study is conducted and the results obtained rapidly.
2. Re-distribute CHV workload and responsibilities according to above findings.

3. Reduce the CHV to field agent ratio by training more CHVs. This may be challenging given the training time constraints and remaining life of the program, however, this is an important issue to resolve with input of all SALOHI staff.
4. Training, supervision and support will need to be improved if CHVs and field agents are to be equipped with the necessary knowledge and communication skills to promote healthy growth. Impact will be related to coverage, intensity of contact, health worker performance, adequacy of resources and the ability and motivation of families to follow advice.
5. This lack of trust in the capabilities of the SO1 technical staff has discouraged the taking of initiative to resolve problems. It is true that ultimately the program directors/manager is in charge; however, it is important to empower the staff involved with challenges in the field by including them in the decision making process. The fact that issues identified during the TWG sessions were again identified during the MTE is indicative that the TWG for SO1 are aware of what the issues are and possible solutions.
6. Although already recommended and shared, collect and organize partner tools that are already in use so that these can be systematically shared by all partners. This goes beyond providing a list of these tools to monitoring if and how these tools are being used by partners.

Food Distribution

1. It is important to ensure that food aid is never used to conduct cooking demonstrations during Hearth or care group session unless the participants bring a part of their rations for contribution. Recipes should contain ingredients that can be found locally.
2. Clarify messages related to the purpose of food distribution and how it is meant as a supplemental food and not a replacement of the diet of beneficiaries. In addition, messages should emphasize that the diverse choices that already exist locally that could create a diverse diet for the population.

Integration

1. Elaborate an action plan or work plan for the already developed strategy on how to integrate S01 activities into S02. Currently, women participating in care groups and PD-Hearth have been given seeds to grow gardens. However, these women should be supported throughout the process and not only shown how to grow nutrient rich varieties of foods but also provided with demonstrations on how these foods can be prepared and incorporated in household diets.

Sustainability

1. Improve strategies to involve local health clinic staff in SALOHI SO1 activities within the restrictions outlined by USAID. These include sharing MTE results and providing CSB staff with brief activity progress reports, and collaborating on key health campaigns that occur throughout the year. These activities are already being implemented but efforts should be made to develop a consistent set of collaborative activities in all SALOHI sites.

2. CHVs should be involved in presenting the PD/Hearth results to community leaders or the health committee.

Table 13: SALOHI Health and Nutrition Action Plan

#	Corrective Action	Description of actions to take	Responsable	Deadline
1	Improve CHV training	Revise the training curricula and adapt it for field use (including integration elements)	SO1 technicians + PCU	June 30
		Develop easy to use implementation guides in Malagasy for all SALOHI SO1 activities, to improve consistency of program implementation (GMP, IMCI, VAD, ENA, PD Hearth, SAMBAIKA, reporting, communication calendar, planning tools)	PCU SO1 Coordinator	June 30
		Identify and recruit trainers for CHV training	SO1 technicians, PM's	July 30
		Train an adequate number of CHVs for each community, and provide them with IEC materials and communication calendars (a CHV kit) upon graduation	Field agents, external trainers	August 30
		CHV certification, monthly supervision and graduation	Commune leaders, CSB staff	August 30
2	Improve CHV monitoring and support	Revise CHV and field agent supervision tools	SO1 technicians + PCU	June 30 2012
		Train field agents in the use of the revised supervision tools	SO1 Technicians	July 2012
		Monthly field supervision reports	Field agents , CSB	August 2012 – June 2013
		Ensure all CHVs participate in monthly CSB meetings	Field Agents	ASAP
		CHV graduation	SO 1 technicians, CSB	30 June 2013
3	Provide CHVs with standard tools and field kits	Create communication materials in Malagasy for field agents and CHVS	SO1 Technicians + PCU	June 30
		Dissemination of tool kit and checklists	SO1 technicians + PCU	July 30

#	Corrective Action	Description of actions to take	Responsable	Deadline
		Supervise the use of revised tools	Field Agent	1 August – 30 Sept
		Revise/improve tools if needed, based on feedback from CHVs	SO1 technicians	Oct – Dec 2012
4	CHV / Field Agent World load study	Inventory all CHVs and Field agents; Examine CHV workload, CHV planning tools, and Field Agent workload and planning tools; evaluate the number of FKTY covered/ field agent, and the quality of supervision provided to CHVs and field agents; calculate the number of CHVs required per FKTY, based on FKTY specific data; revise JDs	Consultant	June 2012
5	Standardize health and nutrition communication messages and timing	• Develop a SALOHI SO1 communication calendar • Disseminate UNICEF communication tools to all CHVs • Train staff in DBC tools	PCU Communication specialist	June 30 2012
6	Improve and standardize collaboration with local health structures	• Work with SSD to disseminate standard CHV report format to all SALOHI CHVs • Monitor monthly CSB-CHV meetings • Share MTE results with CSB and SSD • Collaborate and coordinate on major health campaigns and events	PCU SO1 Coordinator	30 June 2012
7	Improve SO1 / SO2 integration (improve CHV motivation and sustainability)	Train CHVs and SAMBAIKA group members, model mothers in FFS, VSL and gardening	SO2 Field agents	December 2012
8	Improve SO1 / SO3 integration (CHV motivation and sustainability)	Train CHVs, SAMBAIKA groups and model mothers in DRR roles and responsibilities, DRR committees, SAP Train DRR committees in appropriate disease prevention messages before and after shocks	SO3 field agents	October 30 2012

#	Corrective Action	Description of actions to take	Responsable	Deadline
9	Increase integration of governance in SO1 activities	• Transparency – Vote for CHVs, community contracts • Accountability - Restitution of GMP data, monthly CSB meetings • Participation – Use of model mothers, involvement of men in child nutrition events and activities • Review training manuals to ensure governance issues are addressed • Use the governance checklist • Share best practices in governance	Field agents PCU Governance Coordinator and CS Field agents, technicians Each CS	July 30 2012 Monthly Quarterly
10	Increase integration of environmental management in SO1 activities	• Include at least one environmental message in the SO1 communication calendar • Disseminate Environmental Posters in CSBs, to field agents • Radio messages regarding proper disposal of health product packaging • Monitor use of SALOHI environmental checklists • Environmental competitions (Green household – latrine, compost and waste disposal, potable water, garden, fruit trees, recycling of commodity packaging)	PCU Communication Director and Env Consultant	September 30
11	Promote pertinence of growth monitoring and promotion sessions (barrier analysis)	• Create a standard GMP content/process card, clarifying eligibility for all children 0 – 5 years of age; Include MUAC in all GMP sessions; 1 communication topic/ session • Identify key "pertinence" messages • Sensibilisation of traditional leaders, parents, FFS groups, FFA, DRR, IMA, VSL • Restitute results from each GMP in the community • Involve men in GMP (take your child to monitor month) • Create a standard recurring date for all GMP sites	• PCU SO1 Coordinator • PCU SO1/ Communication Director • Field Agents, CSB • CHVs • CHVs • CHVs	June 2012

#	Corrective Action	Description of actions to take	Responsable	Deadline
12	Delink food distribution with GMP and all other SO1 activities	Send a memo to program staff, and discuss during working group meetings, PMWG	COP	ASAP (no later than July 30)
13	Launch PD hearth activities in each FKTY	Create a standard PD Hearth content/process card	PCU SO1 Coordinator	June 30
		Retrain Field Agents so it is clear that CHVs are NOT responsible for PD hearth sessions, and maximize the capacity of model mothers	SO1 technicians	July 30
		Sensibilisation of traditional leaders, parents, FFS groups, FFA, DRR, IMA, VSL, SAMBAIKA, Involve men in FARN (men bring to at least 1 session, contribute ingredients) – Participation, community involvement!	Field agents	August 30
		Prioritize FKTY by malnutrition rate	Field Agent, CHV	July 1
		Plan sessions: planning by FKTY	Field Agent, CHV	July 30
		Conduct PD Hearth studies, identify model mothers (GMP, CSB), and **disseminate PD Hearth study results**!	Interns, technicians	Aug 30
		Low cost FARN recipes using locally available food	Interns, technicians	Aug 30
		Realize PD Hearth Sessions in 75% of SALOHI FKTY, including DEWORMING and vitamin A supplementation, iron supplementation, include gardening, VSL	Field Agent, model mothers	Dec 30
		Follow up with all participants 2 weeks after hearth session, and refer any children who are still malnourished to the health center and REPORT; Restitute results from each GMP in the community	CHVs	2 weeks after each session
14	100% of SALOHI communities have SAMBAIKA groups	Create a standard SAMBAIKA content/process card (guideline)	PCU SO1 Coordinator	30 June
		Retrain Field Agents so it is clear that CHVs are NOT responsible for PD hearth sessions and maximize the capacity of model mothers	SO1 technicians	30 July

#	Corrective Action	Description of actions to take	Responsable	Deadline
		Sensibilisation of traditional leaders, parents, FFS groups, FFA, DRR, IMA, VSL, SAMBAIKA, Involve men in SAMBAIKA (men construct shelter, contribute ingredients) – Participation, community involvement!	Field agents	30 August
		Plan sessions: planning by FKTY	Field agents	30 August
		Identification of eligible women and model mothers	Field agents, CSB, CHV (GMP)	30 August
		Start up groups and renew existing groups, following STANDARD procedure • Model mother • Culinary demonstrations • Gardening, VSL, DRR (integration) • Weight of women • IEC • Monitoring forms	Field agents	Dec 30
		Link groups to CHVs and CSB	Field Agent	Dec 30
		Monitor groups and graduate groups as they become autonomous	Field Agent	Dec 30
15	End use checking for MCH commodities	Randomly sample 10 recipients from each FKTY to monitor food aid distribution	Field agents	Quarterly
		Report results	Field agents	Quarterly
16	Integrate SO1 messages in FFA events	Follow the SO1 communication calendar	Field agents	Seasonal
17	Develop communication tools based on Midterm evaluation results	Develop tools	SO1 WG, Communication Director	30 July
		Pre test tools	SO1 WG	15 Aug

#	Corrective Action	Description of actions to take	Responsable	Deadline
	and recommendations	Finalize tools	PCU Communications Director	30 Aug
		Produce tools	PCU Communications Director	15 Sept
		Diffusion, dissemination, train users	SO1 WG	30 Sept
		Monitor and evaluate use and impact	Field agents, technicians, PCU	30 Dec
18	Give authority to SO WGs to solve problems and take corrective actions (all SO's)	• Discuss with SALOHI Country Directors and Program Managers • Develop Memo to guide decision making authority of working groups • Monitor and follow up on decisions made during each WG • Share minutes from each WG with Program Managers • Report decisions taken to PMWG during quarterly meetings	COP COP PCU SO team PCU SO team DCOP	30 July

SO2: Livelihoods of food insecure households improved

A. Brief Description of Livelihoods Activities

The goal of SALOHI's second strategic objective (SO2) is to improve household livelihoods through three activities:

1. Farmer Field Schools (FFS) and model farmers (PL). This approach encourages the participation of small holder farmers in FFS groups (15 – 20 people), lead by farmer leaders (generally 1 – 2 per FFS group). Each group self selects members, who decide on their priority agricultural challenges to address through the group, and who select the particular agricultural innovation they would like to test to address that priority. Program staff facilitate learning through group practice on a common plot of land, and structured analysis of results. Principal techniques applied to date include improved rice production (SRI/SRA), soil fertility management, water management, improved seeds, planting in lines, weeding, holistic livestock management, conservation agriculture and dry season gardening. FFS groups are generally formed for one production cycle, but often stay together during several production cycles (with some variations in membership and techniques applied).
2. Village Savings and Loan Associations (VSLA). This activity involves the creation of savings clubs (15 – 20 members), with weekly meetings, regular cash contributions, and locally determined internal control mechanisms and savings and lending rates. Groups decide together on membership criteria, lending limits, etc. using mutually determined rules and regulations based on transparency, responsibility, participation, and respect. VSLA become independent after 10 months of program support.
3. Agribusiness groups (AB). Agribusiness groups evolve out of market oriented FFS groups. Members are self selected, and SALOHI staff strengthen market analysis skills and promote linkages with local input providers and buyers. Whereas FFS and VSLA activities started in Year 1, AB groups didn't start until the second year of program implementation, building on FFS and VSL groups and emerging pre-cooperatives.

B. Livelihoods Outputs

Table 14: SALOHI Livelihoods (SO2) Outputs as of 30 Sept 2011

	Results as of September 30 2011	Year 2 Targets	Percentage of Target Achieved	Life of Program Target	Percentage of LOP target achieved
Number of FFS groups	1926 groups	N/A	N/A	3783	51%
Number of members of FFS groups	16,739 (45% women)	17,545	95%	75,654	42%
Number of farmer leaders	2080	2057	101%	4282	49%
Number of agribusiness groups	179 (46% women)	138	130%	206	87%
Number of VSL groups	465 (59% women)	357	130%	1400	33%
Number of VSL members	9,857	7140	138%	28,000	35%
Average value of VSL savings per group	263,365 AR (67,000 USD total; 144 USD per group)	148,500	177%	189,000 AR	140%
Percentage of savings used as credit	73%	45%	160%	60%	122%

Table 15: SALOHI SO2 Intermediate Results and Impacts

	Baseline	Annual Survey **	LOP Target	% of Life of Program Target Reached
% of beneficiaries using at least two promoted technologies	10%	91%	50%	182%
Average yield of targeted food crops (kg/ha)				
Rice	560	2500	840	298%
Sorghum	150	739	225	328%
Maize	346	2400	450	533%
Cassava	1347	8333	2020	412%
Pulses	360	1259	540	233%

*** The baseline survey was a random sample of all households in the target zone with yield based on farmer recall, whereas the annual survey was a survey of 600 beneficiary households only (FFS participants), and included field measurements by specialized, external staff.*

The annual survey conducted with 600 FFS participants in August 2011 indicated that the average FFS member is 43 years of age. Most of the FFS participants interviewed were men (64%), and had been members of their FFS groups for an average of 11 months. Most of those surveyed said they could read (86%), and 40% had been to secondary school. Of those farmers surveyed, nine out of 10 (91%) apply at least two improved agricultural techniques including soil fertility management, use of improved seeds, water management and integrated pest management (IPM). More men use irrigation systems than women (62% vs. 38%). Older farmers were more likely to use improved seeds and IPM techniques. An analysis of the link between individual characteristics and the use of improved agricultural technologies indicated that literacy was an important factor facilitating adoption, but level of schooling was not.

During the annual survey, the main barriers to adoption of improved techniques were the lack of perception of the frequence of poor harvests. Moreover, although many farmers were aware of the consequences of a poor harvest and believe they can improve production using new techniques, they were not convinced that such techniques actually existed. A large number of farmers interviewed believed that their friends or parents would disapprove of the use of new techniques, and that the adoption of these techniques would be difficult for them.

Nonetheless, harvests from program beneficiaries were much higher than those documented during the baseline. Rice yields for FFS members averaged 2500 kg/ha, maize yields averaged 2400 kg/ha, sorghum yields averaged 739 kg/ha and bean yields averaged 1260 kg/ha. Yield increased in relation to the number of promoted technologies practiced, and the use of at least two technologies accounted for a 500 kg increase in yield; the use of four technologies increased yields 1500 kg/ha over those who used no new techniques in rice production. Factors contributing to increased production included agro-ecological zone, instruction/schooling, and use of improved techniques (especially irrigation).

Recommendations

The results from the annual survey improved our understanding of the barriers which limit adoption, and the perceptions of beneficiaries regarding agricultural technologies, which allowed the program to develop more pertinent communication messages, and to be more precise in targeting behavior change. The comparison between rice farmers who use at least two agricultural techniques promoted by the program and other farmers demonstrates clearly that the adoption of promoted technologies has a positive impact on yield, especially soil fertility techniques and water management. Following the results of the annual survey the SO2 team reduced the number of technologies promoted and focused on those which have a more pronounced impact on yield. Moreover, staff felt it is important to encourage FFS groups to practice VSL activities and move towards AB activities after 18 months, to keep the groups motivated.

C. Mid-term Evaluation Findings from Beneficiary Focus Groups

Yam cultivation in an FFS group in Kintana, Ampaho (CARE/East)

Farmer Field Schools (FFS)

According to focus group discussions with participants in farmer field schools, activities promoted by the SALOHI program to improve household agricultural production are relevant to the needs of beneficiary farmers, and have resulted in increased production and productivity. Participants stated that they are driven by the desire to learn from program innovations and hoping for a better life to form Farmer Field Schools, and they chose their areas of study according to their specific contexts and concerns. FFS group members interviewed produce a number of crops (vegetables, rice, beans, cassava, sweet potatoes, fruit trees and small livestock)

using a variety of different technologies promoted by the program. Most groups have elected leaders, and they believe their leadership systems function well, with appropriate management procedures and tools. Many of the groups have completed two or three production cycles together, and have recorded an average of 70% attendance during each meeting, and low attrition rates/ turnover.

Cascade training based on practical application and control plots accompanied by farmer exchanges facilitated the adoption of practices by FFS members, according to focus group participants. Techniques promoted through farmer field schools have generally produced good results. A farmers group in Eastern Madagascar stated that "*In the same field, 2 vatra (160 kapoaka, or Nestle condensed milk cans) of rice planted using traditional techniques without manure produced 12 vatra of rice paddy, whereas improved techniques produced the same amount of rice using half as many seeds.*" A member of a farmers' group in the South East said that "*before 5 plates of rice seeds produce 10 daba; with new techniques, two plates of seeds produced 15 daba*".

Food availability for some households has increased by 1-2 months, and in many communities surveyed the introduction of new crop varieties and vegetables has improved dietary diversification and diversified income sources. "*We can keep two more months of rice compared to before, and we can keep over half of our overall production*."

However, apart from gardening techniques that are often adopted in their entirety, adoption of traditional crop technologies (rice, maize, cassava) is low, especially in the absence of consistent access to improved seeds. Even members who are enthusiastic about their FFS group find it difficult to apply the techniques learned in their entirety, in all of their fields. They generally apply these innovations on a small portion of their land (10-30%), and don't apply the entire approach. They often minimize risks by reducing investments in time, resources and inputs. Indeed, the lack of material and financial resources is often cited as a constraint to adoption. For rice and maize, fertilization and water management are also among the constraints frequently raised. Moreover, the annual survey and the mid-term evaluation also confirmed the negative impacts of pests on crop yields.

Finally, although most members of FFS groups understood the complimentarity between agribusiness, VSLA, health and nutrition, FFA, and NRM activities, the level of integration between these activities is not yet sufficient. Farmers are starting to join FFS groups and VSLA together, and they have created joint FFS and marketing groups, or FFS / VSL / marketing groups, but coordination of these activities within groups should be improved. Groups work alone without agribusiness contacts (in Vavatenina, for example) or enjoy the services of other projects (i.e. groups in the East benefit from services provided by PSDR, funded by the World Bank) and input suppliers such as GRET in the South, or SATA in Vatomandry and Mahanoro. Midterm teams noticed that the more that SALOHI activities are integrated, and the more outside relationships and partnerships have been formed, the less FFS group members tend to request additional resources and inputs from the project. In general, farmers confirm that the knowledge they have gained from FFS groups will be used after the program ends, but they also stated that they might not need to meet any longer in FFS groups once they have learned all they can from the program, and from each other.

Best Practices

- CARE Mahanoro organizes common field visits with the CSA (Centre des Services Agricoles), the SATA (an input supply project), CIRDR and SALOHI staff to SALOHI supported FFS groups, to discuss and solve a specific problem, find solutions together and engage the expertise of outside actors when needed;
- CARE South organized an open house event at an FFS site for all community members to learn about the FFS group's experiences;
- Group purchases of agricultural tools, and setting up a borrowing system for a plow by an FFS group in the South.

Findings

- Step down or cascade training is efficient, but there is always a risk of the loss of information if trainers are not monitored in the field;
- Documenting discussions from FFS meetings facilitates capitalization of knowledge gained and lessons learned;
- It is important to always keep local technicians informed of the goals, objectives and activities of the SALOHI program, to have their support.

Lessons Learned

- It would appear that the dynamism of FFS groups is linked to the degree of integration of program elements. FFS members who are only members of FFS groups and do not participate in other program activities (VSLA, marketing/ agribusiness, etc.) have a tendency to expect everything to be provided by the program – tools, seeds, etc. Farmers who participate in joint FFS/VSLA groups are starting to supply their own inputs and organize joint purchases. FFS groups who are trained in agribusiness approaches understand that relationships with input suppliers and buyers are important to maintain their revenue streams, and to provide inputs.
- The capacity to inform and persuade other community members about new agricultural technologies is a function of the level of conviction and motivation of group members themselves. Members of weak FFS groups said "help us sensibilize", whereas more advanced groups said they had no problem sharing knowledge gained with other farmers, from their own fields.

A Farmer Leader in the South: "*There are people who prefer to attend our weekly meetings (3 – 5 people per meeting) to see the techniques and monitor the growth of the goats, and others who prefer to visit their neighbors one on one and see for themselves*."

A farmer leader in the South East: "*Farmers ask us a lot of questions when we are working in our fields, for example, about transplanting young rice plants, and how to cultivate carrots."*

Farmer Leaders (PL)

Farmer leaders were put into place to facilitate the diffusion of technologies between peers, and to facilitate program sustainability. This approach was analyzed with FFS members and community members. Selection criteria for and the functions of farmer leaders were determined by community members, and farmer leaders appear to understand their roles and responsibilities. "Farmer leaders are facilitators, and as leaders they should be dynamic and creative. They create their visit plans, transmit information to group members, organize FFS group work, and they are the focal points for the program.

They help in creating groups and work voluntarily for the members."

Common points for training and monitoring of PL include: cascade training with farmer leaders for key crops including rice and maize, and practical training of all FFS group members in a common field for garden crops. Almost all the PL interviewed apply the techniques learned in their fields, in demonstration fields (with a control), and some have gone further to research and test other new technologies which they have shared with others. Some farmer leaders have even created FFS groups on their own – for example, in Ampahibe in the East, one farmer leader created six FFS groups, and a woman farmer leader created two more. All the farmer leaders and FFS group members in the same community know each other and easily share what they have learned, which is easier when they live relatively close by. Even farmers who are not members of FFS groups are visited, and receive explications from farmer leaders and members of FFS groups, who don't hesitate to approach and visit anyone who is interested and asks questions.

Motivated by a desire for their personal development, farmer leaders said they enjoy study tours, training and diplomas received from the program, and it encouraged them in their work. However, sometimes their motivation is low – they don't always have time to perform all their roles and responsibilities, and there is competition between personal activities ("velontena") and community commitments. They would like to improve their communication and leadership skills. They also requested refresher training and more practical training with appropriate, simple training materials. Some farmer leaders also requested materials, including notebooks, technical booklets, weeders, shovels, and rakes to use in their fields to help convince other community members about the efficacy of new technologies. In the South East and East, farmer leaders requested bicycles to help cover their zones. For example, in Bekaraoka, a farmer leader covers an average of 6 km.

However, not all farmer leaders are accepted by all community members. In the South East, some community members considered farmer leaders "simple peasants who could not have appropriate technical skills because they come from the same area" despite their experience with farmer field schools.

Best Practices

- In the FITEA zone, in the evening villagers sit outside to avoid the heat. Farmer leaders use this time to inform community members about their activities, and new techniques. "We approach non FFS members at their own homes, which is why the number of FFS groups is gradually increasing"
- "*Trainings are easy to understand because we introduce just a few improvements to traditional techniques* (ADRA farmer)
- FFS group members agree to dedicate part of their time to work on farmer leader fields to compensate services rendered by the farmer leader (Ambalalehibe/ADRA);
- When the PL is absent, he or she delegates roles and responsibilities to the FFS Vice President , which increases the responsibility of other group members to lead the group (Bemanta)
- A PL in the South East said "*When we apply new techniques, we obtain good yields and with the surplus production we can pay workers to work in our fields, and we have more time to dedicate to our farmer leader tasks*"

- A PL in Ampaho (CARE/East) combined techniques he had learned from his FFS group with prior experiences, and tested these techniques (preparing cuttings and pre-germination) on new crops (yams).

Lessons Learned

- Avoid imposing farmer leaders designated by others on a group or community, because that has a negative impact on group dynamics.

Maize stored by an agribusiness group in Ampaho

Agribusiness (AB)

By promoting agribusiness activities, the SALOHI program capitalizes on local economic opportunities that benefit from economies of scale through collective marketing schemes, in which even vulnerable populations can participate. This activity increases profits from the sale of agricultural products, which increase due to the application of innovations shared through FFS groups. Increased revenue contributes to improved access to food, and increases food security. These messages were shared with community members in VSLA and FFS groups, to convince them that they should first identify markets before deciding what to produce. An agribusiness group "*Fanilo"* in the east said "*before we lost money; we didn't look for markets until we had already produced our crops*".

Agribusiness activities are implemented by new producer groups (in CRS zones) or by FFS/VSL groups (LOL zones), or by regrouping a certain number of farmers groups into unions (CARE/East) or cooperatives (ADRA/Central). The agribusiness groups interviewed had an average of one or two year s of experience, and were trained in agribusiness techniques, market studies, negotiation and establishing business contracts (especially in the CARE/East unions), and in group dynamics. Some groups had received training in the development of agribusiness plans and had implemented them (especially in the Center and East), but in general the implementation of these plans was not adequately monitored.

Although there are some success stories (Union Tafita in Ampaho, CARE/East, who sold 5 tons of maize in 2011, and a group in Bekiria in the South which increased their profits by 40 USD through the sale of garden crops), in general, according to focus group discussions conducted with members of agribusiness groups as part of the MTE, initial collective sales transactions did not always produce the desired results. Diverse factors account for these failures, but in general they can be summarized as insufficient pre-production market analysis skills, and poor decisions regarding the selection of production options, as well as inadequate consideration of the different characteristics and needs which influence the success of a specific enterprise; agronomic factors, financial factors, commercial and marketing factors all affect the final production and marketing strategy. For example, a cooperative in the Central region failed to produce the crop selected, because they didn't use enough fertilizer. More than 90% of producers used traditional production techniques in their enterprise. Despite information collected during market studies

and known by the group members, enterprise decisions are often guided more by opportunities for the provision of inputs and seeds, which sometimes don't arrive on time.

Despite these experiences, groups continue to persevere and try new strategies. Although developing a written (formal) agribusiness plans is still beyond the capacity of most members, they understand the importance and utility of these plans, and discuss at least orally the components of their plans: choosing the market, product, action plan, calculation of costs and benefits, etc. A group in Ambodisakoana said "*when you make a business plan, you must calculate all expenses to know the break-even price. Expenses include the purchase of seeds, labor costs for planting and weeding, etc. If I sell at a low price, I won't cover my expenses. That's why I need to find a good market (ahead of time) so that I don't sell at a loss*." In addition, opportunities provided by some groups to participate in fairs have enabled them to broaden their horizons, develop new contacts and increase their bargaining power.

Best Practices

- Linking the Tafita Union in Ampaho in CARE/East with the CSA helped build their capacity to formulate their needs, including the request of a tractor from a World Bank funded program, PSDR. They also developed links with input suppliers like SATA, which further strengthened their capacity to source their own inputs.
- Participation in fairs permitted members to commercialize their own products, and they contributed 10% of their revenue to recurring costs for running their cooperative (example: Bermanta).
- Representatives of the Sandrandahy cooperative collected periodic price data to develop a matrix to monitor price movements. This tool was used by the group as a decision making tool

Lessons Learned

- The capacity to develop technologies in a participatory fashion through the FFS approach is a step that agribusiness groups should not skip if they desire to produce at a competitive scale.
- The more that groups are exposed to other stakeholders and markets through participation in local fairs and even national fairs like FEIR Mada, the more entrepreneurial skills they acquire;
- The reflex to develop agribusiness plans is there – members plan their actions, calculate their expenses and results, and make their decisions based on appropriate calculations. However, we must find more simple tools to help members develop locally appropriate business plans that are useful and usable at the community level.

Village Savings and Loan Associations (VSLA)

The VSLA approach is promoted by the program to assist households, groups and communities to mobilize and manage their resources to support productive investments and to withstand individual shocks. The majority of VSLA members are women, most of them from female headed households.

All of the groups interviewed during the midterm appear to function normally, with appropriate

"*All the members are sanctioned, even the president, in cases where they don't respect our internal regulations".*

management structures, tools and internal rules and regulations which were established by and are adhered to by all members.

Most of the groups interviewed had completed 1 – 2 savings cycles (10 months), and continue to hold weekly meetings, with the exception of some more established groups in the East, who meet once or twice per month. The amount of savings contributed each week varied from 500 – 1000 AR (0.25 – 0.50 USD). The number of members and the amounts contributed generally increase with each cycle, as members gain confidence in the system and in each other. The groups in the East and South East have greater savings capacity, because they have more sources of revenue (litchi, cloves, etc.), or they have other sources of collective revenue generation (artisanal activities in one group in the South East 2, and gardening activities for others). Productive activities conducted by FFS groups and agribusiness groups also facilitate greater savings. The quality of the integration of these activities varies by group – certain groups manage separate savings banks (one for savings, one for the sale of products, one for social safety net savings), with separate management structures (for example in the South East 1 zone, and VSL groups in Atsinanana, in the East). However, there are some groups who confuse their internal management systems and regulations for FFS and VSL (certain cases in the South) and others who confuse trainings in VSL and marketing (South and South East 1). This is most pronounced in the "middle performing" groups. Calculations related to savings, addition, credit, and interest rates are difficult for group members, and require consistent support. Performance is a function of the quality of training, and the quality of supportive supervision by field staff.

> "*We need more practical training, verbal and not with a lot of text and writing, and not too many topics in each session.*

In any event, not all group members take credit (on average not more than 50% of members take credit). However, credit taken has permitted group members to meet basic needs (salt, sugar, fuel), reduce their obligation to sell rice, or borrow cash at exorbitant interest rates from local lenders (100 – 200%). The most common uses of credit from VSLA include paying school fees, buying medicine, and funding small commercial (income generating) activities. Funds dispersed at the end of each cycle permit members to make more important purchases, including opening up small shops, buying livestock, purchasing agricultural inputs and rehabilitating their houses.

> "*I was able to save money which I would otherwise have used on rum and cigarettes. This decision (to save) improved my health, and my family life."*

An FFS/VSLA in Ambodihazovola in their maize field, where they applied conservation farming/ conservation agriculture techniques

All VSLA interviewed reported that they are ready and able to continue this activity even without the support of SALOHI staff. They felt that they have mastered the process, and that the

activity helps them meet many of their needs. Some village agents have already created other VSLA, without SALOHI support (for example in CARE/East zones). The indirect effects of this activity are already evident. "*After seeing the results of the first VSL cycle, other community members expressed interest in joining, and four new VSLA were created in Ampahibe (zone East)".* However, to maintain and strengthen group savings capacity, additional marketing training is needed. A group in the South East 2 zone noted "*We have made mats, baskets and hats, and certain members do embroidery, but there are no markets for our goods. As long as there are no sure sources of revenue, it is difficult to save. We don't have the courage to take credit when we are not sure we can sell our products."*

Best Practices

- A VSLA in Malebitsy purchased goats and transformed them into brochettes which they sold in the local market, to generate working capital for their group. They took this initiative without any support from SALOHI staff.
- In the South East 2 zone, the support of traditional leaders (*Apanjaka*) has helped prioritize women who participate in VSLA in FFS activities;
- VSLA in Ampitabe in the East have organized their group to distribute final end of cycle dispersements during the lean season.

Lessons Learned

- Trainings should be well programmed, sequenced and adult education approaches respected to improve learning.

D. Cross Cutting Elements

Gender

Men and women participated in all the groups interviewed, although women-only groups also exist. Group members reported that both men and women participate in decision making. However, certain groups in the South are composed entirely of extended family members, so the head of the family would have ultimate decision making authority. "*We are from the same family, so we respect each other."*

Agricultural tasks are split between men and women, following local customs (for example, men generally work the soil/plow fields, and women plant seeds and spread manure).

> "*Women have the desire to contribute to VSL group management, but because of their workload (agricultural day laborers, laundry washing, etc.) they don't often have the time to assist meetings which require the presence of the President or Vice President."* (this is especially the case for female headed households)

In almost all zones, women are more numerous and more active in VSLA (70%). During the midterm evaluation, the team encountered combined FFS/VSL/Agribusiness groups where women were more numerous, and more dynamic. Women in these groups were recognized as having relevant ideas, and they were listened to and respected for their success in these groups. Women said they gain more independence through their participation in VSLA – they have more time to spend on their own work, and they are better able to meet family obligations. Some women also reported that they

feel better and look better, and they were able to get married as a result of their participation in these groups (!).

Nonetheless, there are fewer women in strategic posts (for example, as farmer leaders, as Presidents of groups), especially in the South East. Women are often members of group management structures, but commonly as secretaries or treasurers.

"*The fact that we don't burn our fields keeps the soil humid and weeds decompose in the fields, which makes the soil less hard.*"

Environment

Notions of environmental protection and natural resource management are understood by most of the farmers' groups and SO2 beneficiaries interviewed during the midterm. They are aware of the importance and benefits of reforestation, cultivation without brush fires, wind breaks, contour farming, and environmental hygiene. They understand for example the negative effects of fire on soil quality and the destruction of habitats. The majority of the population in the East zone cultivate maize without burning their fields.

A maize field where conservation agriculture principles were used, in the South East 1 zone.

Nonetheless, few farmers had heard of the "go green" strategy and the trainings received by program staff include contour farming, conservation farming in the South and East, and holistic livestock management in the South. With the exception of the last two themes, in many cases, trainings were few and did not include practical applications. Certain zones benefited from collaboration with other stakeholders, and could be further exploited – for example, the case of the diocese radio in the South East 2 zone, and collaboration with WWF in the South.

Good Governance

Good governance principles were observed in many of the SO2 groups interviewed during the midterm, including transparent financial management, common vision and objectives, effective communication, active participation in group activities, respect of internal rules and regulations, participatory decision making, and accountability by group leaders. However, the dynamism of each group is often a function of leadership, and collaboration with local authorities is not yet systematic.

Sustainability

In all areas, the VSL approach excels in terms of community appropriation of the technique and the results. Groups are functional and ready to continue after the SALOHI program ends. The

benefits of participation in the activity are clear and livelihoods have improved, for women and men. Good governance principles are visible and strengthen group management.

For FFS groups, members stated that the knowledge learned, the practice of sharing that knowledge, and the technologies tested will be maintained after the program, but that the groups might not continue, as farmers will apply what they learned on their own fields (not on group fields). Some groups stated they might maintain their FFS group, to facilitate support from other partners and projects.

The loan of seeds and materials helped group members jump start their learning and practice of new technologies, and to generate resources for VSLA and agribusiness activities. The downside of that practice is that it makes farmer field schools and communal fields totally different from members own fields, as they don't have access to the same seeds and materials to allow them to apply these technologies on more than a small portion of their individual fields. Members feel they don't have the capacity to obtain these same resources for their own fields, and often wait for the program to do so.

E. Recommendations

The recommendations below include those from beneficiaries interviewed during focus group meetings, those of technicians who participated and lead focus group meetings, and those proposed by HQ staff.

Recommendations from beneficiaries

1. More training. Farmers requested training in agricultural techniques including integrated pest management, market studies, pricing and communication. These trainings should be practical and adapted to local participants' capacities, with simple supports in Malagasy, strengthened by exchange visits.
2. Improve field monitoring and supervision. Beneficiaries suggested local level support, including posting field agents to live in each fokontany (community).
3. Provide materials and inputs, in particular to farmer leaders and group presidents, to allow them to practice what they have learned, and what they are promoting others to do. In particular, farmers requested loans of seeds at appropriate time periods, loans or facilitated purchases of seeds and inputs, bicycles for farmer leaders, and revolving funds for the purchase of plows and other farm implements.
4. Rehabilitate irrigation systems and increase FFA activities. Effective water management is the principal constraint to intensify rice production. In addition, roads are needed to market produce and to evacuate sick people. Participation in FFA activities also allows farmers to increase their savings contributions towards VSLA.
5. Formalize SALOHI groups and structures. SALOHI groups and key structures (PL, CHVs) require official recognition, to increase their capacity to negotiate with outside institutions and stakeholders, and to give them more public recognition.

Recommendations from Technicians

1. Improve supervision. Program technical staff should play a more important role to animate FFS, AB and VSL groups, and not just serve as technical trainers. Training based on adult education and experiential learning, exchanges and repetition are essential to master new concepts and practices. Such trainings **must** be followed by field supervision and monitoring, especially during critical phases, keeping in mind that the ultimate responsibility for field support needs to be passed to local institutions, to ensure sustainability. However, this supposes an adequate supervision ratio, prioritization and time management.
2. Input supply. Facilitating access to inputs is a major challenge for SO2, to improve the adoption of techniques, and the sustainability of program impacts. Increasing beneficiary responsibility in this area could be improved by using a value chain approach, ensuring that beneficiaries think through everything they need to build their livelihoods, in the same way they would to build a house. Increasing linkages with VSLA and agribusiness plans and partnerships with external service providers would also improve this element.
3. Strengthen linkages. The motivation and capacity of groups and community structures is are important mechanisms to ensure the diffusion and sustainability of program impacts. To this end, the program should work more to strengthen collaboration with other entities and stakeholders to link community structures with outside service providers, through exchange visits, commune fairs, contests, and official recognition of groups by local authorities.
4. Integration. Ensuring the complimentarity of SALOHI activities in health and nutrition, FFA, DRR and livelihoods and the integration of SO2 activities should be a priority for the SO2 team during the remainder of the program. Starting with VSLA and building on their successes to form FFS, AB and other types of groups (even SAMBAIKA and VSL groups for CHVs) is a great way to quickly build social cohesion and develop the governance and management skills required for groups to succeed. However, the coordination and sequencing of the introduction of each activity and their integration with other SALOHI activities needs to be well managed. In addition, increased appropriation and integration of cross cutting elements (gender, governance, environment and partnership) are required to ensure program sustainability. Increased training of field agents, use of program quality check lists, and full implementation of the program EMMP should help.

Recommendations from HQ Staff

- *Targeting:* The SO2 coordinator and project managers should review the beneficiary selection process to ensure that the most needy in target communities are not being excluded from key interventions. In particular, VSL is appropriate and very helpful even for the most vulnerable community members. At the same time, care should be taken to ensure that those who are being included in the AB groups are well prepared for market engagement, and that they will be able to afford and manage the associated risks
- *Integration within SO2*: The SO2 coordinator and project managers should consider ways to systematically provide beneficiary groups with a complete set of skills to assure their continued development after the project ends (consider the CRS "5 skill set" approach)

- *Integration across SOs:* the project management and SO coordinators should discuss ways to systematically link key activities in SO2 with activities in SO1 and SO3 to capitalize on potential synergies and enhance project impacts at the community level.

F. Challenges

1. Increasing the level of adoption of techniques promoted by group members and diffusion within the community (input supply, training, linkages);
2. The performance of farmer leaders and their capacity to transfer techniques (leadership and communication training)
3. Increasing the marketing capacity of agribusiness groups (training and linkages)
4. Ensuring adequate and sustainable input supplies (VSLA and linkages)
5. Integrating FFS/VSL and AB activities
6. Integrating SO2 with S01 and SO3
7. Integrating cross cutting elements: gender, environment, partnership and governance
8. Improving staff supervision and support
9. Improving farmer training (adult education techniques), developing simplified tools and increasing follow up
10. Increasing collaboration with local stakeholders and local authorities, and strengthening linkages with service providers
11. Removing barriers to women's participation in leadership positions (presidents, farmer leaders)

G. Conclusions

Pertinence

In general, the activities promoted by the program to improve local livelihoods correspond to local needs. All the groups encountered during the midterm evaluation affirmed that they joined groups because of their desire to improve production with new techniques, increase revenue with better organized commercial strategies, and to not waste resources and to better manage their savings, with more flexible credit arrangements. In short, the objectives of the program correspond to farmers' desires.

Efficiency

The processes used to implement program activities have strengths and weaknesses. On the one hand, theoretical training reinforced by practice and demonstrations are well applied, but monitoring is inadequate. Training skills acquired are easily forgotten in areas where most people cannot read or write. The intensification of program activities and retreat of support are not yet observed, and FFS and AB groups are not as strong as they need to be to survive program withdrawal. On the other hand, farmer leaders and field agents help diffuse techniques because they live locally and understand local conditions and desires. However, their capacity could be limited if they lack the means and equipment necessary to provide effective supportive supervision.

Effectiveness

In general, results have been achieved and knowledge gained, and participation in FFS, VSLA and AB groups has permitted members to:

- Increase and diversify agricultural production
- Increase profits and save money
- To meet their basic needs (fuel, salt, school fees, medicine, etc.)
- To improve their capacity to buy seeds together, to help each other and to purchase hired labor through VSLA.

However, FFS groups have not been completely successful as farmers are not yet applying these techniques on large portions of their fields, and marketing skills are weak.

Effects on Behavior Change

Group members participate actively in group management, and respect group rules and plans. They are beginning to apply new techniques to their own fields, even if only in a limited fashion (more for vegetable gardening than for rice or maize). Governance, gender and environmental management concepts are being effectively applied.

Sustainability

Among the three activities, VSLA appear to be the motor for sustainable social cohesion, with strong governance principals based completely on local ownership. However, the capacity of groups to save could be limited by their income generating skills. It is recommended that each group (FFS, AB or VSLA) should be trained in the five basic skill sets (social organization, financial management, marketing, agricultural production and natural resource management) to ensure their overall viability. If each FFS group (which receives agricultural production and NRM skills) forms a VSLA (with financial management skills) and evolves into an AB (with marketing and social organization skills), they should be exposed to all five skill sets over the life of the program.

Table 16: Livelihoods (SO2) Action Plan

#	Corrective Action	Description	Responsable	Deadline
1	Address the principle barriers to adoption of agricultural technologies for each site	• Training in barrier analysis and communication for behavior change • Finalize and disseminate the communication strategy to promote adoption, taking into consideration identified barriers • Produce IEC materials based on the finalized communication strategy • Develop activities to address barriers identified (local seed suppliers, input suppliers, etc.)	PCU (SO2 and communication SO2 WG	June 12 Y3 – Y4
2	Organize SO2 communication campaigns	• Organize integrated fairs • Open houses at FFS sites and FFS sites in irrigated perimeters • Organize contests for the best producers and adopters • Begin graduating groups and farmer leaders • Engage FFS members in the diffusion process	NGO technicians and field agents	Y4, Y5
3	Improve the performance of farmer leaders	• Disseminate training modules on adult education, group dynamics, and leadership and integration of SALOHI activities • Train farmer leaders in leadership, communication and technical themes • Create operational tools adapted to farmer leaders (monitoring notebooks, planning tools) • Organize exchange visits and internships	NGO technicians and field agents	July 2012 Dec 2012
4	Develop marketing activities with FFS, VSL and AB groups	• Evaluate the level and needs of each group • For each level, determine appropriate actions and use simplified tools to strengthen group marketing capacity	NGO technicians and field agents	June 12
5	Disseminate simplified marketing tools	• Revise the agribusiness manual and existing tools • Create simplified tools for - Market studies - Choice of products; risk analysis (Ansoff matrix) - Value chain analysis	PCU, NGO technical specialists and consultants (SED PCVs?)	June 12 Nov 12

#	Corrective Action	Description	Responsable	Deadline
		- Create business plans using appropriate formats for non literate group members - Negotiation techniques - Price calculations - Group marketing - Storage and preservation • Quality norms and standards		
6	Facilitate networks and linkages with local markets and service providers	• Organize meetings (round table, fairs) with local agribusiness operators • Participate in FEIR Mada • Organize coordination meetings and joint visits with different actors in each zone	PCU SO2, communication director, NGO project managers, specialists, field agents	At least once per year At least once per quarter
7	Support scaling up: linking producer groups	• Support the official recognition of SALOHI groups and structures (Union, cooperatives, etc.) • Study input and marketing supply chains in each commune, and link each FFS and AB group to appropriate buyers and suppliers	NGO technicians and field agents PCU SO2	Dec 12 Y4, Y5
8	Implement the 5 skill set training approach	• Train field agents and farmer leaders in the 5 skill sets • Accompany staff in the implementation of the approach using available opportunities and entry points with FFS, VSL and agribusiness groups.	PCU SO2 & William NGO technicians and field agents	June 12 Y4 & Y5
9	Program Integration: Strengthen collaboration between SALOHI field structures	• Put into place a coordination system for PL/CHV/CHV • Promote cross training between PL/CHV/CHV	NGO technicians and field agents SO1 and SO2	June 12 At least once per semester
10	Promote crops with high nutritional value	• Work with SO1 team to identify crops with high nutritional value needed for PD Hearth and SAMBAIKA groups • Develop a schedule to strengthen the capacity of different actors (model mothers, lead farmers, CHVs) in the approach. • Insert these crops into FFS programs	NGO technicians and field agents SO1 and SO2	May 12 Nov 12

#	Corrective Action	Description	Responsable	Deadline
11	Implement NRM activities with SO2 groups	• Involve FFS members in NRM committees • Train PL and AV in soil and water conservation techniques • Disseminate DRS techniques in FFS groups	NGO technical specialists, SO2 and SO3 field agents	Y4 & Y5
12	Involve SO2 groups in EWS	• Define trigger indicators with the SO3 team • Implicate SALOHI groups in data collection	NGO technicians SO2/SO3 field agents	Y4/Y5
13	Coordinate emergency responses with FFS groups and farmer leaders	• FFS groups and farmer leaders should participate in the evaluation of the impacts of floods, cyclones and other shocks on farmer fields • Share information regarding shocks with farmer groups • Needs assessments following data collected • Identify local partners to meet needs • Coordinate responses as needed	SO2 et SO3 Coordinators NGO technical specialists, SO2 and SO3 field agents	Dec - April each year
14	Systematically integrate gender, environment and governance into all SO2 activities	• Reinforce field agents capacities in the practical application of each program element; • Reinforce community level restitutions of SO2 activities and results • Study and pilot test ways to reduce barriers to women's participation as presidents of farmers groups and farmer leaders • Ensure FFS groups produce minutes from each meeting and evaluate each production cycle (governance) • Formalize SALOHI groups and organize official recognition, and graduation (governance, sustainability)	SO2 Coordinators and Governance staff, Gender and Environment consultants NGO technical specialists, field agents	July 12 At least once per semester
15	Put into place adequate staff supervision systems	• Study the field agent/ community ratio, taking into consideration sustainability and exit strategies • Recruit new staff or consultants as needed • Training and equipment for new staff	Project managers	May 12 July 12
16	Use staff supervision tools	• Finalization and use of program quality checklists • Use data collection forms	PCU, specialists,	Y4 & Y5

HQ Review (CRS reviewed the program, LOL leads the technical sector)

This section of the report is focused primarily on SO2, and the linkages between SO2 and the other SALOHI Strategic Objectives (SOs). The SALOHI SOW specifically requested members of the external review panel to address five topics related to technical program areas (see MTE SOW in Appendix D). These topics included:

1. Collect information from program staff and implementing partners, including a review of key program documents and reports to evaluate program progress to date;
2. Evaluate program strategies for their pertinence, effectiveness, and use of State Of The Art (SOTA) approaches and innovation;
3. Evaluate the effectiveness of program integration and the implementation of cross cutting issues including gender, environment, governance and sustainability strategies;
4. Identify best practices and lessons learned to date;
5. Use information collected to develop recommendations to improve program performance, including a detailed action plan to implement recommendations.

Resources and activities used in conducting this review

Documents consulted in the review process included: The SALOHI Program Proposal; the SALOHI MTE SOW; Tables of responses from interviews with 600 Farmer Field School (FFS) members across all SALOHI partners and zones (SALOHI Annual Survey, Sept 2011); Tables on progress against IPTT indicators (SALOHI FY 11 Annual Report); and up-dated SALOHI IPTT tables (Feb 11, 2011), results of focus group studies conducted from mid January – 10 February 2012, notes from SO2 Working Group meetings.

Main Findings

Pertinence/Relevance of program strategies and interventions (SO2): The primary interventions used to achieve SO2 are highly relevant. For families living in rural areas, savings and financial management (VSL), increasing agricultural productivity (FFS), and enhanced market engagement (AB) are all central to their capacity to protect their assets and improve their livelihoods. This is especially true of food insecure households.

Effectiveness of program strategies and interventions (SO2): The three interventions are indeed having significant positive impacts on people's lives and livelihoods. Specific examples gleaned from the field visits include the following:

VSL: Members of 3 VSL groups were interviewed in each community.

- Several women participants of the VSLs reported using credit available from the groups to cover hospital costs for sick children, or using the loans to pay school fees for their children (allowing them to do these important things while retaining their productive assets)
- One elderly woman said that before the VSL she had to work in her field to produce food. This was becoming increasingly difficult and painful with her advancing age. It also took a long time between planting and the harvest of food. But since the VSL has started functioning, she has been able to get small amounts of capital which she has used for petty trading in the community, and she no longer has to work in her field to make a living

- One widow indicated that she had little labor in her household and struggled to produce enough food to feed her children. Since the advent of the VSL she had been able to hire labor, and this has helped her situation a great deal
- One VSL group had invested 280,000 Ariary of their savings with a local microfinance institution. This acted as collateral with the MFI, which then allowed members of the VSL to take out loans with which they purchased agricultural inputs (seeds and fertilizer)

FFS: Members of 6 FFS and 5 FFS were interviewed in the first and second communities respectively

- FFS members who were involved in learning about bean production in both communities reported that proper spacing of plants, planting in lines (which made weeding easier and faster) and the use of compost all combined to increase bean yields very significantly above traditional methods (up to 300 % in one case)
- FFS studying rice production (the majority of groups) indicated that using new methods to plant their fields reduced the amount of seed they needed from an initial 18 "kapoakas" down to 1.5 Kapoakas (> 10 fold decrease).
- FFS studying rice production also claimed increased yields of up to 200% using new methods

AB groups: Only a few AB group members were encountered among the members of the FFS and/or VSL that were interviewed. These group members indicated that they were primarily working with beans, and that they were indeed making an increased amount of income - mainly from increasing production.

The above examples illustrate that fact that the interventions are indeed appropriate, and that they are making real and positive impacts on the lives of poor and food insecure households.

Use of State Of The Art (SOTA) approaches and innovation (SO2): The approaches being used for the main interventions in SO2 (FFS, VSL, and AB) are reasonably up-to-date. It is important to note, however, that methodologies are always being improved, so it is important for the senior technical staff of SALOHI to monitor advances in the relevant fields, and incorporate those into the SALOHI program as and when appropriate.

The one approach which this reviewer felt is currently being overtaken by progress are the FFS. Traditionally FFS have assisted farmers with the development of a single skill set (increasing production). And within that, the FFS have often focused on a single aspect of a production system (e.g., soil fertility management; rice production; integrated pest management for a specific crop; etc.). It is now understood that in order to improve their livelihoods and exit from poverty, farmers need to understand a) integrated production system processes as a whole and b) require a number of skill sets beyond basic crop production. In addition, while an FFS might equip farmers with technical knowledge on a single subject – what farmers actually need to know is: where they can obtain information to address a wide range of issues; how to systematically evaluate different technical options and identify which ones are appropriate for their specific situation; and how to scale up the application of appropriate technology options to enhance their production, productivity and/or profitability. These skills will equip farmers to

address new issues that arise long after the FFS has ceased, *but they are often not taught* (except indirectly) in FFS.

Thus while FFS are indeed useful, there may be newer and better options available which will more effectively empower farmers to address their own issues in a future beyond SALOHI. These include skills in technology access and innovation, and the development of multiple skill sets for farmer groups.

New training and data collection materials coming available in 2012: Relevant to this topic is the fact that new training materials are being developed, and should be published in mid 2012. These materials cover: group organization and management; savings and financial management; basic business and marketing skills; technology access and innovation; and natural resource management. The training materials are being developed through the USAID project called "Modernizing Extension and Advisory Systems" (MEAS). CRS is the lead organization in this process, and the materials are designed specifically for facilitators working with groups of smallholder farmers. In addition, a new electronic tool to support training, business planning and data collection and analysis for smallholder farmer groups will be released. The tool is called "Farm Book" and it is on a notebook computer platform, to be used by farmer group facilitators. While not all of the training materials and Farm Book will be directly applicable to SALOHI, the project staff should none-the-less review the materials to see what sections – if any – could be used to enhance SALOHI programming.

Effectiveness of program integration:
Two aspect of program integration were evaluated: integration of interventions *within SO2*; and integration of interventions *between SO2 and the other two SOs* (SO1 and SO3).

Effectiveness of program integration within SO2: Two sources of information were used to consider this issue. The first was the interviews with farmer groups during the field visit, and the second was the quantitative data tables generated from individual interviews with 600 FFS members across the SALOHI geographic areas.

Both of these sources of data indicated that – with a very few specific exceptions – the level of integration between interventions within SO2 was very low. For example:

- In a focus group discussion with about 20 people representing 6 FFS in the first community visited, no one present was a member of a VSL (though they indicated that there were a few FFS members in VSLs who were not present) and none of their members were in AB groups.
- The representatives of 5 FFS in the second village indicated that only one of their FFS members was participating in a VSL and only 2 of their members were in AB groups
- The survey data of 600 FFS members across SALOHI indicated that the % of FFS that were in VSLs was less than 10% in all zones.
- The survey data 600 FFS members across SALOHI indicated that the % of FFS that were in AB groups was less than 16% in 3 of 5 zones, and less than 25% in the 4th zone. Only in one zone – the east – was there significant integration between FFS and AB groups (80%). This latter figure was high because the SALOHI implementing partner in that zone was making a specific effort to integrate FFS and AB.

There is a growing consensus among development professionals that significant synergies can be obtained from combining skill sets[7] (especially from integrating interventions like VSL, AB and crop production training). And in fact, evidence of this was seen in the focus group discussion in the field. For example:

- A significant number of VLS members were involved in petty trading, yet they were not receiving any training in AB skills;
- AB group members who were growing beans asked for information on how to control pests that were attacking their crops – they could have benefited from an FFS focused on bean production
- FFS group members asked the visitors to please give them seed – while the VSL members in the same village had put 280,000 Ariary in a local MFI specifically so they could get loans to purchase their own agricultural inputs. Clearly belonging to a VSL would have been beneficial for these FFS.

Overall – SALOHI is somewhat ahead of schedule in regards to reaching target numbers of groups that have been set in the IPTT (e.g. for the end of year 2: FFS target = 17,545 individuals, actual = 34,000; AB groups target = 178, actual = 304; VSL: target = 7,140 individuals, actual = 9,916). It might therefore be possible to put greater attention on integration of skill sets, while still working to increase the number of participants. This idea is discussed below in the "recommendations" section.

Integration between SO2 and other SOs: At present there seems to be little integration between SO2 and either SO1 or SO3. For example, representatives of 5 FFS in the second village visited indicated that *none* of their members participated in any of the nutrition programs in their communities.

There are clear potential synergies between **SO1 and SO2** activities. For example, it was reported that women in some of the nutrition groups of SO1 were being given vegetable seeds for home gardening, but they were not receiving any instruction on how to actually grow vegetables. These women might well benefit from an FFS type activity focused on home vegetable production. Similarly, farmer groups focused on increasing production and food security might be motivated to diversify their crop production if they understood better some of the key principles of human nutrition. No clear links between these two SOs were observed in the field, and none were reported in discussions with the SO2 program implementers – so this is an issue that will be incorporated in the recommendations section below.

Linkages between SO2 and SO3: There was some overlap between participants in SO2 and SO3 activities. For example, in the first village visited, the irrigation project (SO3) was expected to benefit 600 out of 800 families in the village, and essentially all of the FFS group members were expecting to benefit directly from irrigation project. In the second village visited, some of the watershed management committee members were in the FFS, and 2 members were in VSLs. However the overlap seemed to be more by accident than by design. So, for example, in the first village, even though all of the FFS members were expecting to benefit from the irrigation

[7] Ashby et. al. INTERNATIONAL JOURNAL OF AGRICULTURAL SUSTAINABILITY 7(2) 2009, PAGES 130–146
2009 Earthscan. ISSN: 1473-5903 (print), 1747-762X (online). www.earthscanjournals.com

project, none of them mentioned studying water management or SRI. They mentioned learning about planting rice in lines, and growing upland rice (without irrigation) and growing beans.

All farmers depend on natural resources for their livelihoods, so it is important that they understand the concepts of natural resource management (NRM). This includes both protecting existing natural resources, and maximizing their productive potential on a sustainable basis. Further, in cases where irrigation infrastructure is being developed, this represents a huge potential increase in productivity for the beneficiaries – but only if the resource is effectively utilized. Thus technical training for farmers who are going to benefit from irrigation is very important. And because the potential to increase productivity with irrigation is so large, it might also be extremely useful for the beneficiaries to eventually receive some AB training as well.

General observations (processes, cross-cutting issues, cross-learning, sustainability)

Gender: While I only visited one geographic zone, at least in that area observations in the field indicated that gender imbalance was not a major issue in SO2 activities. The percentage of men and women in the FFS groups were fairly equal (though the SALOHI-wide data indicates somewhat more men than women participants overall). The VSL groups were majority women. We did not see enough AB group members to form an opinion about gender balance within them. The only place where there did seem to be a significant preponderance of men was on the water management committees.

Targeting of beneficiaries: The criteria for selection of SO2 beneficiaries was not clear. The group members themselves indicated that membership in a particular group was "voluntary". When asked, the partner staff in the field did not elucidate any clear criteria for targeting any of the interventions. For the two irrigation projects visited (SO3), it appeared that nearly the whole village was going to benefit (75% in the first village, and 100% in the second). This is not necessarily bad, but it would be good at least to be able to show that the most vulnerable in these communities were not being excluded for any reason (and perhaps they should be particularly targeted with VSL).

Related to this question, it should be noted that the pathway out of poverty usually requires a series of steps, and is not a single jump. This means that not everyone in a food insecure rural community is ready for market engagement. Thus for the AB groups it may be necessary either to assist the vulnerable to increase their assets and manage their income, and enhance their skills to the point where they can afford and manage the risks associated with market engagement. Or, AB training can be targeted toward the better-off farmers who are already "market-ready". Given that the objective of SALOHI is to increase the food security of the vulnerable, it would be good to map out a systematic process whereby the capacity of target beneficiaries is increased so that they are truly ready to engage with markets when they join the AB groups.

Cross-learning: It appears that CARE in the eastern zone is indeed using a systematic process to prepare farmer groups before they join the AB groups (it was reported – but not verified - that in this zone, CARE is providing groups with both VSL and FFS training before they join AB groups). If this is true, it may be a very effective approach, and one that is worth sharing with other consortium members.

During the evaluation it was clear that not all of the consortium partners are implementing the same components of the project in the same way across all zones. That means that some components are probably being implemented more effectively in some zones than others. For that reason, cross-learning between zones and between partners is important and should be encouraged as much as possible.

Sustainability of activities post- SALOHI: It is rare to find FFS groups persisting after a project closes. From the agro-enterprise learning alliances that CRS has participated in for the last 10 years it is also clear that AB groups have a high failure rate after projects close. Savings groups like VSLs on the other hand, seem to have a much higher survival rate than either of the other two types of groups. Savings groups therefore make a very good foundation upon which to build other SALOHI activities.

It is also becoming clear that in order to "self-develop" and to engage effectively, equitably and sustainably with markets, farmers need multiple skills (see footnote 2). Combining several skill sets together increases the "agency capacity" of groups, and enables them to better control their own development over time. SALOHI already includes most of the components necessary for this process, but it may be useful for the project to consider how the components can be more systematically combined to assure continuing development after the project ends. And here it is worth noting that it may not be necessary to build the "agency capacity" of all of the community members in order to assure continued development – as long as there is a "critical mass" of individuals that can lead the process.

Conclusion

At the household level, the protection and accumulation of assets through VSL, and the "layering-on" of additional skill sets will be key to a sustainable exit from poverty. Thus integration of interventions within SO2 will be very important. For SALOHI communities as a whole, infrastructure being developed through FFA should be a big help. However, to ensure the sustainability of infrastructure, the "software" (governance and capacity to manage and maintain infrastructure) is as important – and perhaps even more important – than the "hardware", so an equal effort should go into the development of the software.

SALOHI has essentially all of the components necessary to facilitate the exit from poverty of a large number of vulnerable people, and is making good progress. To achieve this objective on a sustainable basis it will be important to consolidate the links between the project components to assure sustainability after the project closes. And in the long term this process (integration and sustainability) may be even more important than simply achieving the IPTT target numbers.

SO3: Community resiliency to food security shocks strengthened (Disaster Risk Reduction, or DRR)

A. Brief Description of SO3 Activities:

DRR activities are designed to reduce community vulnerability to shocks and to prepare them for these shocks, taking preventative measures to decrease the impact of shocks, and taking proactive measures after shocks occur, to hasten early recovery. Activities go beyond the distribution of food aid, water or tents during catastrophies. SALOHI DRR activities include the development of community based early warning systems and disaster prevention and mitigation plans, strengthening community capacity to manage soil and water sources (notably through the development of natural resource management plans and the rehabilitation of roads and irrigation infrastructure with FFA resources), support to urban social protection centers for extremely vulnerable households, and training of local community based organizations to practice good governance principals.

B. **Table 17:** Resilience (Disaster Risk Reduction) Outputs

	Results as of September 30 2011	Year 2 Targets	Percentage of Target Achieved	Life of Program Target	Percentage of LOP target achieved
Percentage of SALOHI communities with Disaster Prevention and Mitigation Plans	359	592	144%	592/592	62%
Percentage of SALOHI communities with Early Warning Systems	370	592	113%	592/592	61%
Number of people trained in DRR	3830	2047	187%	6338	60%
Number of people trained in Natural Resource Management	2726	2138	127%	4583	59%

	Results as of September 30 2011	Year 2 Targets	Percentage of Target Achieved	Life of Program Target	Percentage of LOP target achieved
Number of SALOHI communities where FFA activities have been implemented/ total number	180	164	110%	466	45%
HA of land irrigated	1629	990	165%	3028	54%
KM of roads improved	184	324	62%	1148	16%
Number of extremely vulnerable urban households receiving food aid	1200	1250	96%	2500	50%

In general, SO3 activities are on track. Almost all Year 1 and Year 2 targets were met or exceeded, except for the km of roads improved (communities chose more irrigation schemes than road work during participatory planning exercises, so the targets for the km of roads to be built and ha of land to be irrigated will be revised downward and upward, respectively). At the midpoint in the life of the program, 50% of LOP targets have been reached. The focus in Years 4 and 5 will be on program quality, and implementation of the sustainability strategy.

C. Mid-term Evaluation Findings

Disaster Risk Reduction Committees

During the midterm evaluation, it was noted that all SALOHI communities (*fokontany*) have established Disaster Risk Reduction (DRR) committees, although the structure of these committees varies by partner and by zone. According to focus group participants, DRR committees were developed in a transparent and participatory manner, through general assembly meetings held with all community members. In some cases, community members assign tasks to each household, depending on their perceived capacity (for example, in several instances in the South), and in some cases, community members have been removed from DRR committees when they haven't fulfilled their roles and responsibilities. DRR committees are starting to implement communication activities to help prepare communities for natural disasters and shocks. However, in some cases the delegation of tasks between committee members is not clear, which could negatively impact effective implementation of DRR activities and also negatively affect sustainability. It is important to further strengthen DRR committee capacity with appropriate, high quality field supervision and exchange visits, as well as implementing participatory evaluations of committee capacity and vision.

With regards to anticipated results, DRR activities have exceeded Year 1 and Year 2 targets. Currently 370 out of 592 communities have created disaster prevention and mitigation plans (DPMP). Most DRRR executive committee members have received training in DRR, including basic notions pertaining to DRR, DRR institutional mechanisms in place in Madagascar, and risk and vulnerability analysis, which form the basis for community level DPMPs. However, in some cases those trained have not shared knowledge and skills gained with the wider committee, and in some cases training programs have not respected adult education norms and approaches (too

many topics, too short of a time period), and DRR tools have not been shared with committee members, or were not appropriate for illiterate populations.

To identify committee members, communities made use of past experience in the selection process. Except in the case of ADRA and BDEM, DRR structures are organized around thematic clusters, mirroring UN humanitarian clusters at the regional and national level. Women are under-represented in DRR committees, for the most part. In one DRR committee interviewed during the midterm, only one member out of 10 was a woman; in some cases all DRR committee members are men (the overall average for SALOHI DRR committees is 30% women).

Most DRR committee members seemed to focus on preventive actions to take when catastrophes arrive (informing community members during events), and not as much on actions that can be taken to reduce the impacts of shocks before they arrive, or how to develop appropriate responses after shocks.

It was also noted that field monitoring was insufficient. One field agent covers 17 – 24 communities, and in some cases the same field agent covers SO2 and SO3 activities, which affects the frequency of visits and the quality of services rendered. In some cases service quality is also affected by the quality of training programs, and lack of training materials or adequate support shared with participants. It is important to share with each DRR committee materials which allow them to understand and remember what they have learned, and also facilitate sharing this knowledge with others, including community mobilization and sensibilisation regarding DRR activities and events. There is also a need to improve engagement of and supervision by local authorities to monitor DRR activities.

"*Before, we sold all our products just after harvest, often at low prices. Now we wait for prices to rise before we sell, to increase our benefits.*"

According to DRR committee members, since the beginning of the SALOHI program, community members have started to become more aware of the importance of DRR activities to community resilience, as well as to local development. For example, households in communities at risk of cyclones have started to reinforce their houses and stock food and medicine before cyclones. Households in the south have started stocking food for the lean season, and to develop marketing plans to have more cash before potential shocks. Since receiving training from the program, committee members listen to the radio regularly and share DRR information with the entire community.

"*Cyclones come every year. When we are old, we will tell the young ones to take over our responsibilities. We can train them, thanks to the training we received from the program.*"

Committee members are convinced of the importance of DRR activities to safeguard their community, and to save lives. They are also aware that community DRR committees are formally recognized with communal degrees, which increases their authority and value *vis à vis* their neighbors. However, they don't yet completely understand their roles and responsibilities, which affects their efficacy. For example, their actions are often focused on the diffusion of alerts just prior to a shock. There is no clear division of tasks between committee members, and they take no decisions regarding the actual situation at hand. Few DRR committees have internal rules or

regulations. However, they are willing to continue to serve their communities after the program ends. Some committees stated that they plan to start income generating projects to fund group activities.

Best Practices

- Some DRR committees practice and/or participate in simulation exercises, which have contributed to improved understanding of DRR, preparation, organization and management of risks and shocks.
- Donating communication materials (emergency response flags, IEC materials, radios) to DRR committees helps ensure that they have the resources needed to respond to shocks and to fulfill their roles and responsibilities;
- Putting into place internal rules and regulations (*dina*) to control data after natural disasters and the development of a system to verify data quality (for example, in the community of Ambohiniaonana) is a best practice to share with other communities to ensure the accuracy of data received.

Lessons learned

- Appropriate targeting of training participants is important to ensure that information and techniques learned are disseminated throughout DRR committees, and throughout the community. Adequate training materials and supports are required to help DRR committee members recall what they learn and to share that information with other committee members.

Infrastructure Management Associations (IMAs)

All infrastructure (roads, irrigation systems, etc.) developed or rehabilitated by the SALOHI program have infrastructure management associations (IMAs) in place, although they are not all fully operational. In general, IMAs are well structured and many committee members know their roles and responsibilities. Tasks are well divided between committee members, and known by each committee member. IMA members are committed to maintaining infrastructure by mobilizing community members to maintain it, and to mobilize local resources for maintenance (for example, charging road taxes in collaboration with local authorities in Marokarima). This is due to their implication in the process from the beginning of the development of these infrastructures, during food for assets (FFA) activities.

According to focus group meetings, IMA committee members (leaders) were elected by community members during general assembly meetings, and they are representative of beneficiaries and all segments of the community. For roads that link multiple communities, IMA members come from all of the communities impacted by the road. For irrigation systems, all families who have a rice paddy in the irrigation scheme participate in the IMA.

According to IMAs interviewed, IMAs have either been officially recognized or are in the process of becoming officially recognized, and leaders of these associations were able to identify their roles and responsibilities during focus group meetings. In some cases IMAs are comfortable taking the lead to mobilize community maintenance activities, whereas in some cases they are more hesitant to take on these responsibilities. For example, in the village of Marohanka 2, IMA members were very strict in the surveillance of the road, and never let cattle destroy the road,

and prohibited heavy trucks from passing during the rainy season. In Vohilava, IMA members await official communication recognizing their authority as a management association before exercising any authority.

> *"We need to have refresher training, because due to the age of the people trained, one session is not sufficient to assimilate all of the information transmitted."*

In some cases, members have not received sufficient training (receiving either only group dynamics training or only infrastructure maintenance training, but not both). In addition, sometimes they did not receive adequate tools or materials, both of which limit their effectiveness. These factors also contributed to confusion regarding how and when to exercise their roles and responsibilities.

Maintenance activities have started to be implemented by IMAs, but this is much more pronounced for irrigation systems than roads. In addition, infrastructure maintenance is an area which people traditionally associate with men and not women, so the participation of women in IMAs has not been as equitable as needed to ensure adequate governance, and full community participation. In one IMA interviewed, there are 41 members, but only 3 are women, and only one is a member of the IMA management structure (she is the treasurer). IMAs work with local authorities to organize infrastructure maintenance events.

Following the installation of IMAs, rules were drafted by community members to protect local infrastructure. It is not easy to apply these rules in local communities because of social pressures to maintain cohesion (*fihavanana*), but there are examples of IMAs who have succeeded in applying them.

> *"No one dares send their cattle near the irrigation canal, because they are scared to pay the fine and they pay attention to where their cattle walk."*
> IMA member in Ampasamadinika

Behavior changes have been observed in communities where irrigation systems have been developed, according to program beneficiaries.

> *"Before this road was rehabilitated with SALOHI, we didn't understand our responsibility in its protection and maintenance. And the road was completely unusable. Now we are aware and we will do all we can so that never happens again."*

Requiring community participation in infrastructure development (either by providing rocks, sand, gravel, water or other locally available resources) contributed to creating a sense of community commitment and appropriation of infrastructure developed.

> *"Before, we only thought of our own fields and we didn't concern ourselves with those of others, but now we feel solidarity and friendship."*

To ensure the sustainability of infrastructure, the capacity of IMA leaders and members must be further strengthened, with additional training followed by the dissemination of adequate materials that are adapted to community use (for example, with images to explain maintenance techniques).

Best Practices

- Some IMAs have put into place systems to generate maintenance funds (example: Amboasary impluvium, and Marokarima road tax system);
- Make use of traditional practices including *dina* to ensure respect for traditional authority and the application of internal rules and regulations (South);

Lessons learned

- To ensure IMAs retain what they learn, it is necessary to develop and disseminate adequate materials that are designed for illiterate users;
- It is important to formalize IMAs in order for them to effectively exercise their roles and responsibilities.

"*The rehabilitation of the road increased access to our village, especially during the rainy season, and also our access to public services like health centers."*

Food for Assets (FFA)

The FFA approach is used within the SALOHI program to strengthen community capacity to withstand and recover from shocks (resiliency). In this activity, community members receive food rations in exchange for work to develop infrastructure which will facilitate increased food security. To identify infrastructure projects, a Disaster Prevention and Mitigation Plan (DPMP) is developed with a core group of community members, and presented during general assembly meetings. These plans include all actions that the community will take to reduce their vulnerability to shocks, including the development of community resources and infrastructure. The timing and duration of FFA activities are determined by community members, but work generally lasts five hours per day.

"*I finished the 10 days of work assigned to me. At the end of 10 days when I received my ration, I asked that someone else take my place. When I finish eating the rice I receive, I am assigned more work."* (FFA recipient, Marokarima)

According to focus group participants, before starting work, training is held for the FFA management committee and information for daily laborers is shared, and the general organization of the construction project is discussed. This process helped households organize themselves to participate in FFA activities. FFA participants were better able to understand the work required of them, the rations for which they are eligible, and also to understand environmental protection measures to be implemented during construction.

"*The SALOHI monitor performed a census (of all households), gave them codes, and informed each community concerned about the work, and the eligibility criteria for work, and all eligible households signed up with the Chef de Fokontany or the Chef de Chantier."*

Nonetheless, there are certain components of FFA activities which need to be improved. For example, the weight of each sack of rice is not always exactly 50 kg. This creates problems when sacks are split between two households, and local measuring units (*kapoaka*) are used, which measure volume and not weight. In addition, sometimes commodities arrive late because of planning, timing and logistical constraints.

Two out of three communities mentioned the transparent process used to recruit day laborers for FFA activities. Normally the timing for FFA activities is left up to communities and local NGO partners depending on the context (zone) and the activity (roads vs. irrigation systems) and social – cultural events (holidays, fady work days, traditional ceremonies, etc.). However, some communities mentioned that the timing of FFA activities was not appropriate, as it was done during harvest periods and people are generally not available for FFA work during that time (a case in the East).

> "*In Marohanka II, almost everyone in the village participated in the rehabilitation of the road."*

> "*Household food availability increased because in addition to commodities we produced, we also received food for our (community service) work."*

According to focus group participants, infrastructure developed with FFA has had a beneficial impact on communities, because of increased food availability, but also because of increased market access and better prices received for produce (due to improved feeder roads), increased access to health and education services (also due to roads), increased agricultural production (due to irrigation schemes), and increased social cohesion, confidence and local accountability/responsibility.

Despite these benefits, some communities appeared dependent on food aid, and some FFA food aid recipients requested annual FFA distributions, and some believe that additional food rations will be required to maintain infrastructure. However, as mentioned previously, IMAs are in place and most have received some training, but more work needs to be done on a practical level to help IMAs organize, implement and evaluate community infrastructure maintenance activities.

> "*For infrastructure to be sustainable, we need to have money in our bank to pay day laborers to perform maintenance. If we depend on community good will, it will never happen.*

During the midterm evaluation, community infrastructures were evaluated using visual program quality checklists including technical norms and standards (see Appendix H for examples of the tools used). Generally speaking, infrastructures built or rehabilitated by the program respect technical norms for manually constructed (non mechanical) systems. Some deficiencies were noted, however, regarding maintenance of drainage ditches on roads, protection of watersheds above irrigation systems, and evidence of erosion around both roads and irrigation systems.

> "*Vegetative debris taken from canals and roadways are used by neighbors to prepare organic manure (for their fields)."*

<u>Best Practices</u>

- For reforestation efforts, appropriation is easier if the choice of species is discussed with the community and left to them to select (many examples in the South).
- Transparency in the recruitment of day labor helps create confidence between community members and facilitates the implication of all community members in infrastructure maintenance.

Lessons learned

- Watershed management interventions and environmental protection practices implemented before and during FFA events have helped communities to better understand the importance of natural resource management and to internalize some of the key principles.

Good Governance

SALOHI staff developed a governance strategy to clarify community actions, roles and responsibilities to ensure program sustainability. Mutual responsibilities and collaborative mechanisms are described, to improve program quality and the provision of sustainable services, oriented to meeting community needs. The objective of SALOHI's governance strategy is to promote participation, transparency and accountability in all SALOHI communities, to improve community capacity to influence decisions that affect their food security, and to improve commune capacity to respond to community food security needs.

During the design of the program, it was originally envisioned that SALOHI staff would strengthen the capacity of community groups to advocate for their food security needs and demand required services, as well as strengthen the capacity of local leaders to listen and respond to those demands. However, because of USG political restrictions which prohibit capacity building activities with local authorities, the SALOHI team will drop commune level activities proposed under IR 3.4, and reformulate intermediate results to reflect our focus on the governance capacity of community based organizations and strengthened partnerships, rather than commune level governance.

As part of the midterm evaluation process (and to better reflect program integration), SALOHI staff integrated governance questions into each evaluation tool (see Appendix H). Results relating to specific aspects of governance for each activity (the equitable **participation** of men and women in decision making, **transparency** in terms of beneficiary selection, group management and resource management, and **accountability** of program staff to beneficiaries, and local community groups to all community members, for example) are presented in each SO section. The overall integration of good governance principles in SALOHI activities is described in each section, as well.

In general, SALOHI beneficiaries described numerous examples of their participation in the design, implementation and evaluation of program activities, transparency in both program management and local group management, and accountability of community groups for community action. However, SALOHI staff found it more difficult to describe specific governance activities implemented, or to monitor and evaluate their effectiveness. Staff often confuse governance with government, and felt that their governance efforts were seriously hampered by USG policies prohibiting support to local authorities. Several memos have been shared with staff to help clarify ways SALOHI staff can and should coordinate with local leaders, and efforts will continue in this regard. Specific recommendations for governance interventions are further described in the section on Program Management.

Governance Best Practices

- CHVs in CRS zones share results from growth monitoring and promotion sessions with local health officials and community leaders (accountability);
- CHVS participate in monthly meetings with local health center staff, to share program results and discuss and resolve problems (transparency);
- Many CHVs are motivated by a sense of public service and a desire to help their communities, and are rewarded with official recognition (accountability);
- FFS groups in Mananjary share what they have learned with community leaders and neighbors during integrated agriculture and health fairs (accountability);
- VSLA show each group member when each contribution is made, and review the total amount in savings and credit during each meeting (transparency);
- Food aid recipients participate actively in the organization of FFA activities, and in food aid distributions (transparency, participation);
- IMAs and VSLA have internal rules and regulations which clearly state their roles and responsibilities, and sanctions when those roles are not respected (transparency and accountability);
- In the South East, traditional leaders (*Apanjaka*) and local authorities reinforce SALOHI key messages and promote SALOHI activities (participation, transparency);
- In Mahanoro, local officials organize joint field visits with multiple development partners to SALOHI communities, and share SALOHI practices in non SALOHI zones (accountability);
- CARE and CRS staff have specific staff devoted to strengthening community capacity, and promoting good governance throughout the SALOHI program;
- Including specific opportunities to discuss cross cutting issues in quarterly reports and annual workshops help remind partners to develop governance, gender and environmental reflexes.

Lessons learned

- It is critical to clearly and repeatedly explain to all SALOHI staff, including field agents, changes in USG policy and their implications on program implementation (discuss during quarterly staff meetings, and reinforce during field visits**). It would be helpful for USG staff to develop clear guidance on this issue.**
- Cross cutting issues like gender, governance, environment and partnership are somewhat abstract, and clear, specific examples of how they should be implemented and integrated into existing activities need to be shared with field staff, in order for staff to operationalize them more effectively.
- Detailed implementation plans should be reviewed for specific inclusion of cross cutting activities into program plans.
- Field staff job descriptions should include clear references to governance, gender, environment, partnership and sustainability objectives and responsibilities.

Social Protection Centers

Support to 15 social protection centers is provided by CRS through a local partner, FITEA, who is a member of a national social protection network, CODFIDES), in three urban centers (Antananarivo, Toamasina and Fianarantsoa). FITEA and CRS staff provide technical support and assistance to each center, and each center identifies and supports approximately 40 extremely vulnerable households (mostly female headed households) with 10 months of food rations, training and access to social services each year. At the end of the 10 month training program, beneficiaries develop income generating action plans, which are supported with program resources.

As of September 30 2011, SALOHI had reached 1200 households (roughly 6000 people) with social protection activities, which represented 96% of the Year 2 target. In terms of food aide distributed, 441 MT of CSB and 6 MT of refined vegetable oil had been distributed, which represented 100% of target.

It is important to note that approximately half of all beneficiaries supported during the first year of program implementation continue to meet together on a regular basis even after food aid resources have been withdrawn. They have formed local VSLAs, which they use to fund individual income generating activities (IGAs). They also purchase group inputs for IGAs, and organize joint marketing of goods produced.

Major findings: During the MTE, 229 key informants (95% women) in 28 focus groups and nine social protection centers were interviewed. Beneficiary selection was a key aspect which was reviewed during the evaluation. During discussions with key staff from nine social protection centers, staff indicated that selection criteria included in the CRS Social Protection Procedures Manual are used to identify extremely vulnerable families in most cases. In addition, center staff collaborate with local authorities and local stakeholders to identify potential households, and referrals are made by current beneficiaries to identify future beneficiaries. The eligibility of all beneficiaries is confirmed through household visits by CRS and social protection center staff.

In terms of behavior change communication, many different training modules have been developed and disseminated, including basic life skills, social solidarity, group management, hygiene and sanitation, simplified household management, family budgeting, time management, HIV/AIDS, etc. While beneficiaries interviewed could list numerous behaviors learned and practices adopted as a result of SALOHI-supported training sessions, they also noted that the discussion of several themes at once made it difficult for them to master all of the behaviors presented. In some cases, center staff also noted that participation at center training session was less when there was no food distributions associated with them.

Beneficiary training is a principal preoccupation of social protection center staff. According to center staff, themes are based on beneficiary priorities, and incorporate existing beneficiary

practices. Focus group members confirmed this – "*the trainings that I have received respond to my needs. I myself chose the training*." In some cases, center staff have not yet been able to respond to beneficiary training requests, due to lack of qualified training staff or lack of necessary training materials. Faced with these challenges, center staff have started collaborating with other centers that have the required capacity.

In terms of food aid management, focus group participants described food distribution as transparent and well organized. Beneficiaries themselves participate in the organization of food distribution, and they described the process as hygienic and clean. Marking norms are also respected.

Access to social services has improved for participating households. "*We receive free medical consultations at the clinic at the center, and we take our children to the center school*." Center staff have also started to discuss increased access to public services with local authorities, to negotiate reduced rates for extremely vulnerable household members.

Participants described many ways in which their lives and livelihoods have improved. They have built houses, improved existing housing, and changed their behavior with regards to hygiene, savings, social solidarity and basic life skills. All social protection center beneficiaries are now able to send their children to school. However, the activity could run better, more efficiently and have a greater impact by applying the recommendations and best practices identified below.

Best Practices

- Center staff have collected and analyzed a large amount of information in the process of identifying and selecting beneficiaries, to ensure they reach extremely vulnerable households. They collaborate with a number of local organizations, triangulate findings, and conduct individual household visits to each and every perspective beneficiary before making the final selection.
- For beneficiary training, making use of local capacity and existing knowledge and skills promotes sharing between beneficiaries, and facilitates local level learning.
- Integrating social protection center beneficiaries more completely into SALOHI activities including national and regional fairs (such as FEIR Mada), and providing them with capacity building opportunities using SALOHI training modules and communication tools should continue.
- Linking social protection centers with other development programs and technical service providers decreases the need for Social Protection Center staff to provide all technical assistance and training requested by beneficiaries.
- Networking among Social Protection Centers (SPC) is another best practice which should expand and continue. SALOHI staff have been promoting regular meetings between the centers supported by SALOHI, which should be continued. It is very important to have regular meetings, to share and solve problems, and improve communication and coordination.

Lessons Learned

1. In the program design, it was not anticipated that partners would promote VSL with social protection center beneficiaries, because it was assumed that these beneficiaries didn't think they had the savings capacity required, and the social context (security, trust, family ties) in urban areas is quite different from that in rural communities. However, this has been a very successful intervention. Participants are able to save some of the funds normally used to buy food, and use that money at the end of the savings cycle to fund IGAs and pay for school fees. Adjustments had to be made – savings banks are kept at the social protection center, because of security issues, for example – but the basic precepts of the VSL approach are applied (roles and responsibilities of members, multiple keys, transparency, conduct during each meeting, etc.).

2. Social protection centers do not have the technical capacity to train beneficiaries in some of the IGA activities requested. SALOHI staff had anticipated that most of the IGAs chosen by beneficiaries would revolve around embroidery and basket weaving, which are traditional SPC products. Although not anticipated in the program design, SALOHI technicians have been used to provide technical training in health and nutrition, livelihoods (gardening, small stock production and VSL), and even disaster risk reduction as requested, and SALOHI staff have also linked SPCs with existing institutions that can provide more specialized training, when SALOHI support ends.

3. There have been many lessons learned regarding targeting, and ways to identify vulnerable households to participate in these groups. Selection committees have been enlarged, to include not only local implementing partner staff but also other local stakeholders, to increase their commitment to the program and to strengthen the provision of discounted services after program support ends. Currently, past beneficiaries are helping SPC staff to identify new beneficiaries, spreading the word to other people in similar situations. In addition, local leaders (Chef de FKTY) are very helpful spreading the word, and even identifying marketing opportunities for beneficiary products. Household visits by staff are still required to validate eligibility, and are considered an SPC best practice. However, it still takes a lot of time (2 – 3 months) to identify each group.

4. Although originally considered a "stand alone" activity (it is implemented only by CRS and their local church partners), it has slowly become more integrated into the SALOHI program as a whole. SPC beneficiaries participate in SALOHI fairs to facilitate the sale of their products, and they are benefiting more and more from simple marketing skills, and agribusiness skills and tools. Discussions on gender, governance, environment and sustainability have been integrated into simple IEC messages for SPC beneficiaries.

Recommendations

1. We need to improve the identification and execution of IEC/BCC activities (this is more of a recommendation than a lesson). Moreover, sometimes the household head is handicapped or otherwise not able to participate in IEC/BCC activities, so alternative household members should be identified to participate in training events.

D. Cross Cutting Elements

Gender

> *"If a message targets women, it is easier to convince women if it is a woman who delivers the message"* DRR committee member in Ambodivoangy

In the various associations and committees which have been put into place, men and women are both represented, but men represent approximately 70% of the leadership positions. Community members continue to see certain types of activities as typically male, especially with regards to infrastructure management (although a majority of FFA participants are women!), and protection of household goods (emergency response). However, actions have been taken to encourage women to participate in these "traditionally male" domains, and to motivate them to remain active once they are involved. For example, SALOHI staff work with community committees to first assign to women those tasks with which they are more comfortable, and once they are involved and develop confidence, they are encouraged to take on more and more responsibility. Community members are also aware of the importance of the participation of women.

> "*We have forbidden tavy (slash and burn agriculture) on hillsides and watersheds"* Two IMA members

Environment

To ensure that key concepts regarding environmental protection are understood and appropriated by community members, these themes are integrated into training modules for DRR committee members and also during the implementation of FFA activities. During the midterm evaluation, beneficiaries were asked about their understanding of key environmental principles, and how they are translated into action. Most beneficiaries were able to explain these concepts, and linked them to SALOHI activities and messages concerning reforestation, reducing slash and burn (*tavy*) agriculture, contour farming, reuse of vegetative matter from FFA activities, erosion control measures, and wind breaks. Nonetheless, few beneficiaries had heard of the program's Go Green strategy.

> *"We are very serious about preserving the environment, especially for the dam which provides us with water. All living things need water – trees and people."* President IMA Zone East

Good Governance

Good governance principles are observed in SO3 management structures through the implication of the entire community (and all segments of the community – men and women, rich and poor) in the selection of committee members (participation and equity). Moreover, transparency in the recruitment of day labor for FFA activities, and in ration size and distribution modalities, promotes good governance principles. Management experience gained by SO3 committees in terms of transparent communication, decision making and accountability further strengthen community governance practices.

Sustainability

In terms of the sustainability of actions initiated in SO3, a basis exists upon which program staff can build. In certain communities, the active participation of the entire community during general assemblies in the selection of committee members, and their authority to change

committee members who do not perform, empowers and responsabilizes the entire community to ensure that committees are managed effectively, for the well being of the entire community. In addition, the majority of DRR and IMA committees are officially recognized by commune level authorities, which has a positive impact on their capacity to mobilize communities for action, and gives them more authority and weight in the eyes of the community. However, additional effort needs to be made to ensure that each committee develops internal rules and regulations and applies these rules (*dina*), especially with regards to road maintenance.

E. Recommendations

Recommendations have been divided into three categories – those coming from beneficiaries and local stakeholders themselves during focus group discussions, those coming from SALOHI field staff during the collect and analysis of data, and those coming from NGO HQ staff.

Beneficiary recommendations

- Strengthen monitoring and field support. The number of visits by program technicians should be more frequent (as there are many things to manage), and when visits are too far apart, community members forget some of what they learned.
- Increase local capacity. Community members said they often forget what they have discussed with field agents, and they requested refresher training to help them remember what they have learned, and also to receive (appropriately designed) materials to help them remember key concepts (cassette tapes, for example). Training and communication materials and processes also need to be improved and developed for social protection centers.
- Provide necessary materials. To allow committees to perform their functions, DRR committees requested communication materials and IEC materials to help them inform and mobilize communities before, during and after shocks. IMA members requested infrastructure maintenance tools (wheelbarrows, shovels, etc.).
- Increase the number of infrastructure to be built in each community. The SALOHI program has targeted building one infrastructure in each community or commune over the life of the program. If possible, community members would like to develop additional community assets using food aide. However, SALOHI staff and HQ recommendations are to ensure the quality of existing infrastructure and monitor community management of those infrastructures before proposing additional FFA activities.

Field Staff recommendations

- Support community structures and committees to generate and manage the resources necessary to ensure their functions. The lack of adequate management resources is one of the largest constraints to the autonomy and sustainability of community structures.
- Strengthen monitoring and quality of support received by local committees. Field technicians must increase the frequence and quality of their visits to each community. After each training, staff should develop post training plans to ensure that the items covered during the training are implemented and shared, and also disseminate tools to facilitate step down training at the community level. Put in place a participatory

monitoring system with local committees. Organize exchange visits between committee members. Ensure qualified trainers are used, who are proficient in adult education and training approaches.

- Develop more communication materials. To facilitate community mobilization and information sharing by committee members, adequate and appropriate communication materials should be developed for illiterate populations (many images, few words, video more than posters).
- Improve planning of actions tied to FFA. It is important to do thorough studies for each infrastructure activity ahead of time (not only the financial cost but also the social value of the activity, as the number of households that benefit from the activity affect maintenance options). Drop off food one day prior to when distribution should occur, and locate temporary warehouses for hard to reach communities during the rainy season.
- Strengthen the integration of program activities and SOs, and linkages with local partners. Systematically plan integrated fairs and DRR simulations in each commune. During emergencies, ensure that health and nutrition and livelihoods elements, as well as SALOHI cross cutting themes, are incorporated into responses. Strengthen linkages with local social service providers (social protection centers).

HQ recommendations

- Ensure that community members feel responsible for infrastructure maintenance. Strengthen governance training for IMAs, reinforce advocacy with local authorities to finance maintenance when needed, and promote auto-financing mechanisms for maintenance.
- Improve planning of FFA, and manage community expectations with regards to FFA activities and distributions.
- Ensure that IMAs understand how to evaluate the quality of infrastructure developed. Teach them how to use simplified infrastructure quality checklists (that don't require literacy), and develop simplified control tools for IMA members to facilitate infrastructure monitoring and maintenance.
- Reinforce environmental protection messages and actions at the community level. Show people concrete proof of environmental impacts (erosion on roads underneath tavy fields, water quality and quantity when watersheds are protected vs. non protected, ask beneficiaries to explain why they think these negative impact occurred, ask them how they think these negative impacts can be prevented).

F. Challenges

1. Disaster Prevention and Mitigation Plans (DPMP) contain integrated activities which will reinforce community resilience during shocks.
2. All SALOHI DPMPs contain NRM components, and a focus on prevention and response actions for the most vulnerable populations (women, children, and the elderly).

3. IEC campaigns are effectively and regularly implemented in all SALOHI communities.
4. Accurate EWS data is collected and used to make decisions.
5. IMAs lead and monitor maintenance of community infrastructure.
6. Good governance principles are applied in all community structures, management committees and groups (DRR, IMA, NRM, etc.)
7. SO3 activities are integrated with other SO activities, and include cross cutting elements.
8. Program quality checklists are used, and field support and supervision improved.
9. Social protection staff are able to meet beneficiary training needs.
10. Strong social service networks are developed to increase access of social protection center beneficiaries to required services.

G. Conclusions

Generally speaking, activities promoted to increase community resilience are **pertinent**. They respond to the needs and desires of each community, social protection center, and extremely vulnerable urban households. Infrastructure constructed or rehabilitated with FFA resources respond to the need to increase the amount of irrigated land, and improve access to SALOHI communities. Food aide meets the needs of community members to cover the food gap during the lean season. Natural disasters are recurring events, and DRR committees should help communities prepare for them, and mitigate their impacts. The process by which these activities have been implemented has resulted in the implication of all members of the community to install management structures which are serious and respond to community needs.

In terms of **effectiveness**, the S03 teams have largely met or exceeded their targets (90%). However, the process by which these activities have been implemented needs to be improved, to improve overall program quality, impact and sustainability. Training events conducted to date are sufficient to permit community structures to start to exercise their roles and responsibilities, but more dedicated follow up, monitoring and evaluation is required to ensure that committees become fully functional. Appropriate training tools should also be developed and disseminated to strengthen both training and follow up.

SO3 activities have been implemented relatively **efficiently**. Committee members are selected by the community, based on their skills and experience. Every food insecure household is able to participate in FFA activities, and extremely vulnerable household members in urban areas have been effectively identified by social protection centers. In some DPMP's, the specific needs of different social categories of people have been taken into consideration, but this is not always the case. SO3 activities are very integrated with each other, because of the inherent link between the development of the DPMP, and all other SO3 activities (NRM plans, EWS, DRR committees and FFA). However, they could be better integrated with health and nutrition and livelihoods activities. Partnerships in particular should be developed and/or reinforced in all SO3 activities, to maximize the efficiency with which SALOHI activities are implemented.

SALOHI DRR activities are already having measurable **effects** on target populations. Community members say their behavior has changed with regards to preparation for shocks and prevention of impacts, and they understand the different alter levels during cyclones. They are starting to understand and assert their responsibility for the maintenance of community infrastructure, especially irrigation systems. In addition, infrastructure created has contributed not only to increased community resilience, but also strengthened livelihoods and increased access to health and education services. Social protection center staff and beneficiaries noted that their capacities and behaviors in terms of basic life skills, hygiene, savings, entrepreneurial spirit and their capacity to ensure the education of children have increased.

The **sustainability** of SALOHI efforts with regards to SO3 activities depends largely on the capacity of DRR committees and infrastructure management associations (IMAs) to effectively play their roles. The implication of commune level authorities is needed to ensure that community level organizations are given the authority, political support and resources required to fulfill their responsibilities. Community structures are starting to feel more confident and capable, and community members are starting to have more confidence in these structures. However, the next two years of the program will be critical to ensure that each community structure put into place has the resources, the capacity, the legal authority and the experience needed to succeed after the program ends.

HQ Review of SO3 (LOL reviewed the program, CARE leads the technical sector)

The following section focuses on progress made against indicators as of the MTE, identifies strengths and weaknesses of activities conducted as part of this SO, and provides recommendations to address weak areas. The review addresses the following intermediate results (IRs)[8]:

- IR 3.1: (Emergency Preparedness) 592 communities are prepared to respond to shocks
- IR 3.2: (Resource Management) 592 communities improve management of land, water, and roads.
- IR. 3.4: (Good governance): Communities influence decisions that affect food security in 112 target communes

Significant progress was made against output targets for 3.1 and 3.2, as most were achieved or exceeded by the end of year two. However, in both cases, issues remain regarding the quality of outputs, and integration with other SOs, that must be addressed in order to ensure that achievements are sustained. On the other hand, progress was very poor in the case of IR 3.4, with the exception of activities focused on strengthening groups using good governance principals. Regrettably, SALOHI failed to build the positive and constructive linkages with commune-level officials that are fundamental to sustaining its positive outcomes.

[8] These IRs are revised from those in the proposal, due to an increase in the number of communities targeted (544 to 592), and changes to the governance strategy. IRs march those proposed in the revised results framework in Appendix A.

Methodology:

The methods used to develop this section included a review of a number of documents including ARRs, documentation of disaster responses, and the SALOHI Manual on SO3. All SALOHI SO3 Technical Specialists were interviewed, as well as and the PCU SO3 Lead, Noro Hasina Ratsimbazafy and the PCU Governance Lead Leandre Ramanarivo. In addition, Charles Rambolarson of the BNGRC (National Bureau of Disaster Management and Response), who serves on the SALOHI Advisory Committee, was also interviewed. Finally, staff from USAID Madagascar were interviewed, complimented by a brief field visit.

Background:

SO3 is made up of four IRs, but only three of them are implemented by all four partners. This section will focus on IR 3.1, which directly addresses emergency preparedness, IR 3.2, which supports community resilience through the development of infrastructure that supports community development, and IR 3.4, which is a cross-cutting objective focused on Good Governance. CARE is the lead partner for SO3, and provides two specialists to support SO3 and governance.

IR 3.1 focuses on building the capacity of communities to report and respond to emergency situations. As the most prevalent disasters in Madagascar are rapid onset shocks: cyclones, which hit the island regularly on an annual basis from late January through March, and floods, which have a devastating impact on communities throughout the rainy season, providing very timely information to communities is essential to saving lives. Trainings under this component have focused on evacuation procedures – with people moving to congregation points on higher ground. In addition, training has focused on other procedures, including safeguarding of homes and property, and ensuring that people have sufficient supplies of food and water on hand during the rainy season. In addition, there has been special attention paid to the formation of Disaster Response Committees (DRR) at the community level that are linked to the National Bureau of Disaster Response Management (BNGRC) at the commune level, and all of these are registered at the national level. DRR, which are mainly made up of community leaders, have participated in trainings on early warning systems (use of SMS and radios), and both report and receive information regarding on-coming emergency situations. They have also been trained to alert communities regarding emergencies and on how to ensure effective evacuation. The DRR develop Disaster Mitigation and Response Plans (DPMP), which include an analysis of community vulnerabilities, and outline procedures to ensure that all community members are covered in the event of an emergency. IR 3.1 also enables response in the case of droughts. Local DRR monitor drought indicators and inform authorities as needed regarding when relief is needed in the case of droughts.

In addition, IR 3.1 enables disaster response and recovery operations. It is possible for SALOHI to divert up to 10% of program resources to address emergency situations. This may involve emergency relief operation providing food, water, shelter, and none-food items to victims. It may also encompass food for work activities undertaken after a major flood or cyclone to rebuild or repair damaged infrastructure. To date, SALOHI has engaged in responses to Jade in 2009, Bingiza in 2010, Hubert in 2011, and Giovanna during the time of this mid-term evaluation in 2012. Additional funding from OFDA, the EU, and various EU members has been mobilized for responses. CARE has taken the lead in most cases in these endeavors, but has also mobilized

support of the other members. In its responses, SALOHI has coordinated extensively with both the internal relief structure of the BNGRC, and externally with a number of NGO partners that constitute DIP-ECHO (funded by the EU), and other multi-national entities, particularly, UNICEF and WFP. To date, SALOHI has not participated significantly in drought response efforts.

IR 3.2 focuses primarily on infrastructure development and management making extensive use of food for assets (FFA) to compensate workers for these activities. With the guidance of SALOHI field staff, communities identify infrastructure construction or repair projects that they would like to engage in. SALOHI works with communities to determine the projects to be implemented based on the needs of the community, the feasibility of the project, the potential for the project to provide positive support to the community, and the willingness of community members to manage and maintain the infrastructure after it has been built. The vast majority of infrastructure projects have involved construction and repair of irrigation canals, drainage ditches, and roads. However, some SALOHI members have planted trees as well in some locations. Infrastructure management groups (IMAs) are selected with the help of community leadership. These groups are made up of vulnerable people who are most affected by food shortages during the hunger season. Once groups and infrastructure projects are selected, workers are organized and provide tools and training on how to construct structures, and how to maintain them. Groups get involved in the planning process, and then initiate construction. During the construction period, members of the groups receive food rations (food for assets) calculated based on the daily wage and the number of days worked. After the project is completed, IMAs or user groups are responsible for maintaining the infrastructures. In most cases, it is best for the community to develop an MOU with officials at the Commune level. Doing so ensures that local officials approve of the activity. In some communes, people may be unwilling to construct certain types of infrastructure without this type of MOU.

IR 3.4 is a cross-cutting objective focused on building Good Governance in all aspects of SALOHI. This includes improving processes in the formation of all groups in SO2 and SO3 to ensure transparency, democratic processes, a good gender balance, and women's participation in decision-making. It also ensures the transparent selection of members of IMAs who benefit from FFA rations. In addition, selection of CA's and PL's are also conducted in a transparent manner. Election of leaders for FFS, VSL, AGB, IMA and DRR are conducted democratically. All of these practices have been well integrated into the group and association processes of the appropriate SOs by technical specialists. Another set of Good Governance practices focus on the development of positive relationships with Commune officials. While U.S. policy towards the Government of Madagascar changed in 2009, and it is no long possible to provide any financial compensation to government workers, it is still possible to include officials as uncompensated observers of training sessions, and other activities. It is also possible to communities to develop and propose community development plans and for commune officials to approve them. The active involvement of these local officials in SALOHI activities and objectives is aimed at building democratic processes more effectively at the level of the commune, and ultimate ensure the sustainability of SALOHI outcomes, and in some cases, activities, beyond the life of the program.

1. IR 3.1: Emergency Preparedness

a. Progress:

3.2: # of communities that had disaster early warning systems in place in the FY (FFP)/Total number of communities the CS plans to assist to develop EWS (544)
3.3: % of targeted communities which established a community action plan to mitigate disaster effects
3.4: # of people trained in disaster preparedness as a result of USG assistance

The above indicators, related to IR 3.1, were all achieved or exceeded as of Year 2. Overall, progress has been extremely good, and in most cases, has exceeded expectations.

b. Strengths

SALOHI has demonstrated a number of strengths with regard to the emergency preparedness. Almost all of the DRR (Disaster Response Committees) and DPMP (Disaster Preparedness and Mitigation Plans) have been completed to date. This is a significant achievement. In addition, SALOHI has been recognized by BNGRC and many other NGOs as being a very strong platform for disaster response given our size and geographic reach. Indeed, SALOHI has coordinated very well with other NGOs engaged in emergency responses, such as members of DIP ECHO. SALOHI partners participate in all of the relevant NGO clusters associated with disaster responses. SALOHI has also coordinated very well with the Office of Foreign Disaster Response (OFDA). One example cited by several people was CARE's action in 2009 of prepositioning plastic sheeting, which was viewed internationally as a highly effective means of reducing response time and costs.

As far as building capacity for disaster response, SALOHI has developed some simple checklist tools and training methods that can be very effective in training DRR. There is some anecdotal evidence that well-trained DRR with effective response plans are effective in reducing risks and do facilitate rapid responses. For example:

- CRS noticed that people are storing food for the rainy season, using cyclone flags, and using radios to get early warnings.
- ADRA found that in the communities where DPMP are being implemented, people have built canals to ensure adequate run-off, provided drainage ditches on the sides of roads, cleared sand and debris, and are reinforcing their houses.
- CARE sees evidence of quicker evacuation routes, quicker alerts in the case of cyclones, clearly designation of congregation points.
- LOL found that even without formation of the DRR or DPMP, people have started to change their behaviors in response to emergencies consistent with the trainings they received.

c. Weaknesses and constraints:

Despite significant strengths and achievements, there are a number of weaknesses and constraints. While most DPMP have been developed, most of them do not contain sufficient detail, do not contain all of the elements they should include, or do not meet the needs of all community members. DPMP and response actions do not adequately take into account the needs

of vulnerable groups such as women with children, the elderly, and the disabled, who need a longer time to evacuate in the case of floods and cyclones.

In fact, in many cases, DPMP are not being implemented. ADRA estimates that only about 10% of DRR in their project areas are actually implementing DPMP. While it is not possible to know exactly why DRR do not implement DPMP, it has been noted that DRR often do not view themselves as leaders or as having the authority to respond, and thus often don't respond appropriately or effectively in disaster situations.

Although many DRR and communities have received training in radio and SMS notification, many have not yet received the hardware (i.e. cell phones or radios). For instance, some have received SIM cards but not handsets. SALOHI has only recently rolled out a checklist that can be used to monitor training of DRR members, but has not used it as yet. Also, it has not offered enough practical exercises, such as simulations, which can strengthen community level responses. SALOHI also lacks a response evaluation process that reviews the effectiveness, not only of INGO actions, but also the degree to which DRR in the affected areas implement DPMP, implement them effectively, and the degree to which this implementation has reduced negative impacts on communities.

Finally, while it focuses a great deal of its attention on cyclones and droughts, SALOHI does not focus enough attention on droughts.

d. Recommendations for IR 3.1:

- Develop a minimum set of criteria for DPMP and ensure that all current plans meet those criteria. Where plans are deficient, DRR will receive technical assistance to ensure that members understand the need for missing components in their plans.
- Assess the degree to which DRR implement effective emergency responses in accordance with DPMP.
- Retrain groups whose knowledge and understanding of appropriate disaster response actions is low, who do not implement DPMP, or do so effectively. As part of this training, focus on development of leadership capacity among group members to ensure that they see themselves as empowered to take action in the event of an emergency. It is important to stress that these actions can and do make a difference, and that they are capable of savings lives and livelihoods.
- Make greater use of easy-to-use tools that can be provided to DRR, and increase the number of practical hands-on trainings – such as simulations.
- Ensure that DPMP affectively address the needs of vulnerable groups whose mobility may be constrained.
- Coordinate with the BNGRC at the commune and regional levels to resolve issues regarding DRR not receiving communications equipment such as cell phones or radios, or not receiving disaster warnings. Ensure that commune level BNGRC officials keep all DRR informed, through whatever means is available.
- SALOHI should develop indicators that can be used to assess the effectiveness of disaster responses, including the effectiveness of DRR in the response zone.
- SALOHI should conduct evaluations of disaster responses to determine strengths and weaknesses, and determine the effectiveness of the DRR.

- SALOHI should retrain field staff in drought-affected areas (including the South and Southeastern zones) to monitor early warning indicators and determine levels of severity to determine what type of response is needed. Obtain support from WFP as needed.

e. Sustainability:

Ensure the strength of DRR Groups: While most of these groups are formed and registered with the BNGRC, as mentioned above, they are not necessarily leading disaster responses in the community. By the same token, they sometimes they do not get the support they need from the BNGRC in terms of early warnings and equipment.

- If these DRR are to achieve sustainability, they need to know their role in disaster response, and be able to implement it autonomously.
- There must be an effective relationship between the DRR and BNGRC at the community and commune levels respectively. This relationship should include more sharing of early warning information from the commune to community level. Wherever possible communications equipment should be provided as needed.

Transfer DRR committee oversight responsibility to the BCGRC (commune level): Although the BNGRC lack resources in many parts of the country, it will be important to ensure that it begins to take over effective development and monitoring of DRR.

- SALOHI should share with tools, such as the checklists recently developed to monitor emergency responses, and guides for practical training activities (such as simulations), with the BNGRC.
- Coordinate with the BNGRC at the commune level to ensure that links with community level DRR committees are strengthened.

Build alignment at all levels regarding response quality standards: Ensure that standards and indicators for quality DPMP and implementation of mitigation and response activities are shared widely among stake holders at all levels.

- Ensure that once standards and indicators are shared that there is agreement and buy-in regarding the need to monitor and evaluate response quality based on these standards and indicators.
- Work with stakeholders to create incentives for adoption and implementation of these standards.

2. IR 3.2: Infrastructure Development

a. Progress

3.5: # of communities that had improved infrastructure in the FY / Total number of communities the CS plans to assist to improve or develop infrastructure over the life of activity
3.6 # of individuals benefiting from infrastructure
3.8: % of water systems constructed which are functional (unblocked)
3.9: % of water systems constructed which are protected from erosion (cement or vetiver grass)

3.11: % of roads constructed using improved practices (erosion control, contour, grade, flood control)
3.15: # of people receiving USG supported training in natural resource management
3.17: # of RUG trained in appropriate construction and management techniques
3.18 Ha of land irrigated / drained
3.19: # of people receiving USG supported training in transportation management systems
3.20: # of people benefiting from USG sponsored transportation infrastructure
3.22 Number of people in target areas with access to improved drinking water supply as a result of USG assistance

Of the 16 indicators measured as part of this component (other than food tonnage distributed), 11 indicators were either fulfilled or surpassed their Year 2 targets. These are listed above. In many cases, targets were far surpassed, and will result in SALOHI exceeding LOA targets. The program should focus more on qualitative improvements to activities listed above, and emphasize accomplishment of indicators not fulfilled. These indicators are listed below.

3.7 # of functional water Infrastructure Management Associations (IMA) / # of water IMAs
3.10 # of Ha under improved natural resources management as a result of USG assistance
3.12: # of functional road IMAs / # of road IMAs
3.16: # of communities served by improved water-infrastructure
3.21: Kilometers of transportation infrastructure constructed or repaired through USG assistance

It should be noted that although these targets were not reached in all cases, indicator 3.12 reached 92% of the Year 2 target, which is within an acceptable range (above 85%). SO3 Technical Specialists noted a number of constraints that prevented them from reaching targets.

ADRA had difficulty obtaining approval and buy-in for projects from commune-level authorities, and also noted that both field staff and commune level officials change, so it is difficult to obtain approvals to infrastructure plans on a timely basis.

b. Strengths

Strengths include a very high level of progress has been made against program indicators to date. Yet, more on the qualitative side, IMA group members place importance on preparation and planning, and devoted time to this in order to ensure that results were achieved effectively. IMA's have been trained in both construction and management. As mentioned, the value of roads is that they provide access to markets, to health services, schools, and can be used for evacuation. As infrastructure has included features such as drainage ditches on the sides of roads, and unblocking of drainage canals, these construction activities have reduced vulnerability to shocks. Many IMA's completed and maintained infrastructure with very little outside support. For instance, irrigation infrastructure was seen as so valuable that outside incentives were unnecessary beyond the initial period when Food for Assets were distributed to ensure the long-term sustainability of structures. SALOHI has developed checklists to ensure the completeness and quality of infrastructure.

IMA groups were formed in a transparent manner, engaging women and men as part of groups, with a transparent selection process. FFA rations for work hours completed are posted publically to ensure transparence. Finally, FFA rations enable much-needed consumption smoothing during the hunger season, so that farmers can focus on their own fields rather than engage in daily labor for others. Crops produced during the hunger season include short-cycle vegetables that can enhance nutrition in these households.

c. Weaknesses and Constraints:

Not all infrastructures developed are properly maintained after constructed when FFA payments stop. In addition, while some groups know how to develop infrastructure that meets national and international standards, many groups do not yet have a full understanding of how to do this and require significant supervision and monitoring to ensure compliance with standards. Similarly, while most groups are familiar with standards for environmental compliance, and ensure that the structures they develop comply with these, they often do not understand why these are necessary.

At the same time, an important consideration is that national standards currently used to evaluate infrastructure quality are based on mechanized compaction of roads and other structures. However, SALOHI uses hand tools for compaction, thus the national standards are often too high to use to evaluate infrastructure quality.

Difficulties have also been encountered in obtaining commune-level support and approval for infrastructure development plans. This was a particular problem where outside financing was necessary for construction and repairs.

d. Recommendations

- Develop a set of indicators and procedures for monitoring infrastructure maintenance by the IMAs after the initial period of FFA is completed. Where appropriate, provide additional training and support to IMAs that do not maintain infrastructure.
- If costs are a constraint in ensuring that infrastructure is properly maintained, explore various options for IMAs to raise funds for infrastructure maintenance. These may include training IMAs to advocate effectively with commune officials, or charging of user fees, and management of fees so that they can cover repair costs.
- Provide more effective trainings to IMA's on environmental standards. Emphasis should be placed on understanding the consequences of not protecting the environment. An inquiry method (similar to Farmer Field Schools trainings) should be used that enables IMA members to see examples of environmental degradation, and understand why environmental standards are needed.
- The SO3 working group is in the process of developing standards for non-mechanized hand-construction of infrastructure, and should continue efforts to gain support and approval for these construction standards. These standards should be proposed before the end of this quarter.
- As part of training activities, IMAs should be taught to inspect their own infrastructure projects, and know what standards need to be met. Tools such as laminated pages with photographs and instructions on the back can be used for training. Field staff should guide groups in inspecting their own infrastructure on a periodic basis, and test groups to see

whether they can do this correctly. Ultimately, the goal is to ensure that groups are able to complete and maintain quality infrastructure without outside guidance.

- More work needs to be done at the commune level to ensure buy-in and support from commune level officials to gain support for SALOHI infrastructure activities. While it may not always be possible to ensure that officials will remain in place, when infrastructure projects are proposed and approved, an MOU should be signed between the IMA and the commune that ensures continued support and endorsement in the event that officials leave. SALOHI should play a facilitative role only, and it should be clear that the infrastructure and MOU are not for SALOHI, but for the community and IMA.

e. Sustainability:

Ensure that groups are committed to maintaining infrastructure: While food is needed during the hunger season, the main purpose of FFA is not to provide food, but for groups to develop infrastructure to strengthen local food security and livelihoods. Therefore, the following actions are important:

- When selecting infrastructure projects to support, SALOHI should determine whether the community is truly committed to maintaining the infrastructure despite the fact that rations will be provided only during a short period. It is important to determine how valuable the infrastructure is to the community.
- When selecting infrastructure projects to support, SALOHI should also determine whether IMAs will be able to access finances that may be needed to for infrastructure repairs on an on-going basis. Where possible, SALOHI members should provide guidance and support to groups as they pursue financing options, such as advocating for funding at the commune level and/or implementing effective self-financing options.

Ensure buy-in and support at the commune level: While the SALOHI implementing partners have encountered difficulties in completing MOUs at the commune level, obtaining this buy-in is critical to ensuring that infrastructure projects and the IMAs that have developed and designed them, endure over time.

- SALOHI Technical Experts need to begin to engage more actively and effectively with commune level officials, and support the approval of MOUs between IMA's and commune officials. This should be done as part of the overall efforts to strengthen governance (see IR 3.4 below).
- IMA members should receive training, on-going guidance, and support from field staff as they work through development of MOUs. However, these MOUs must not include SALOHI, and should not end at the end of the FFA period or at the end of the project.

IR 3.4 Good Governance:

a. Progress:

3.28: # of communities that had strengthened community capacity in the FY / Total number of communities to be assisted over the life of the program
3.31: # of producer organizations, water user associations, trade and business associations and community based organizations receiving USG assistance

Of the six governance indicators, SALOHI only achieved the targets for two of them in Year 2. SALOHI staff built community capacity (3.28) and worked with various beneficiary organizations (3.31). While these indicators relate to achievements among beneficiaries and groups, they do not focus on work completed with commune level officials.

3.27: # of commune plans submitted to public consultations and adopted by the communal council
3.29: # of commune level authorities trained
3.30: # of communes supported to develop and update action plans using good governance principles
% of communities declared to have a local development plan

SALOHI did not achieve the indicators listed above in Year 2 relating to agreement on local development and governance plans, and building governance capacity. The levels of accomplishment were very poor, and in some cases, non-existent. When originally conceived, SALOHI endeavored to ensure that commune officials would partner with the community as part of the community development process. This would ensure that project activities, objectives, and outcomes would be sustainable.

Unfortunately, the coup in March 2009 resulted in a change in U.S. government policy, which now prohibits training and support to any government officials, even commune officials who were in fact democratically elected, and including local civil servants. For some time, there has been confusion about this point among SALOHI staff, particularly with respect to what actions are acceptable and unacceptable. However, it is possible for commune level officials to participate in many program activities as long as they receive no payments or resources from the project.

As this objective is far-reaching, the poor progress and low achievement levels against indicator targets will constrain efforts to build linkages with commune level officials and therefore, to enhance sustainability.

b. <u>Strengths:</u>

Despite the low levels of accomplishment in its work with government officials, nonetheless SALOHI has some positive achievements in the arena of good governance. SALOHI has used as set of good governance principals as part of the group development process in SO2 (FFS, VSL, AGB) and SO3 (DRR, IMA). This has included integration of gender principals. In addition, SALOHI has endeavored to promote transparency, setting examples through its own actions. This has included posting of rations, and use of a transparent process in selecting FFA beneficiaries. In addition, SALOHI uses transparent processes in the election of leaders for groups and organizations, and selection of community members to fulfill specific roles. This includes selection of CHV's to support health/nutrition activities, PL that support adoption of agricultural practices, and all group/association leaders.

While levels of accomplishment have been poor, many SALOHI staff have endeavored to work with commune-level officials to gain approval for development activities and support for relief

work. Of note is the fact that DRR committees are recognized by the commune-level BNGRC and registered at the national level.

c. Weaknesses and Constraints:

As noted above, for a long time, many staff lacked clarity regarding what is/is not acceptable when dealing with government officials, and thus took no action to engage them. Although staff are now becoming more clear about this, many have continued to take no action and have fallen behind in efforts to include commune-level officials in activities that they should participate in. Additionally, SALOHI staff have often abandoned efforts to include government officials in activities, or have simply neglected to do so due to their belief that they will not be successful. In some cases, turnover among commune officials is problematic, and this constrains their ability to work with and support community groups.

At the same time, Governance is seen as "cross-cutting" and thus may not be seen as being as important as other technical project activities. While project teams have dedicated technical specialists leading SO3, they do not all have dedicated "Good Governance" technicians (only CRS and CARE have governance/social organization staff, but all partners and all working groups including the Country Directors have dedicated focal points for gender, governance, environment and partnership/sustainability).

d. Recommendations for IR 3.4

- CDs and Managers should take the lead in ensuring that Technical Specialists and field staff know what is/is not acceptable when endeavoring to work with commune-level officials. If implementation teams have questions they should be directed to the Manager or CD. If a question remains unresolved at that level, it should be directed to the PCU Governance Specialist. Questions regarding whether an action is/is not acceptable should be resolved quickly and not result in lack of action.
- While it may not be possible to hire dedicated staff who are good governance technical specialists, each implementation team should appoint one person who will be the "Good Governance" focal point for each team. These staff will work with the PCU Governance Specialist to develop best practices and tools to promote good governance.
- Before the end of the current quarter, the PCU Good Governance Specialist should roll out a set of tools and guidelines that will enable development of a "Good Governance" action plan for each team. The PCU Good Governance Specialist will review these plans and provide feedback within one week of receipt.
- The Good Governance Specialist will make available training and support tools as needed for successful implementation of Good Governance Plans.
- The PCU Good Governance Specialist should work with Good Governance focal points to identify and communicate best practices for the facilitation of MOUs between community development groups and commune officials.
- Provide communities with continued support and guidance on how to continue their advocacy efforts when commune level officials change. This should be included in guidance developed and communicated by the PCU Good Governance Specialist.
- On an annual basis, provide rewards to the staff team that is most successful in meeting, or comes closest to accomplishing their Good Governance indicator objectives each year.

Rewards should include: recognition by the entire SALOHI staff, submission of a success story to USAID with the ARR, the opportunity to lead a session on governance at the Annual Results Meeting, and publication of a success story in local media as appropriate.

- Identify external expertise that can provide project staff with State-of-the-Art Guidance while galvanizing action on Good Governance objectives.

e. Sustainability

As the good governance objective builds sustainability, accomplishment of the IR 3.4 objectives enhances the sustainability of all project objectives. However, in order to ensure that this happens, additional work may be needed:

Monitor practice of good governance principals at the commune level: Good governance practices need to be institutionalized at the commune level in order to be sustainable. It is important to ensure that commune level officials continue to work in a transparent manner and uphold their obligations under development plans. If issues arise in fulfillment of agreements, officials and community members must maintain communication to ensure continued fulfillment.

Plans to sustain activities after the end of SALOHI: Commune level authorities must be encouraged to continue as much of the work of SALOHI as possible after the end of the project. SALOHI should facilitate work between the commune and community to develop realistic plans for future implementation as the project phases out. Ensure that such programs are based on the needs of the community, and can be completed given the funds and resources available to the community.

f. Integration with SO1 and SO2:

There are a number of opportunities for SO1 (Health and Nutrition) and SO2 (Agriculture/Livelihoods) to contribute to the outcomes of SO3, and also for SO3 to contribute to SO1 and SO2.

Contributions of SO1 and SO2 to SO3:
Some of the most important contributions of SO1 and SO2 are in the arena of emergency response. The impacts of disasters on health and livelihoods are significant. These impacts can be measured in terms of nutritional and health status of the affected population.

For instance, there are often tremendous risks to water supply and sanitation that result from floods and cyclone damage. In addition, there may be nutritional impacts if crops are damaged, and if roads are cut off limiting food supplies to the area. There may be water-borne diseases that have a severe impact on health. The prevalence of diseases and malnutrition, therefore, are important indicators to measure in assessing the impact of a disaster and determining the appropriate response. These indicators apply both to rapid onset (flooding, cyclones) and slow onset (drought) shocks. However, in the case of slow onset shocks, there is a need to closely monitor the severity of indicators as they worsen or improve to determine the best type of response. The SO1 team needs to clarify the types of health and nutrition indicators to measure in the cases of floods, cyclones and droughts, and provide guidance on how the monitoring of these indicators may differ between rapid onset, and slow onset shocks, and then before (ex ante) and after (ex post) shocks. Tools should be developed collaboratively between the SO1 and SO3

team that can be utilized to the extent possible by CHV in association with DRR, and integrated into response plans.

At the same time, there are indicators of impacts on livelihoods that can also be monitored. Crops can be destroyed as a result of water and wind damage resulting from floods and cyclones. This type of loss is generally reported by farmers, but is also important information that needs to be reported by the DRR. SO2 staff should be in a position to provide indication of crop losses as a result of rapid onset shocks. At the same time, there are a number of preparatory measures that can be taken to reduce the impact of shocks on crop losses, such as reinforcing cassava plants with stakes, or providing gullies between crop rows to allow for water run-off. These activities can be integrated into FFS trainings and can be identified as productivity-enhancing practices, as they do prevent negative impacts on crops. In addition, farmers and pastoralists are in a very good position to monitor the impact of droughts. Farmers are very aware of drought conditions and recognize when rains do not arrive on schedule. They can provide the first indications of impending drought conditions, and can monitor these conditions as they deteriorate. Another set of indicators in the South focus on the health and body conditions of livestock, and falling prices on the markets. Once again, the SO2 team should identify such indicators and work together with the SO3 team to develop ways of monitoring these indicators.

Contributions of SO3 to SO1 and SO2

SO3 also contributes in a number of ways to SO1 and SO2. However, there are ways that these linkages can be strengthened. Many of the structures developed through SO3 can contribute significantly to SO1 and SO2. For instance, water infrastructure development can enhance access to clean water and sanitation. This contributes to positive health outcomes, but also to nutrition, as many water-borne diseases rob the body of nutrients, and can impact growth and development. While SO1 messages focus on improved sanitation practices to reduce negative health impacts. SO3 provides the "hardware" to reinforce and sustain these behaviors. At the same time, building the awareness of infrastructure workers about hand-washing and good sanitation practices can build general awareness of the importance of good sanitary practices, and enables workers to understand how the infrastructure makes a difference, and thus the importance of maintaining it.

It may not be obvious to all project participants, but roads also contribute to the health of participants. This is because they provide access to health facilities, particularly the CSB and hospitals. In the event of an emergency (i.e. a difficult birth, injuries suffered due to a cyclone or flood), people can be more quickly moved to a health facility. However, roads also enable people to attend health and nutrition educational activities, such as the SAMBAIKA and FARN-DP. Health services can also reach people more easily if there are roads in their areas. Groups in charge of maintaining roads may be more motivated to maintain roads if they are aware of how important they may be to saving the lives of community members.

The contributions of SO3 infrastructure activities to SO2 are often very obvious, particularly with respect to construction and repair of irrigation infrastructure. Farmers often take the initiative to build and repair these structures, and may be highly motivated to do so. However, there may be a need to ensure that poorer farmers with land – especially those attending FFS or VSL – have a say with regard to irrigation and drainage infrastructure. At the same time, it may

be more difficult for farmers to see the value of roads, unless they participate in an agribusiness group and understand the value of being able to aggregate crops and inputs, and then move products to markets. Agribusiness groups should be consulted when roads are planned to ensure that they serve their needs. As it may be difficult to ensure the long-term maintenance of roads, and it may not be possible to obtain funds needed to do so from the Commune, it may actually be worthwhile for road IMAs to work with AGBs to identify ways that roads can be mutually supportive, and identify contributions that AGBs can make to them.

Table 18: Resilience (SO3) Action Plan

#	Corrective Actions	Activity descriptions	Responsable	Deadline
1	Improve the process by which DPMPs are developed, implemented and monitored, ensuring sufficient analytical detail, clarity of purpose, and specific inclusion of the needs of vulnerable populations. Monitor the degree to which plans are implemented.	Finalize the DPMP standard format, ensuring integration of program elements.	PCU SO3 SO3 Coordinator from each NGO	May 12
		Update DPMPs to include integrated actions.	Field agents	Continually
		Give all team members a list of activities included in the DPMP for each community.	SO3 Coordinator from each NGO, and field agents	Starting May 2012
		Plan with other SO teams to implement DPMP activities	SO3 Coordinator from each NGO, other SO teams, and field agents	Starting May 2012
		Identify with community members the specific DPMP activities which can be implemented with their own resources, and plan and monitor their implementation.	Field agents	Starting June 12
		Ensure participatory monitoring and evaluation of the implementation of DPMPs	Field agents and SO3 coordinators	Quarterly, starting in July 2012
2	Reinforce community DRR, IMA, NRM committees	Ensure all DRR committees, IMAs and DPMPs are officially recognized by commune level officials	SO3 Coordinators, field agents	ASAP
		Conduct a capacity assessment and develop an action plan for each committee to ensure they are prepared for program close out	SO3 Coordinators, field agents	ASAP
		Improve the quality of supervision provided to committees (at least monthly visits with recommendations)	Field agents	ASAP
		Review and improve training manuals and tools provided to committee members	PCU S03 Coordinator	June 30
		Evaluate activities implemented by DRR, IMA and NRM committees after each season and share best practices	SO3 Coordinator from each NGO and field agents	Every June
		Review the structure of DRR committees to include required clusters and technical sectors	SO3 Coordinator from each NGO and	Starting May 2012

#	Corrective Actions	Activity descriptions	Responsable	Deadline
			field agents	
3	Implement periodic DRR IEC/BCC campaigns in SALOHI zones	Develop and disseminate appropriate communication tools (radio, film, posters…)	PCU SO3/ SO3 technical coordinators/ communication specialists	Starting May 2012
		Organize simulation exercises in each SALOHI commune	SO3 Coordinator from each NGO and field agents	Every October
		Participate in integrated fairs with SO1 and SO2 teams	SO Coordinators from each NGO and all field agents	Annually
4	Implement EWS in each SALOHI commune	Diffuse the SALOHI EWS strategy	EWS specialist and PCU SO3	May 12
		Train EWS committee members in the approach and to use tools	EWS specialist and PCU SO3 and PCVs	Starting May 2012
		Support stakeholders to develop response plans linked to trigger indicators	SO3 Coordinator from each NGO and field agents	Starting May 2012
		Collect EWS information, and share it with local, district, regional and national stakeholders, as well as feed it back to local EWS committee members	SO3 Coordinator from each NGO and field agents	Starting Aug 12
		Evaluate the use of EWS data	EWS specialist and PCU SO3 and PCVs	Starting Sept 12
5	Improve the performance of IMAs	Promote the development of IMA maintenance plans	SO3 Coordinator from each NGO and field agents	Starting May 2012
		Strengthen IMA capacity in infrastructure maintenance (organization, planning, technical issues, community mobilization, resource mobilization, advocacy, etc.)	SO3 Coordinator from each NGO and field agents	Starting May 2012
		Monitor the implementation of IMA workplans	Field agents	Continuously
		Develop IEC/BCC tools to reinforce/ strengthen the application of internal rules and regulations (*dina*)	PCU SO3, SO3 Coordinator from each NGO and field	June 12

#	Corrective Actions	Activity descriptions	Responsable	Deadline
			agents	
		Ensure the transfer of infrastructure maintenance to IMAs, communities and the CR (official recognition)	SO3 Coordinator from each NGO and field agents	Continuously
		Support the implementation of the participatory M&E system with IMAs	SO3 Coordinator from each NGO and field agents	Starting July 12
6	Good governance principles, gender, environment and partnership should be applied in all SALOHI supported CBOs (DRR committee, IMA, NRM, etc.)	Train CBOs in advocacy and leadership	SO3 Coordinator each NGO, field agents, PCU SO3	Starting May 2012
		Train field staff and CBOs in environment	Environment Consultant, SO team leaders, field agents	ASAP through Dec 2012
		Identify and strengthen external partnerships with each CBO	Field agents	ASAP through June 2013
		Develop and disseminate GG, environment, gender, partnership and sustainability communication tools	SO3 Coordinator from each NGO/ PCU SO3 & Gov	June 12
9	Coordination of emergency response with other SALOHI SO teams	• Involve other SO teams in the evaluation of impacts • Share information among all SO teams • Identify community needs based on data collected • Identify partners • Coordinate distribution efforts • Evaluate the impact of DRR committees on community resilience (operational research)	All SO coordinators from all NGO partners PCU technical coordinators	Oct - April each year

Gender

Before the midterm evaluation was conducted, focus group tools were reviewed by SALOHI's gender consultant, who recommended the following elements to improve the quality of the midterm evaluation:

1. **Category of respondents**
    - Ensure that both men and women are included in each Focus Group (FG) as appropriate;
    - Organize separate meetings with men and women beneficiaries when possible (done for FFA recipients, for example).
2. **Include specific questions about gender in each FG interview**
    - Differentiate the statements and responses of men and women (for example, how do men vs. women perceive and appreciate the work of CHVs? Do they perceive male and female CHVs differently?)
    - Ask specific questions about **representation** and the representativity of men and women in different structures. For example, ask respondents their appreciation of the number of men and women who participate in the activity or committee, and also the quality of their participation (decision making capacity and authority to make decisions). What are the suggestions to improve it?
    - Ask specific questions about participants' appreciation of the **access** of men and women to participate in each SALOHI activity and their suggestions to improve access, as well as the distribution of **benefits** of participation between men and women.
3. **Analyze responses given by men and women.** Identify areas in which the responses given by men vs. women differ, to identify specific needs of men and women to improve program implementation.

As a result of these suggestions, where possible and appropriate men and women were interviewed separately (for example, FFA participants were separated into male and female FGs), and gender specific questions were included in FG interview guides, as appropriate (see Appendix H). Differential responses given by men and women where noted are included in each technical section.

In general, the main areas of concern with regards to gender are the need to mobilize men to participate more fully in health and nutrition activities, and the need to mobilize women to participate more effectively in DRR committees and IMAs. Men and women interviewed indicated that both men and women have equal access to participate in and benefit from SALOHI activities. However, in a few cases elderly people felt that program activities were more appropriate for younger people, and that their ability to benefit from the program was less than that of younger community members (especially with regards to FFA).

Environment

In general, SALOHI beneficiaries and staff are informed of recommended environmental protection practices, and there are many examples of these practices being applied in SALOHI communities. Environmental Screening Forms are used to ensure that SALOHI activities comply with USAID rules and regulations regarding environmental protection and mitigation. However, the "go green" strategy developed following last year's EMMP training has not been disseminated at the field level, and environmental reflexes are not yet as strong as required to ensure the sustainability of environmental progress made to date. An action plan was developed during the MTE workshop, to strengthen the institutionalization of environmental reflexes within the SALOHI team, especially at the field level.

Table 19: SALOHI Midterm Environmental Action Plan

Challenge	Priority Action	Responsable	Implicated staff	Indicators	Deadline
Improve environmental integration in SO1/SO2/SO3	Train SO1, SO2 and SO3 working groups in the go green strategy, and roll out training for field agents during regular quarterly meetings	Zoely	WG and field agents during quarterly meetings	Percentage of SALOHI staff exposed to and trained in the Go Green Strategy	May 2012 for WG meetings, and December 2012 for field staff
Promote environmental reflexes and the Go Green Strategy with practical activities at the community level, through contests and IEC campaigns	Develop/refine/ simplify checklists to monitor the implementation of the go green strategy for SO1, SO2 and SO3,	Zoely	WG and field agents during quarterly meetings	Simplified checklist developed	June-12
	Field test, finalize and roll out checklists with a SALOHI wide contest in July 2012	Zoely	NGO partners, field staff	Simplified check list disseminated	July-12
	Disseminate environmental IEC/BCC materials to all field staff	Zoely, NGO program managers	NGO partners, field staff	Percent of staff and FKTY with environmental communication tools	July 2012

Challenge	Priority Action	Responsable	Implicated staff	Indicators	Deadline
	Share information collected from each FKTY each quarter	Field Agents	SO3 coordinators, Zoely	Number/Percent of FKTY practicing an environmental activity	Quarterly (Jan, April, July, October)
	Practical field training on an environmental aspect	Zoely	SO3 team	Training implemented. Number of people trained.	Aug - Oct 2012
Monitoring and evaluation of the Go Green strategy	Evaluation of results of the Go Green Contest (SO1, SO2 and SO3)	Zoely	Field staff, SO technical coordinators, PCU	% activities Green, Yellow and Red (SO1/SO2/SO3)	December 2012/ June 2013 December 2013 Finale Evaluation 2014
	Dissemination of prizes for Green communities	Field Agents, SO Coordinators, Program Managers	Zoely	Percentage of SALOHI communities who are GREEN	December 2012/ June 2013 December 2013

Partnership

The objective of SALOHI's partnership strategy is to create an environment which favors local, regional and national level partnerships and synergies, to combine efforts to solve problems and improve program quality and impact, and to promote information sharing and mutual support, making the program more efficient and effective. The strategy identifies relationships and collaborative opportunities between donors, consortium members, implementing partners, local authorities, other development actors and technical service providers at all levels, as well as relationships with local beneficiary groups to improve programmatic efficiency.

During the midterm evaluation, SALOHI staff interviewed local service providers; local, district, regional and national authorities; and local development actors to evaluate the extent to which SALOHI activities and results were known and understood by these partners, the quality of collaborative efforts to date with SALOHI staff, their perceptions of the effects and impacts of the program to date, and their perception of SALOHI sustainability mechanisms.

In general, local level officials (community/FKTY and commune level) are much more aware of and engaged in SALOHI activities than officials at the district or regional levels. In some cases, district and regional officials are only aware of SALOHI activities because of information shared by commune level actors. SALOHI staff appear to have infrequent contact with district and regional staff interviewed. Despite annual town hall meets at the regional and in some cases the commune level, senior civil servants seemed only moderately aware of the SALOHI program, and in some cases confused SALOHI activities with those implemented by other partners, including SantéNet2.

However, local level authorities were universally supportive of SALOHI activities, and felt that the SALOHI program was having tangible impacts in their communities. Health center staff are aware of and support SALOHI activities, and monitor SALOHI CHVs. They stated that SALOHI activities are reported to them and included in their reports to their superiors, and they reiterated their willingness to continue to monitor and support CHVs after the program ends. SALOHI staff have also collaborated with the National Nutrition Office (ONN) at the regional level, and in the field with SEECALINE agents for growth monitoring and promotion, PD Hearth, and IEC/BCC activities.

Agriculture service providers including SATA and CSA also described existing collaboration with the SALOHI program in the East, and they have provided inputs to SALOHI supported FFS groups. Joint field visits to FFS groups by agricultural service providers have been particularly effective to create sustainable input supply and marketing linkages, and have been appreciated by SALOHI partners. Statements by beneficiaries themselves have been the most effective means by which partners have been convinced of SALOHI impacts.

Coordination with the BNGRC is probably one of the most dynamic and effective for SALOHI partners. The BNGRC is severely hampered by a lack of human resources and little to no local level presence, so linkages made between community level DRR committees and regional level response units have been very much appreciated by both sides. All local service providers and local authorities reiterated their willingness to contribute to the sustainability of SALOHI activities and impacts.

Collaboration between SALOHI staff and other NGOs and development partners was also mentioned, including FAO, WFP, PAMOELA, SantéNet2 and WWF.

Table 20: SALOHI Partnership Action Plan

Challenges	Priority Actions	Key Steps	Staff Responsable	Staff / Structures / Organization involved
Local technical service providers and local authorities are informed of SALOHI activities and results	Provide periodic program updates to key partners	Create simple templates for reports which include key outputs, activities and plans for the following quarter, with photo illustrations.	M&E and local Project Manager	**Region** (DDR, DRDR, DRS, DREF, etc.) annually **District** (SSD, CIRDR, CIREF, etc.) quarterly; **Commune** (Mayor and Chef CSB, CDC, etc.) quarterly meetings ; **FKT**: Monthly verbal communication
		Create reports using the simplified template	M&E and local Project Manager	
		Share reports with partners	Local Project Manager	
	Invite key partners and local stakeholders to annual town hall meetings	Establish the list of people to invite, and invite them at least one month in advance	Local Project Manager	**Region**: DDR, DRDR, DRS, DREF, etc. **District**: SSD, CIRDR, CIREF, etc. **Commune**: Mayor, Chef CSB, CDC, etc.
	Courtesy visits to district authorities and technical service providers	Organize and execute quarterly office visits	Local Project Manager and SO coordinators	**Region**: DDR, DRDR, DRS, DREF, etc. **District**: SSD, CIRDR, CIREF, etc. **Commune**: Mayor, Chef CSB, CDC, etc.
Local development activities are well coordinated with SALOHI	Participate in regional platforms and exchanges	Create a forum for discussion Identify key themes	Regional Office Managers	Project or programs (CSA also)

Challenges	Priority Actions	Key Steps	Staff Responsable	Staff / Structures / Organization involved
Technical service providers and District and Commune authorities are informed of the organization of SALOHI activities (FFS days, CHV graduation, infrastructure ceremonies, etc.)	Inform and invite them to assist SALOHI activities	Organize meetings to share ideas and collect feedback	Local Program Managers	**Region**: DDR, DRDR, DRS, DREF, etc. **District**: SSD, CIRDR, CIREF, etc. **Commune**: Mayor, Chef CSB, CDC, etc.
Link local agriculture structures to CSA (Agriculture Service Centers)	Inform local structures of the existence and mandate of local CSA Inform CSA in advance of SALOHI activities	Organize meetings for CSA to present their services to SALOHI Farmer groups	Local Program Managers with SO2 Coordinators	CSA, FFS, PL, Cooperatives
SALOHI outputs and activities are diffused through national and regional radio (Accountability)	Identify themes to transmit during Program Manager Working Group meetings, field visits and technical working group meetings Organize communication visits to the field	Develop a communication calendar, and contact list for national and regional radio stations	PCU Communications Director	Radio listeners (especially those in target communities)

4. Monitoring and Evaluation

Monitoring and evaluation is a key component of the SALOHI program, and it is the only area in which standardization of systems and tools have been required of all SALOHI partners, to facilitate accurate reporting using common tools and approaches. Because of the importance of M&E to program management, and because of the challenges the team has experienced in its attempts to standardize the M&E system across the SALOHI program (partly due to challenges associated with the innovation of the M&E system from a field agent notebook based system to one based on common forms for each activity and a common data base), two HQ M&E staff participated in the review of SALOHI's M&E system, as well as in the design and implementation of the midterm. The reports from both ADRA staff members are presented here.

Report Number 1: MTE design and implementation, and the integration of evaluation data and results in the M&E system

Background
The M&E system used by the SALOHI team was developed by the SALOHI M&E coordinator and international technical advisor (CRS staff members), in collaboration with the SALOHI M&E working group, which is made up of SALOHI M&E partner staff. ADRA HQ M&E staff participated in the SALOHI baseline survey, and were asked to evaluate the efficacy of the M&E system developed, and also to supervise the collection of focus group data in the South. To this end, Dawit Habtemariam, Director of Evaluation at ADRA HQ participated in the five day training of the MTE team from January 16-21 2012, conducted interviews with the M&E specialists from all four INGO partners, and reviewed selected M&E documentation. The following section discusses the findings, challenges and recommendations of his review of the SALOHI M&E system.

Findings
The SALOHI program has an M&E system to track, review and report on program status and progress. The SALOHI/PCU has developed a common M&E operating manual which describes all components of the M&E system and includes the IPTT, M&E matrix, data collection forms, synthesis tools, roles and responsibilities and a central data base managed by the PCU. In addition, the PCU M&E Coordinator and partner M&E specialists are qualified and skilled to operate and manage the system. Each consortium member has its own internal M&E arrangement and staff dedicated to work on the SALOHI program. This is a system designed to decentralize and measure the level of program activities, effects, results and impacts in accordance with the objectives set by the consortium in the approved program description.

In the first quarter of the first year of the program, a baseline survey was conducted to set baseline performance indicators and targets, as per the approved IPTT (http://www.hayzara.org/index.php?option=com_content&view=article&id=381%3Abaseline-study-summary-of-results-salohi-program-usaid-crs-adra-care-land-olakes-2009&catid=21%3Areports&Itemid=49&lang=en) . Both qualitative and quantitative information was collected, analyzed and reported. One annual follow-up survey was also conducted. The MTE, starting in January 2012, is being carried out. The M&E system has demonstrated the principles of participation, staff empowerment and promotion of continuous learning. Adherence to these principles have significantly contributed to the improvement and strengthening of skills of SALOHI program M&E staff.

The SALOHI program hired two senior specialists to coordinate M&E activities under the supervision of PCU. For the first half of the program, a senior M&E Adviser with international experience led the baseline survey, oversaw the development of the overall joint M&E system, trained M&E staff, and designed tools for data collection, synthesize and analyses. Since the beginning of the program, a senior M&E Coordinator has been managing these efforts, and has assumed full responsibility for a wide range of M&E activities including training, providing technical assistance and consolidating monitoring reports from each consortium partner.

The M&E system has made significant progress in enabling SALOHI to capture needed information on activities and indicators to partners and stakeholders. The M&E system is adequate to collect and monitor program activities and outputs regularly. The introduction of data management software (FileMaker Pro) and thorough documentation of the M&E system (SMILER) will eventually ensure proper control and management of program data. Some of the partners reported that they still have difficulty using the standardized M&E forms. Tables in the database (BDR) are used to gather only data that is directly linked to program indicators. There is still a need to explain the progress of activities via the use of other supplementary forms to collect data for program management purposes (this is being improved through the development of program dashboards, following the MTE). Updated data entry into the BDR provides timely data for the Annual Results Report (ARR). Current efforts to set data quality standards for the BDR and to operationalize the relational aspects of the BDR are challenging, because of the need to review two years worth of data to ensure adequate data quality.

Program managers and technical staff provided input during the design of M&E tools. Feedback from technical staff is regularly solicited. M&E specialists have consulted technical and management staff so that donor reporting requirements are met. Validation sessions were conducted to determine how and when to collect data. However, there is still a need to standardize and finalize data collection tools.

Depending on the NGO partner, data is collected every month, or every quarter. To facilitate internal organization, data collection timelines have been redefined. Information that comes late is reported in the following the quarter. Most data are validated and verified. Quarterly reports are developed, using data from M&E forms. Some partner staff mentioned delays in collecting data. This has been mainly due to difficulties of field technical staff checking data collection forms before sending them to the M&E team. It is also partly due to the late arrival of M&E forms from the implementation team, because of the remoteness of sites. Since October 2011, data have been collected regularly, but data prior to October 2011 has not been completely verified and entered. This challenge has already been identified in the M&E action plan.

Field staff have access to M&E data and data collection tools, as well as program quarterly reports. Monitoring reports sent to the PCU are available on the CRS server, and are shared with partners during quarterly program management meetings. M&E data is shared with technical staff and partner organizations to meet their information needs. Annual workshops have been arranged to present the results in each region for local stakeholders. Field staff members also send activity reports to their area DRDR (Regional Direction of Rural Development). Data are also shared at the Commune level (through town hall meetings), farmer field days, technical working group meetings, and during annual workshops. Program activities are recorded and the data are collected periodically: monthly at the field level, quarterly at the project office, and annually with the donor.

M&E data are not routinely shared with beneficiaries (note: data from community activities are shared with community leaders and community members; for example, the results of growth monitoring and promotion sessions, of PD hearth sessions, and farmer field schools are shared at the community level. Community representatives also participate in annual town hall meetings, where SALOHI results are disseminated. However, IPTT data is not routinely shared with community members).

Program results are presented to project staff and other partners, including public partners such as the DRDR and ORN (Regional Office of Nutrition). Technicians working at the community level try to present quarterly results by posting posters at the commune. However, many beneficiaries cannot read. Thus, other dissemination tools should be considered including verbal presentation in community meetings.

Generally, program mangers control and approve data standards and data needs. Field agents complete M&E forms and the M&E team performs data control and checking for consistency. Data reported in the second year of the program were tested exhaustively. They were audited as part of A-133 regulations. Checking data quality is an ongoing process. Data validation systems have been used starting in quarter two (Q2) of Implementation Year Three (IY3) [October–December 2011]. The data verification system has improved with time. M&E forms collected in the first two years were checked in November and December 2011. Field technicians are able to complete the forms, but they have a tendency to complete them according to their technical needs, and not to respond to indicator definitions. Data received by M&E staff are already verified and validated by the technical team. Reliability has improved as data are also cross-checked at the field level.

However, the verification of data is problematic because program and field teams do not consider the process necessary. Some technical staff members have difficulties filling out the detailed M&E forms: some forms are not completed correctly, with errors, and some forms are not completed on time. Problems result because of the number of forms to fill out, the short reporting time, and the technical team's misperception about the usefulness of the system. Training sessions have been organized to help staff fill in forms. However, permanent monitoring/coaching is needed to minimize errors. Program staff capacity can be assessed by their ability to complete M&E forms, and by the quality of information in M&E forms. **As a matter of urgency, the SALOHI program should consider strengthening the verification of M&E data from the field up to data entry, as well as further strengthening capacity of field staff to fill out M&E forms through refresher training.**

M&E data have been used to manage the SALOHI program during quarterly and annual meetings and reporting, and the implementation of integrated planning and budgeting. Data are used to help staff improve techniques and approaches to implement activities at the field level. There have been program team meetings to discuss ways of reinforcing or changing work methods in the event that reported results are low and/or late. However, some mangers and technicians have not been using M&E data effectively, creating activity planning, logistical and budget constraints. In such cases data were mainly used for reporting purposes, and not for program management.

Problems Encountered

- Different understanding/interpretation on and low awareness of the roles and responsibilities of M&E by different SALOHI staff (managers, technical specialists, M&E staff, field

agents) leading to difficulties generating or filling out M&E forms and sometimes negligence of the forms at the field level
- Overall, time allotted to accomplish M&E activities is insufficient and therefore SALOHI M&E staff are often challenged to speed up data collection and reporting to meet deadlines.
- The detailed M&E forms used at the field level still need more time and effort to verify completion and consistency, because of the volume of information needed. Some of the detailed forms are incomplete or improperly completed. The level of education of community agents (for ADRA) is low, and there are challenges to complete the forms.
- Coding is not sufficiently standardized for all household forms.
- Data collection tools have been continuously revised, which has lead to confusion and staff and partners using different versions of the forms.
- A database that was slow to get operational due to capacity issues during its development and use as well as initially low user confidence in a new and unknown tool, and resistance to change.
- Insufficient data syntheses and analyses due to lack of a clear data analysis framework.

Recommendations

The M&E system is still a work in progress. As presented above, the SALOHI program has accomplished a great deal of work to put in place the M&E system as a useful tool for the success of the program in achieving its strategic objectives and intermediate results. This review provides the following recommendations for the M&E section:

1. Reduce the number, simplify and finalize SALOHI indicators to ensure consistency of indicator definitions by consortium partners. The capture of some IPTT indicators (functionality of infrastructure for example) should be added to the structure of the BDR and detailed M&E forms must still be corrected so that there is no collection of unneeded and unusable information .
2. Put in place a standardized and uniform coding system of household data collection forms and tools. Moreover**, i**t would be useful that field agents and beneficiary volunteers have tools that are adapted to their level of education
3. Finalize standardization of the BDR and make it fully operational so that it is a dynamic tool for effective program decision making and learning. Once fully operational, the BDR should allow timely data flow, processing and sharing; ensure consistency of reported data and the production of information on program status at required times. This will demonstrate results-based management in which **the M&E system will inform the decision-making processes**, based on information provided through the database to ensure program efficiency and appropriate resource allocation.
4. Strengthen data entry to clear the backlog of data forms and redouble efforts to introduce regular (e.g. every six months) data quality assessments and follow-up on recommended actions
5. Define a strategy of "forward walk" and accelerate the utilization of collected data through systematic analysis and synthesis in support of program performance
6. Establish a plan and schedule for all M&E activities until the end of the program, and anticipate periods when the M&E coordinator at the PCU level needs periodic support to avoid overloading.
7. M&E data should be better managed and processed on time in order to enable managers to use data and information effectively. To address time pressures in data collection, reporting

and decision-making, SALOHI should consider **reassessing, simplifying and prioritizing information** and data needs for informed decision making.

8. Consider the self-assessments of capacity done by each monitoring and evaluation staff (TOPS tools) and develop and implement a plan for capacity building suitable for M&E staff.
9. Create an incentive system to enable SALOHI staff to follow the M&E system in place. This may include availability of resources to be used (software, staff/volunteer refresher training, training on GIS (Geographical Information System etc.)
10. Arrange exchange visit between CS and similar programs in neighboring countries and share lessons learned and good practices.
11. Accelerate active participation of all SALOHI staff, stakeholders and partners in the implementation of the M&E system while at the same time fostering respect for the roles and responsibilities of M&E staff.

Report Number 2: M&E System design, performance and usefulness

1. Introduction

In addition to the review by ADRA's HQ Director of Evaluation, a second assessment was conducted by Nestor Mogollon, M&E Director. The purpose of this second assessment was to assess project progress toward meeting its objectives. The overall program M&E system includes a qualitative and quantitative baseline survey and final evaluation, a quantitative annual indicator survey, routine data collected during the implementation of program activities that are analyzed quarterly and annually. Also, it includes other punctual events such as operational research activities, working group meetings and training events. All of these events were evaluated together as part of this assessment.

In recent M&E workshops and meetings the program team identified that the program monitoring and evaluation system is not fully operational. The organization and operation of the system at the field level is not clearly documented, and deficiencies in data quality, collection mechanisms and transmission have been identified. Methods and tools for data storage, preservation and processing of data collected at the field level are not properly applied by local monitoring and evaluation staff. An M&E task force was established in November 2011, and a workplan developed to address these deficiencies.

2. Objective of the evaluation

The objective of the evaluation is to assess the Monitoring & Evaluation System to see if the system is generating information needed to track project progress and also to identify necessary changes to maximize the effectiveness of the system to provide project managers with accurate data to improve project implementation.

3. Materials and methods used

The assessment of SALOHI M&E system was carried out using an adaptation of the FRAMES tool (Focused Rapid Assessment of Monitoring and Evaluation Systems). This tool allows the evaluator to focus on those issues that experience has shown to be of critical importance. This tool not only permits the user to describe the M&E system, but also to evaluate M&E performance, and the usefulness of information generated. The assessment was done through a series of interviews with PCU M&E staff, NGO M&E staff, PCU technical staff, and some NGO technical staff. The review included three main steps described below:

- Assessment of M&E design
- Assessment of M&E performance.
- Review of the usefulness of information generated by the system.

3.1. Assessment of M&E system design

The following key aspects of the M&E design were assessed:

- Resources – human, financial and equipment allocated to undertake M&E activities
- Structure and roles of the M&E system
- M&E procedures (indicator selection, data collection, aggregation, data analysis, and data storage).

3.2 Assessment of M&E performance

Performance of the M&E system was assessed based on the timeliness and quality of outputs (information, reports, baseline studies, annual surveys, etc.) produced by the M&E team, and the extent to which beneficiaries have been involved in the M&E.

3.3. Usefulness of the M&E information

The final step of the assessment included an analysis on how useful the information generated by the M&E system is for the project personnel involved in decision making at the PCU level as well as at the level of consortium partners (coordinators, field staff, technicians, and the program directors). Following the FRAMES approach, usefulness was evaluated based on how this information contributes to feedback the components of the SALOHI project to achieve its planned targets and objectives, so as to improve project implementation and management.

4. Evaluation Findings

4.1 M&E system design:

> *"Notre M&E système nous permet de capturer les activités de programme à temps, mais il n'est pas encore suffisant.""" Oui, mais on a besoin d'amélioration"*

SALOHI staff have designed an M&E system based on the project results framework, where indicators required by USAID FFP, USAID's Madagascar mission and technical project indicators are included. A clear link between the program result framework, the M&E plan, and information flows has been established during the design of the system which is shown in the different documents included in the M&E operational manual (SMILR).

a. Personnel: Since the beginning of the consortium both PCU and consortium members have appointed dedicated M&E specialists to implement the system in their organizations. The number of M&E staff and the structure varies from one organization to another, all M&E specialists interviewed believe they are able to operate and manage the system. In addition, they believe they have the necessary tools to carry out M&E activities.

It is important to mention that in the beginning of the program the PCU had an international M&E advisor and an M&E coordinator. The advisor finished his contract in November 2011. Since then, the M&E coordinator is overseeing the implementation of the system alone, in collaboration with the SALOHI M&E working group.

"Le rôle de chaque staff est bien défini dans la mise en œuvre de ce système"

b. Structure and roles of the M&E system: Although each member of the consortium is using the M&E manual developed by the PCU, each partner has established different structures and roles to respond to its own organizational needs as well as to SALOHI's.

In general, the four NGO's as well as the PCU M&E coordinator are collecting and aggregating data to track IPTT indicators, whereas technical specialists and strategic objective coordinators are responsible to track data related to activity implementation (DIP). M&E specialists send their aggregated data directly to the PCU M&E coordinator, to be consolidated for the SALOHI IPTT. Likewise, program coordinators for each consortium member send a narrative report to the PCU on a quarterly basis. It was noticed that this reporting practice created a certain separation of program implementers and the M&E function instead of integrating them to achieve project goals and objectives. In addition, technical staff at the PCU and at each NGO have to wait for the aggregated synthesis report from M&E staff to have the overall picture of program implementation to make necessary adjustments to project activities. Interviewees mentioned that there are always slight discrepancies between figures reported in the narrative report and those entered in the data base, which can cause confusion. However, only the data entered in the data base is used for official reporting to USAID.

c. M&E procedures established:

Indicator selection: At the beginning of the project PCU staff and all four consortium members participated in the FANTA M&E workshop to define standard indicators required by USAID FFP and the local Mission, and to refine some of the technical program indicators. Then, PCU organized monthly meetings with M&E officers to solicit their feedback for the development of data collection tools.

From April – June the PCU M&E coordinator organized a series of M&E workshops at each consortium member's office to train M&E staff and technical staff on how to use the data collection tools, and provided an overview of the M&E system. In July 2010, the PCU formalized the M&E manual (SMILR).

Although each indicator included in the IPTT has been defined, there are several indicators that still need to be standardized to avoid miss interpretation and bias during data collection. It was noted that some indicators that have included the word 'functional' in them have had interpretation problems because the criteria of what functional means have not been clearly identified in the indicator definition (note from the COP – the definition of the use of functional for each indicator was discussed during the FANTA workshop, and those definitions are included in the English definitions of each indicator, but these definitions were discussed and revised by technical and M&E staff in French, which resulted in a disconnect between the English and French versions of the IPTT, and the Indicator Definitions in the PIRS).

Data Collection:
The PCU developed a relational data base (RDB) using standard off the shelf software (FileMaker Pro) to aggregate, analyze and store program data to track program indicators and activity

implementation. Although this system has helped the program to manage data and information for decision making and reporting to the donor, most of the partners interviewed reported problems using program data collection forms by field personnel, and problems producing aggregated synthesis reports. Others reported problems meeting report datelines because field staff delay sending data to be entered in the data base. In addition, partners reported that at each aggregation point there are inconsistencies and differences in figures used in narrative reports and IPTT reports that need to be corrected and this whole exercise is time consuming.

To solve this problem reporting deadlines at each level should be respected, and SO coordinators should review quarterly and annual reports jointly with the M&E officer prior to submission to the PCU. In addition, technical staff should use data from the database to develop narrative reports, so there are no inconsistencies between data sources.

Consortium members and PCU M&E specialist reported having problems in collecting information for the following indicators:

- Indicator 1.7: % of underweight children 0-59 months (WAZ <-2) during growth monitoring sessions (‘*partners do not enter child weight or height and sometimes they do not indicate the nutritional status of the children*’). (Note from the COP - field staff will only be required to enter individual child data twice per year, in April and October; for the remaining 10 months of the year, field staff can enter consolidated data for the total number of children who were red, yellow or green, and who did not gain weight).
- Indicator 1.18: # of health volunteers who complete a series of coaching sessions (*Note from the COP – as defined in the PIRS, the total number of health volunteers who complete five training sessions is used to provide data for this indicator. This indicator is refined in the proposed revised IPTT*).
- Indicator 2.3: % beneficiaries using at least two promoted technologies (*‘the adoption indicator is difficult to estimate because it has to be collected individually at farmer’s plots. Forms are sent with no information on this indicator’)* (*Note from the COP – this indicator is collected during the annual survey, not during routine data collection*)
- Indicator 2.4: Number of households adopting promoted technologies. (*Note from the COP – this indicator is collected during the annual survey, not during routine data collection*)
- Indicator 2.5: Average yield (*Note from the COP – this indicator is collected during the annual survey, not during routine data collection*)
- Indicator 2.7: Number of additional hectares under improved technologies or management practices as a result of USG assistance (*Note from the COP – this indicator is collected during the annual survey, not during routine data collection*)
- Indicator 2.8: # of lead farmers/pastoralists receiving services through farmers’ associations or cooperatives (*Note from the COP - this indicator will be dropped*)
- Indicator 2.10: # of farmers that received extension /outreach services during the FY. The annual cycle is different for the NGO’s. (*Note from the COP – data used for this indicator is the number of FFS members in a given FY*)
- Indicator 3.2: # o communities that had disaster early warning systems in place… (The problem here is what does to put in place mean?)(*Note from the COP – number of communities supported to develop EWS*)

- Indicator 3.8: % of water systems constructed which are functional (unblocked) *(Note from the COP – in this case, functional means unblocked, as indicated in the indicator definition*)
- Indicator 3.10: Ha under improved natural resources management (*Note from the COP – SALOHI staff should all be using the F definition for this indicator*)
- Indicator 3.13: Number of FFA and FFT participants receiving food aid (the problem here is that commodity estimation is done based on potential beneficiaries not on the real number of beneficiaries that the project has). (*Note from the COP – this indicator is collected from recipient status reports, and not from commodity estimates of potential numbers of beneficiaries*)
- Indicator 3.27: # of commune plans submitted to public consultation and adopted by the commune council. The project does not have any activity to achieve this indicator. The result in the case of ADRA until now is zero. (*Note from the COP - this indicator will be dropped, due to problems working with commune officials due to USG restrictions*)

Data Verification

Each consortium partners has established different procedures to verify data through desk reviews and field visits. However, some M&E staff (though they have planned to do this activity) have not been able to do it because of other competing tasks. For example, the PCU M&E coordinator performed only one DQA visit to each NGO last year. However, the data verification system has recently has been improved, and the task is carried out not only by M&E staff but also by SO coordinators of the PCU.

4.2 Assessment of the M&E performance

"On a encore des difficultés dans la collecte à temps des données"
" L'application de l'aspect relationnelle de la BDR est un vrai défi car il remonte sur 2 ans d'information à normaliser"
"Le M&E system est clair et est en cours de perfectionnement, mais les choses ne sont pas encore parfait"

- Data generated by the system has been used mainly to produce reports requested by the USAID, but there has been very little use of IPTT data for project management. In addition, the quality of data is still a problem. *(Note from the COP – SALOHI staff developed separate dashboards to review the quality of program implementation, and will use these for program management. Program managers generally use the DIP for program monitoring and management. IPTT level indicators generally measure effects and impacts, which are not measured frequently, and are not as relevant for day to day program management as output indicators from the DIP, and program quality indicators).*
- In general consortium members have been able to submit quarterly and annual reports to the PCU on time. However, all of them reported to have problems meeting internal reporting datelines. This has caused problems with report quality. On the other hand, the PCU has been able to submit reports to USAID on time. However, the PCU was not able to develop quarterly synthesis reports in FY11, for internal use. *(Note from the COP – The PCU used a program monitoring dashboard rather than quarterly reports to track program progress. The DCOP is responsible for consolidating program data into the dashboard and producing quarterly reports).*

- Some consortium members expressed that at the beginning field staff considered the M&E reporting system too complex and difficult, but now they have a better understanding of it. Some technical staff consider that the system is well defined, and that it does not have problems, but is time consuming. (*Note from the COP – this is a critical issue, and underlies many of the problems we have had with M&E. If we don't prove and demonstrate to field staff that the M&E system will help make their lives easier and better and improve program performance, the system will never be fully functional. Field staff training will be a key activity during the next quarter*).
- Recently the SALOHI program has put in place a mechanism to check the reliability of information contained in the reports. Partners have established different procedures to cross check data entered in the BDR and data included in technical reports (narratives) that SO coordinators receive. The same practice is done at PCU level. Now, technical coordinators from partners and PCU are more involved in data verification than before. (*Note from the COP – partners should use data from the BDR to develop narrative tables, to eliminate this problem*)
- The barrier analysis included in the annual survey has provided the program with relevant information to improve adoption of behaviors in the health and agriculture components and to develop a global action plan that can be adapted at each intervention zone context, to be a key tool to improve the adoption of behaviors that the project is promoting.
- In the program IPTT when adding up targets of some indicators, they do not match LOA targets (*Note from the COP – annual indicators for USAID/F cannot be aggregated to LOA, as it will result in double counting. Only cumulative indicators can be aggregated*).
- Indicators 2.3 and 2.4 are measuring agriculture practice adoption. However, there no minimum number of practices for households. In addition, there is no indication of how many members of the household should adopt the practice to consider that a particular household is an adopting one. (*Note from the COP – the minimum number of practices is 2, as this is an F indicator, and only one household member needs to adopt*).

4.3 Usefulness of the M&E information

- The synthesis report generated by the M&E coordinator at the PCU and partner level M&E staff has helped technical coordinators to identify activities that were delayed and to make plans to get them on track.
- The PCU has been able to respond to all USAID questions related to project implementation using the data generated by the system as well as to identify the performance gaps of each partner. In addition, the PCU uses data to compare partner performance, and generate action plans.
- Project managers reported that the M&E system is helping them to follow project implementation, to see the real situation of project activities, to measure output and outcomes targets, as well as indicators. They use data generated by the M&E system to compile quarterly and annual reports, to identify and discuss program implementation challenges and successes with field staff during quarterly meetings, and to monitor the implementation of annual workplans.

5. Problems encountered

- Meeting deadlines for reports is still a challenge, especially internal reports.
- Data quality is an issue because SALOHI did not design data quality assessment procedures. This process has only started last year after the data quality assessment carried out by USAID.

- For some consortium members there are too many levels of data collection.
- M&E officers do not have enough time to do data verification, and supervision at the field level.
- Overall, there is a delay from consortium members to respond to PCU requests. For example, at the time of the evaluation partners had not provided input to the participatory M&E system that the program plans to implement.
- In some NGOs, M&E staff do not know much about activity implementation because that information is managed by technical coordinators and sent directly to PCU technical coordinators.
- Some consortium members did not use standard data collection tools even though they had them.
- Coding beneficiaries is really challenging for M&E specialists and program personnel because codes have to be entered manually each time that a beneficiary is entered in the DBR due to the fact that tables are not linked. Apart from being tedious and time consuming this procedure is the cause of data entry errors. For example, sometimes the same beneficiary has different codes in different tables or the name does not match the code at all. (*Note from the COP – household codes are the source of all linkages in the BDR, and household codes are linked between data tables. Otherwise the BDR could not function. M&E staff have complicated household codes, and developed subsidiary codes for household members, that are not necessary and were never anticipated in the design of the system*).
- The PCU M&E coordinator cannot ask partners' M&E teams to implement the new forms directly because they have to go through their management organization. (*Note from the COP – all partners agreed to implement a common M&E system using common tools in their sub-awards, and as part of the proposal to USAID. I don't see this as a significant problem*).
- There are too many indicators, and consortium members have different system to collect the data. (*Note from the COP - The number of indicators has been reduced based on revisions to USAID F indicators – See proposed revised IPTT in Appendix C)*

6. Best practices identified

- The use of an M&E working group to discuss and solve M&E problems on a regular basis is a good practice that has helped the program to identify solutions to major problems related to M&E activities.
- Development of an operational M&E manual including the M&E system objectives, logical framework, program objectives, program indicators with their definitions, data collection tools, and M&E roles and responsibilities is key to document the system as well as a to facilitate its revision and make the necessary changes to make it more effective.

7. Evaluation recommendations

1. M&E data should be better managed and processed on time to enable managers to use data and program information effectively.
2. To tackle the time pressure in data collection, reporting and decision-making period, SALOHI should simplify and prioritize information and data needs
3. Technical staff at the PCU and ONG levels need to use data produced by the M&E system for decision making.

4. PCU should finalize indicator definitions and disseminate these definitions at all levels so that each consortium partner has the same understanding
5. Finalize the standardization of the BDR and make it more functional including automatic production of aggregated reports at PCU and ONG levels.
6. Produce dashboards that have specific information for program managers. Quarterly synthesis.
7. Put in place a standardized and uniform coding system of household data collection forms and tools.
8. Translate data collection tools into Malagasy for better understanding of field staff, and volunteers.
9. All results tables should keep the same sequence as the IPTT table for better reading and understanding.
10. Strengthen (in the next six months) the capacity of M&E team for data entry in the BDR.
11. Finalize the definition of program indicators, detailed M&E forms and BDR.
12. Prepare and implement a plan to increase capacity of M&E staff based on the self-assessments of M&E staff (TOPS tools).
13. Create an incentive system to enable SALOHI staff to follow the M&E system in place.
14. The PCU should consider the possibility of hiring external support to the PCU M&E Coordinator during periods of work overload (*Note from the COP – A full time M&E assistant will be hired by July 1)*.
15. The PCU M&E coordinator should perform data verification and validation through more regular spot-checks in the field. Consortium members M&E and technical staff should carry out data verification through regular field visits.
16. Strengthen data entry to clear the backlog of data forms and redouble efforts to introduce regular data quality assessments and follow-up on recommended actions
17. Sensitize program staff on the importance of M&E data collection forms, so all staff are involved in the implementation and use of the M&E system.
18. The project should carry out refresher training for program staff on the differences between lessons learned, and best practices. Also, cross cutting issues such environment, sustainability, gender, and good governance need to be reinforced through training.
19. Review indicators 2.3 and 2.4 to see if the latter is really necessary to track project progress. (done).

5. Commodity Management and Monetization[9]

The management of large amounts of valuable products is problematic anywhere. Especially in a country as poor as Madagascar where people lack food during large parts of the year, management and control of food commodities is not an easy task. In the SALOHI program, distribution commodities are called forward (procured on WBSCAM) by CRS, the prime, for the whole consortium, and then redistributed as per partners AERs.

Madagascar is not on a normal shipping route for cargo, and so shipping costs are higher than other ports in the African mainland. Sometimes cargos are transshipped in Mombasa, Kenya; Durban, South Africa; or Mauritius. This can cause delays in delivery times. The main shipping discharge port for SALOHI is in Toamasina, on the east coast of Madagascar (seven hours by vehicle from the capital of Antananarivo). There is a functioning rail system in Madagascar that is able to handle transportation of some distribution commodities to different locations that are closer to partners' needs, and there are serviceable road connections that can be used for trucking purposes.

This review originally was intended to include physical reviews of commodity storage and handling, but cyclone Giovanna prevented travel to the port of Toamasina during the MTE, and to partners' warehouses. As such, the review focused on information gathered during interviews with logistic/commodity managers, and a review of documentation.

Commodity Accounting

A primary function of commodity accounting is to account for resources that are provided by the American people. In the practicality, this resource is treated very much like financial resources. Therefore there is a Generally Accepted Commodity Accounting Practices (GACAP) protocol that is recommended by the Food Aid Consultative Group. A key part of these recommendations is that accounting software should be built on databases that provide ledger-type accounting as well as an audit trail for modifications and corrections.

It will be noted that accounting actions are separate from reporting issues. Reports can be done in any form that is convenient for the CS, the SALOHI PCU, or the donor. It is the system that

[9] This section of the report was drafted by Milton McHenry, ADRA HQ

generates those reports that needs to be auditable. Naturally a good system will generate reports acceptable to the needs of data users.

A133 audits include commodity accounting, and the audit company that performs the audit will require the same standards of resource accounting for commodities as it does for finance. Technically, such audits are supposed to cover all resources, including commodities; traditionally, commodities have not been given the same level of importance as financial resources.

In the review, it was found that two consortium partners, ADRA and LOL were using the same ADRA-developed software package that was designed to fulfill these requirements, although the software is somewhat dated and in need of an upgrade. CARE was in the process of upgrading their locally developed database, but the new system is not yet functional. CRS is developing a new integrated software program in collaboration with a local IT service provider, Human Network International (HNI), which they hope can eventually be used by all consortium partners.

End Use Checking

One of the main reasons for a strong commodity accounting or tracking system is to ensure that appropriate beneficiaries receive and consume their rations. In financial terms, the value of the commodity is owed to USDA until the approved use of commodities can be confirmed. In all cases in SALOHI that is done with signatures that confirm reception of commodities. Because of the lack of food and the general need, to say nothing of the value of the commodities, there are strong pressures or incentives to divert or misuse commodities at distribution points (and all along the distribution system).

Consortium members handled these pressures in different ways. All expect the ones doing the distribution, whether it is the field agents themselves or community based committees, to serve as the first line of defense against fraud. As a check on distributers, each agency had a somewhat different approach. ADRA uses Food Monitors during distributions, who perform unannounced spot checks verifying beneficiary signatures and distribution amounts, and who report to the internal auditor. CARE indicates that their HQ commodities manager has to do spot checking in 83 sites, in addition to his other duties. There was a concern expressed that most of the checks were post-distribution, and the fear of losing benefits may have made those interviewed less than forthcoming. CRS requires technical program staff to perform end use checking, although this has not always been systematically done. When the new HNI software is rolled out, end use checking systems and verification will be incorporated into it. For CRS, as distributions are done by local implementing partners, there is no direct control over the process. However, when documentation indicates a problem could have occurred, the commodity team is tasked with finding out what went wrong. LOL follows the example of CARE, where the commodities manager is the only staff member that checks on end use. They believe that implementation by community committees is working well.

End use checking was performed during the MTE, and indicated that food aid recipients were receiving appropriate rations, but there were sometimes problems with ration size verification (kg vs. kapoaka) and the timeliness of food aid distributions.

Disaggregation of Data

Development programs in general are focused on gender-segregated groups, and age-defined groups. Program reports define beneficiaries by gender and age. However, this has not been a requirement from the food distribution side, except when rations are defined by age or gender. This is changing,

and USDA is starting to ask that commodity reports include not only the number of rations or beneficiaries, but also their gender and ages. All SALOHI partners are required to disaggregate food aid recipients by gender and age (for children 6 – 24 months of age).

Logistics
As with any resource, the movement of that resource is documented with a paper trail. In the case of food aid commodities, this starts with the Bill of Lading under which the commodity travels to the country, and from then on different forms of waybills as commodities travel between warehouses, and to distribution centers.

All SALOHI partners used waybills to track commodity movement. However there have been different levels of care and responsibility in their use. Without proper internal controls, waybills can be modified to divert commodities. CRS reported two losses, one directly from a warehouse, and another from a distribution site caused by the misuse of waybills. Even when waybills are correctly used, ADRA engaged a transporter that disappeared with both waybills and commodities.

When recipients are not available to receive their commodities, the handling of these surplus commodities varies between CSs. When community committees are used, they normally take responsibility for finding the recipient and getting his/her signature. In the rare case when that fails, commodities are sent back to the distribution warehouse. When the commodities are distributed directly, if no one is authorized to pick up the commodities, the food is returned to the warehouse the same day. In all of these cases, return waybills are used. However, the filing of these return waybills is not always done with the distribution waybills, making it more difficult to account for all of distribution amounts.

Inventory control
The key for correct reporting of commodities is accurate inventory control. This is the central part of any accounting system, and there has to be a physical inventory taken at least monthly to assure management staff that all commodities are accounted for. Differences between documented inventories and actual physical inventories have to be investigated and accounted for.

All SALOH partners are required to perform monthly physical inventories, but in at least one case, this was not done properly and a loss occurred at a CRS warehouse when physical inventories were not conducted. In some of the reports reviewed, the difference between documented balances and physical inventories was not reconciled, and the report just stated “KGs not accounted for”. One can only imagine the consternation if a similar statement was put on a financial report! A factor in the loss at the warehouse could be that strong accounting software is not in use. It is clear that using accounting software tends to raise the rigor of commodity management.

Monetization
With the exception of CARE, the majority of the program funding is derived from the sale of commodities. Madagascar is not an ideal market for monetization as the market for traditional monetization commodities is quite limited as to purchasers. The monetization field manual describes situations in which multiple bids on commodities are received. Historically, in Madagascar there has only been one purchaser who had the required resources, with whom to negotiate sales of commodities in amounts required.

However, at least for the last monetization recorded for August 2011, the results of the sale were quite gratifying. The sales price was enough to pass the 80% C&F recovery price benchmark quite well, even with US flag shipping. The reason for this success is not clearly apparent, as outside technical help (such as Informa) was not used. The monetization manager just said that he had started with a very high price and it was negotiated down from there.

A review of the sales contract showed a weakness in a couple of required areas. One was in not allowing fitness claims after the arrival of the commodity, albeit this could be considered to be covered by the loss limitation clause. The second was that there was no mention of the prohibition of sale or use to or by military.

One of the justifications for monetization hinges on the development of local businesses and markets. In practicality this can only be done where there are multiple bidders. In Madagascar that would almost dictate doing small lot sales, of something like refined vegetable oil. Again this would only work if a cap on lot sizes was used for the bids to prevent one or two large established companies from buying up all commodities. For instance this has been done with some limited success by ACDI/VOCA in Rwanda.

Summary of Recommendations

Accounting, Documentation
Ensure that all of partners use accounting grade software to track commodity resources. It will assure auditors that there is less chance of fraud, and strengthen management and control systems.

End-use checking
Ensure there are checks and controls in place to verify that end-users receive program benefits. Again, this will show auditors that there is a reasonable effort to control loss, and in addition it raises the expectations of distribution teams encouraging them to perform at a higher level.

Data disaggregation
CSs need to have systems that can disaggregate data by gender and age, for future projects.

Logistics
Documentation of distribution waybills and return waybills needs to be done in such a way that losses at distribution sites are easily discerned. This usually means that copies of distribution waybills, return waybills and signature sheets are kept in groups for each distribution. This facilitates easy checking to see that numbers balance.

Warehouse inventories
Make sure that physical inventories in warehouses are done, and that staff performing them are not part of warehouse management (finance, SO directors, internal auditors, etc.).

Monetization
Investigate the possibility of doing capped small-lot sales to expand the market impact that monetization can have in Madagascar. There is more risk in doing this, and costs for warehousing, advertising and accounting would be higher, but the developmental rewards would be higher, and higher cost recovery is a possibility. Sales contracts need to be carefully compared with the guidelines in the Monetization Field Manual.

Table 21: Commodity Action Plan [10]

Challenge	Priority Actions	Staff Responsable	Implicated staff or partner	Deadline
Appropriate targeting and selection of food aid recipients	• Create a recipient targeting checklist for each ration type • Meet with each community to re-explain the targeting and selection process • Monitor the implementation of targeting measures during EUC	PCU commodity director	SO1, SO2 and SO3 technicians, commodity working group Field agents	End April May 2012 June 2012
Appropriate use of food aid commodities	• Elaborate a one page IEC tool to explain SALOHI objectives and activities, why we distribute food as part of the program, ration calculations, source of food aid • Organize culinary demonstrations in the field • End use checking during home visits (VAD) • Revisit proposed rations and ensure they remain equal to the daily wage rate. In particular, beneficiaries recommended adding 1 kg of rice to the 2.5 kg of sorghum ration in Amboasary, to account for sorghum's lower economic value, and processing losses when sorghum is pounded into flour before cooking.	PCU Commodity Director Field Staff CHVS	Commodity WG	April 2012 May 2012 Starting June 2012
Common understanding of food aid management by all program partners	• Revise and disseminate the SALOHI FFA manual • Disseminate a one page form which explains ration calculations • Disseminate a one page form which summarizes how food aid distribution should be organized in the field, with the roles and responsibilities of each actor	PCU Commodity Director	Commodity WG	June 2012

[10] Recommendations from recipients interviewed in MTE focus groups and during End Use Checking, and recommendations from commodity staff during the MTE data analysis workshop

Challenge	Priority Actions	Staff Responsable	Implicated staff or partner	Deadline
Efficient food aid management (logistics)	• Create a realistic FFA calendar for each site, in collaboration with program beneficiaries • Deliver food to the closest point possible • Systematically control food aid quality	Field Staff	Commodity team	ASAP!
Effective food aid software available to all partners	• CRS test and disseminate DATA WINNERS • LOL draft data tables and recruit consultant	RINA/CRS RIJA/ LOL	CRS IP's Consultant, PM	March - May April – June
Systematic end use checking	• Revise and disseminate End Use Checking guide and form • Monitor use of revised forms	PCU Commodity Director	Commodity working group members	March /April Each quarter
Monitoring of monthly physical inventory	• Create a monthly inventory technical fiche (cheat sheet) • Disseminate the form to all commodity staff	ADRA commodity staff	SALOHI commodity working group	March 2012 April 2012
Ensuring adequate competition in monetization sales	• Establish a small lot sales plan • Conduct regular market studies (logistics, policies, financial capacity, commercial transactions) • Monetization committee should decide on the appropriate sales strategy during the PREP	Mika/LOL PCU	SALOHI Country Directors; CRS SARO and HQ monetization staff; SALOHI commodity staff	May 2012 Oct 2012 Nov 2012

6. Program Management[11]

SALOHI Management Review

1. Summary:

Overall, the SALOHI Management structure is very strong, and during the first half of the project, has been effective in achieving objectives in a cost-effective manner. Both operationally and technically, the project functions in a professional manner, and has been effective in extending its wide reach over a large area of Madagascar, reaching beneficiaries in need. Internal and external stakeholders recognize the relevance of SALOHI activities in meeting both long-term and short-term needs among vulnerable population groups in Madagascar. The three sectors covered: Health and Nutrition, Agriculture and Livelihoods, and Disaster Mitigation and Response are all much needed to address poverty, malnutrition, and vulnerability.

Nonetheless, SALOHI has been hampered by a number of weaknesses and constraints since its original design and inception in July 2008. Some of these constraints impacted only individual members, while some affected the consortium as a whole. In most cases, constraints have been addressed effectively and have been overcome. Yet in a few significant cases, weaknesses and constraints that affect the entire consortium continue to exist and have reduced the effectiveness of project implementation and results.

Some of the weakest areas of performance in the project are in some parts of SO1: participation in Pregnant and Lactating Women's Support Groups (or SAMBAIKA), Hearth Groups (PD Hearth), and implementing the promotion aspect of Community-based Growth Monitoring and Promotion (GMP). In addition, the performance of IR 3.4: Good Governance activities, especially with regard to working with and building the capacity of commune officials has been very weak. Another area that was challenging for much of the program, but is now being addressed, is proper implementation of the M&E system.

This section will detail the likely causes of these deficiencies from a management perspective. Contributing factors include: inadequate management of local policy constraints, limited knowledge or understanding of technical issues (especially nutrition), inadequate coordination with partners or counterparts, lack of understanding of new technical approaches by staff, inadequate PCU technical leadership, and lack of support from SALOHI NGO Managers for the implementation of new technical approaches and strategies.

While these are issues that affect the entire consortium, each SALOHI partner has faced its own set of constraints and each has had some success in overcoming them. These "idiosyncratic" constraints can have an impact, though, if they become distractions and thus reduce the likelihood that members will be able or willing to address overall consortium level constraints. To date, such constraints have not limited the ability of member NGOs to work together constructively to achieve numerous impressive results. However, it is worth mentioning these because as the program moves into its fourth year, partners will experience significant pressure to improve results in the key areas mentioned above.

[11] This section was drafted by Mara Russell, from Land O'Lakes HQ.

In addition to the need to improve performance in specific areas, stakeholders have clearly identified the need for SALOHI to build and increase its efforts to sustain project outcomes and activities, and ensure integration of activities among IRs and SOs. To date, efforts to ensure that program activities and impacts will be sustained are inconclusive – either as a result of beneficiaries adopting the behaviors and practices promoted by the project, or as a result of outside entities taking responsibility for continued financing and/or implementation of successful activities (if needed). Although the SALOHI project proposal focuses a great deal on the integration of SOs, this has not been fully reflected during implementation at the field level. Integration of activities will not only enhance performance, but will also ensure sustainability of certain outcomes. More effective promotion of sustainable and integrated approaches is critical to the success of SALOHI during the rest of the program period.

This section will provide a quick review of program status with regard to indicator achievement versus program resources expended to date. Results of this analysis point to a high degree of cost-effectiveness, with an overall high degree of results achievement against targets, with relatively low expenditures levels for this stage in the project. The potential to focus and concentrate on under-performing project areas, while building sustainability and integration among SOs, is high. Rather than increasing targets for high performing areas, which is often a tendency at this stage, it would be in the program's best interest to reduce annual targets in over-performing areas, while ensuring that targets for under-performing areas are robust and thus encourage SALOHI implementers to perform more effectively in those areas.

Addressing weaknesses will require remedial measures to ensure that performance improves quickly and significantly. A number of recommendations are proposed at the end of this section. However, it is difficult for an outside observer to come up with all of the answers. The most important way to address these issues is for the SALOHI Management team and PCU members to work together to come to a consensus about the best ways to move forward to address these constraints. They must develop an action plan that will address underlying causes with innovative solutions. This must be done quickly, as the remaining implementation period of the project is limited.

Currently, SALOHI's results are good, and the project should be viewed positively. However, much more is possible. If the project is to raise its performance level, maximize its impact, and assure sustainable outcomes for vulnerable populations, the various management bodies must come together and capitalize on their strengths. As several managers noted, SALOHI is more than the sum of its parts, and working together, the consortium can effectively address some of the most important underlying causes of poverty in Madagascar.

2. Methodology:

Preliminary research included a review of project documents, including the FY11 ARR and IPTT. In addition, expenditures against budgets were reviewed. Part of this review included the project Sustainability Plan.

In addition, Country Directors and Project Management teams of all of the SALOHI members were interviewed. An exception was made in the case of CRS, in that the Country Representative who had been in place since the start of the project left prior to the start of the midterm evaluation. A

new Country Representative arrived during the evaluation workshop, but had no prior experience with the project. In addition, the CRS Project Manager was on TDY in the US, and thus was unable to participate in an interview. It was therefore only possible to interview the Deputy Head of Programs for CRS.

Most members of the PCU were interviewed as a group in the SALOHI PCU office. The COP and DCOP were included in this interview. However, some team members were unable to attend because they were in the field completing data collection activities. A separate conversation was held with these staff, and the COP.

Additional interviews were conducted with the USAID Food for Peace Officer Thomas Gibb and Riri Ranaivojaona, and with representatives of the BNGRC and the Ministry of Agriculture, who participate in the SALOHI advisory committee.

Finally, results of a SALOHI staff survey conducted by the PCU are referenced in this section.

3. Areas of Weak Performance

SO1: Under-Performing Indicators	**% of Year 2 Target Achieved**
1.9: # of malnourished children participating in Positive Deviance/Hearth (PD/H) sessions	53%
1.12: # of pregnant and lactating women participating in support groups	28%
Governance: Under-Performing Indicators	
3.27: # of commune plans submitted to public consultations and adopted by the communal council	0%
3.29: # of commune level authorities trained	31%
3.30: # of communes supported to develop and update action plans using good governance principles	26%

Source: SALOHI IPTT, Submitted with FY 2011 ARR. Percentage of Year 2 targets achieved calculated by the author.

The indicators listed above are those where levels of achievement were lowest for the consortium. While some individual members did a better job of hitting targets than others, the overall results were poor for the consortium. A more complete description of underperforming activities and indicators is provided in the sections devoted to SO1 and Governance. This section will focus more on some of the underlying causes related to management rather than quality of implementation.

Factors that may have contributed to poor performance in these areas are listed in the table below.

SO 1 Constraints	**Governance Constraints**
Change in US policy towards collaboration with local Ministry of Health staff	Change in US Policy toward GoM Officials
Workload and compensation of CHVs	Lack of staff responsible to implement good governance activities (LOL and ADRA)

SO 1 Constraints	Governance Constraints
Staff inadequate technical knowledge of nutrition	Staff inadequate knowledge and understanding of Good Governance Principals
Lack of coordination with partners to achieve common results	Misconception by staff that governance = government
Lack of buy-in and adoption of new approaches by experienced staff	Limited use of the SALOHI governance strategy, and poor adoption of Governance approaches by staff
Technical leadership from PCU not as strong as required	Technical leadership from PCU not as strong as required
Inadequate support of managers for implementing technical approaches and strategies	Inadequate support of managers for implementing technical approaches and strategies

This list of constraints reveals a number of differences, and similarities. The issues surrounding CHV workload and compensation really stem from local Madagascar Ministry of Health policy, which stipulates that CHVs are volunteers and not compensated. This may pose problems and raise issues in cases where it is perceived that SALOHI activities are increasing CHV workload. The change in US policy that states that the project cannot compensate GoM officials is actually quite similar with regard to its impact on Governance activities. In some respects, this even has an impact on SO1, in that the project is unable to use trainers from the Ministry of Health. Conducting project activities without compensating key local implementing agents or partners poses many challenges. People must be motivated to implement project activities because they enjoy or value the opportunity. In many cases, volunteers are much more motivated to do a good job than those who only do a job because they are paid. However, ensuring *consistent* performance among those who are unpaid can pose problems. This is especially the case where some people are paid and others are not. Nonetheless, inadequate management of policies related to compensation is a common factor underlying poor performance for both SO1 and Governance objectives.

Among staff, there are very few with specific training in nutrition or governance. Even among the technical specialists, there are few with this specific training, and few have experience outside of implementing previous Title II and Child Survival projects in Madagascar. Few staff are aware of best practices in behavior change communication techniques that have been implemented and effectively been brought to scale around the world. By the same token, very few SALOHI staff understand or have experience effectively addressing governance issues. Those with governance experience, however, are unlikely to have dealt with a government that lacks legitimacy with the donor (USG), and where restrictions on relationships are imposed (see above). These issues point to a lack of capacity among SALOHI staff, which may require provision of technical input that would be greater than normally be anticipated. For instance, it may be necessary to apprise technical specialists of international best practices in BCC and reinforce these over and over again through technical assistance visits. Building Good Governance capacity may require more training, development of more and better tools, and more technical assistance.

The next set of constraints is related to limitations in the ability of partners to sustain results. One major issue in the Governance arena has been a turn-over of Commune-level officials, which has made it difficult for some SALOHI NGO partners to develop support and agreement at the

commune level for the implementation of community development plans. This also undermines the sustainability of community capacity, which has been developed during the project. Thus, many important community-level results will not be sustained. As similar situation exists in the SO1 arena, where it may be possible for SALOHI NGO partners to coordinate better with organizations like SanteNet2, which conduct Growth Monitoring activities. However, to date, SALOHI teams in different zones have not always coordinated effectively with these local partners, and thus may miss important opportunities to sustain outcomes in the Health and Nutrition arena. As the program looks to reduced emphasis in some areas while building it in others, it would be worthwhile to focus more on processes that support sustainability – such as partnership. Thus, improving implementation can also ensure that sustainability objectives can be met.

A number of informants, both within and outside of SALOHI indicated that experienced staff had difficulties with new approaches or did not implement them as required by the program. USAID, the PCU, and Managers at CARE and ADRA all indicated that this was a continuing problem that was hampering their effectiveness. However, the interview with the CRS Manager emphasized that leveraging past expertise was one of CRS' major strengths. This is because CRS had implemented all SALOHI approaches and activities in the past, maintained many of the same staff, and was highly effective. He noted that there were no differences between CRS' previous activities and those under SALOHI, except for in SO1, which was not his area of expertise, and thus he could not articulate what those differences were. While it is difficult to generalize from this one informant, it could be said that similar attitudes may exist among experienced Technical Specialists and field staff who have been working on Title II and similar programs in Madagascar for many years. It is absolutely true that technical competency and experience are tremendously valuable when applied to implementation of the same or similar technical approaches. However, the view that what always worked in the past will always work in the future stifles innovation and opportunities to build effectiveness and increase performance. It also implies that past approaches worked just as well as the new approaches that SALOHI specifically integrated to maximize program impact.

While all of the constraints listed above are factors that have contributed to weak performance in the specific areas noted in SO1 and Governance, there are other factors that underlie those mentioned above, that relate more to the program's management and structure. This includes the PCU and organizational managers that provide leadership within the SALOHI consortium. In relation to weak performance, there are problems both with the current functioning of the PCU and with organizational management. While the relationship between the PCU and managers is generally acceptable, it is not as strong as it could be. There is not a clear sense that managers and technical specialists are always in alignment when it comes to program implementation. This management disconnect is explored more fully later in this section.

However, the relevance of these issues to poor performance in SO1 and Governance is that they constrain the ability of the SALOHI consortium to work together in alignment. At the moment, it is mainly the individual organizations that are addressing these constraints on their own, and doing so more or less effectively. However, as the majority of these problems affect the entire consortium, and relate to performance areas where all are weak, it would make the greatest sense for the entire consortium to align on a plan to address these weaknesses. The only way to do this is to overcome the hurdles that reduce the effectiveness of the consortium to work in alignment. Unfortunately, this does not happen to the degree that it could at the moment due to this lack of alignment between Managers and the PCU.

4. The SALOHI Consortium Structure and Performance

a. PCU Description:

The body responsible for ensuring that program approaches are carried out appropriately by implementing organizations is the Program Coordination Unit (PCU). This is headed by a Chief of Party (COP), Jen Peterson, and Deputy Chief of Party (DCOP), Jean-Marie Bihizi, both of whom work for CRS. The COP reports to the CRS Country Representative, and the DCOP reports to the COP. Personnel who lead technical areas come from consortium partners, and report to the DCOP. Other members of the PCU work for CRS, and report to the COP. PCU positions and their organizational affiliations are as follows: Administration and Finance Coordinator (CRS), Administrative Assistant (CRS), M&E Coordinator (CRS), Communications Director (CRS), Commodity Director (CRS), Monetization Coordinator (Land O'Lakes), SO1 Coordinator (ADRA), SO2 Coordinator (Land O'Lakes), SO3 Coordinator (CARE), and Governance Coordinator (CARE). It should be noted that while technically governance is part of SO3, it is crosscutting and was originally proposed to be a separate SO. SALOHI partners continue to consider governance to be a key objective, and thus a lead technical position has been designated for it.

Each SALOHI partner organization is responsible for leading in their technical area of expertise. Thus, ADRA is responsible for SO1, Land O'Lakes is responsible for SO2 and monetization, CARE is responsible for SO3 and governance, and CRS is responsible for overall program coordination and resource management. CRS is also accountable to USAID with regard to program operations and performance.

Each PCU staff member meets with working groups made up of technical specialists of each SALOHI partner. Thus, the M&E working group is made up of the PCU M&E Coordinator and all M&E Technical Specialists of SALOHI partners, and the SO1 working group consists of the PCU SO1 Coordinator and all SO1 technical specialists. During quarterly meetings, technical specialists review program progress, discuss challenges and resolve problems, and discuss implementation plans for the following quarter. Technical specialists then endeavor to implement their plans in their program areas with the support of field staff.

In addition to these meetings, SALOHI Program Managers meet with the COP on a quarterly basis, although most of these meetings are held separately from the technical working group meetings. At these meetings, Program Managers review program progress to date, discuss challenges and resolve burning issues and problems, and present their plans for the following quarter, to identify opportunities for synergies and joint learning.

Finally, the COP meets monthly with the Country Directors of the four SALOHI member organizations. These meetings allow for the COP to bring the CDs up to date, enable an open exchange of ideas, and facilitate the resolution of serious problems that require the "political capital" that CDs can leverage.

PCU Effectiveness:

Before exploring the structure of the PCU relationship with Management, a brief review is provided below of PCU strengths and weaknesses. In some respects, these issues can impact the ability of the PCU to work effectively with managers. Much of the feedback was actually received from managers and thus is pertinent to their respect and trust of these individuals. At the same time, the

strengths and weaknesses also apply to the PCU's value to project implementation, which is the job of managers. Managers are accountable for overall program quality, and generally only appreciate technical resources they feel add value to their work. Additional input was received from staff at all levels, from a survey conducted by the PCU. This is addressed below the Management inputs.

PCU Strengths:

Managers and others noted a number of strengths that the PCU brought to the program. In general they all felt that the collaboration fostered among different members by the PCU was effective in building connections among SALOHI members and helped all of them to capitalize on their strengths. While development organizations can be very competitive, SALOHI members do not have difficulties collaborating for the common good. The management meetings and technical working groups create the "glue" that brings members together so that they can work together for the common good, in true partnership as a consortium.

Of course, it is the PCU's ability to provide technical and operational support that is the true basis of their contribution to the consortium and its member organizations. Managers felt that the PCU has done a great job compiling and sharing member tools and best practices. It was noted that when organizations contribute to the PCU, it is reflected throughout the consortium. All of the organizations had received visits from the PCU, and many of them felt that these were valuable. ADRA in particular lauded the PCU's responsiveness especially for M&E and SO1, and felt that assistance received was particularly helpful. Several managers also felt that responsiveness and assistance with Commodity Management issues was very good. Finally, all of the managers felt that the trainings organized by the PCU were particularly worthwhile, especially the Rules and Regs training, and the DRR Workshop conducted by Robert Patton (sponsored by ADRA). Finally, most managers felt that Jennifer Peterson was highly effective.

PCU Weaknesses:

On the other hand, managers noted a number of weaknesses, which they felt limited the effectiveness of the PCU, and thus its support for program implementation. In particular, there was a feeling that although the PCU had done a good job of compiling and distributing manuals and best practices of the member organizations, that it had not paid enough attention to ensuring that it developed field-friendly tools that could be used effectively by field staff to implement activities and provide training and technical support to beneficiaries. It was also noted that at times there was an "information overload" from the PCU, and that there should be some means of prioritizing materials.

Another issue raised by all managers was the fact that the M&E system is somewhat onerous, and is hampered by long lines of reporting. While some managers felt that they had managed to integrate M&E processes into their systems, and had bought into the system despite difficulties, some managers continued to complain that the system is time consuming, there are too many indicators, and it is generally burdensome. There was little appreciation of the system's value for management as a tool to validate effectiveness and to point out where corrective action is needed.

As noted above, managers were generally glad that PCU members went to the field. However, a number of them felt that PCU members needed to spend more time in the field and for longer periods of time. It was felt that there was a need to both provide technical support and work with managers to ensure alignment with technical approaches. There were suggestions that PCU

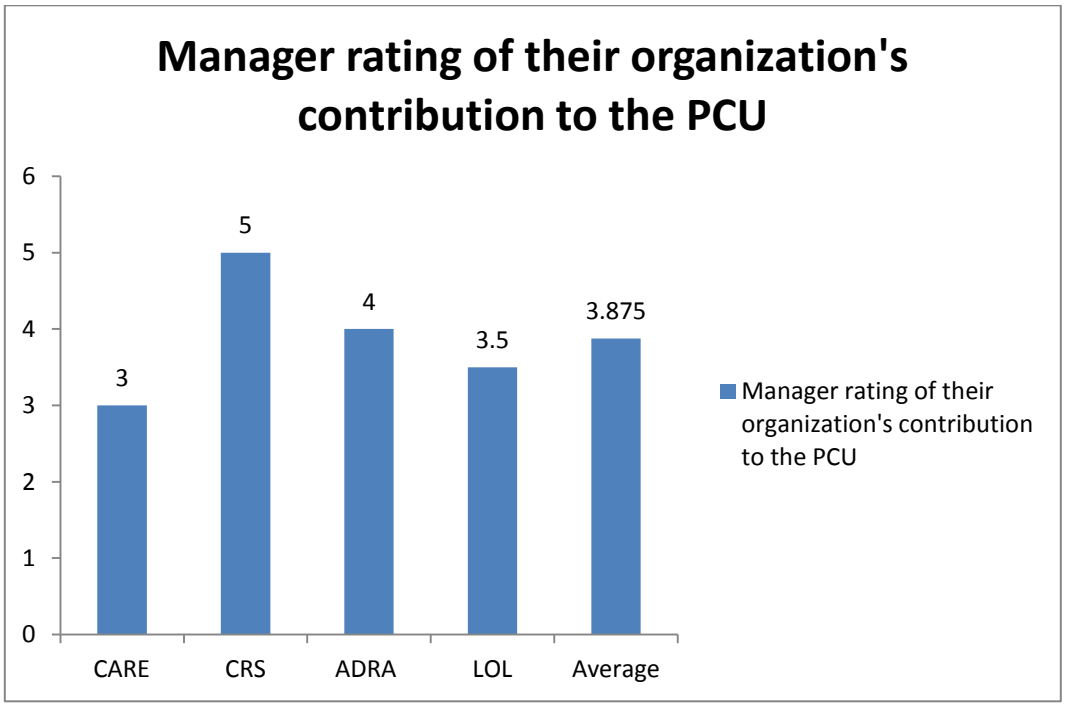
members should travel to the field individually rather than on joint visits (generally used to promote technical integration, and to use resources more effectively). Some even felt that the number of working group meetings should be reduced from four to two so that PCU staff could spend more time in the field instead. Some managers simply felt that PCU members needed to communicate and listen better, and ensure that they were more in-tune with what was really happening on the ground in the implementation areas so that their technical support could be more relevant.

There were also comments to the effect that some PCU Technical Coordinators were not as effective as they could be promoting approaches among both managers and technical specialists. It was felt that they lacked the leadership capacity, power, and persuasiveness that others, such as the CDs and COP bring to bear to ensure that the approaches they promote are adopted and implemented.

PCU: Overall Manager Ratings

Below are the results of management ratings of their organization's relationship with the PCU, and their views regarding its effectiveness, and the effectiveness of the consortium. It should be noted that in most cases, managers indicated that it was difficult to provide one overall rating for the entire PCU. When probed, most indicated that they would provide a much higher rating for the COP Jen Peterson than for the rest of the PCU. Also, some noted that certain aspects of PCU performance were stronger than others.

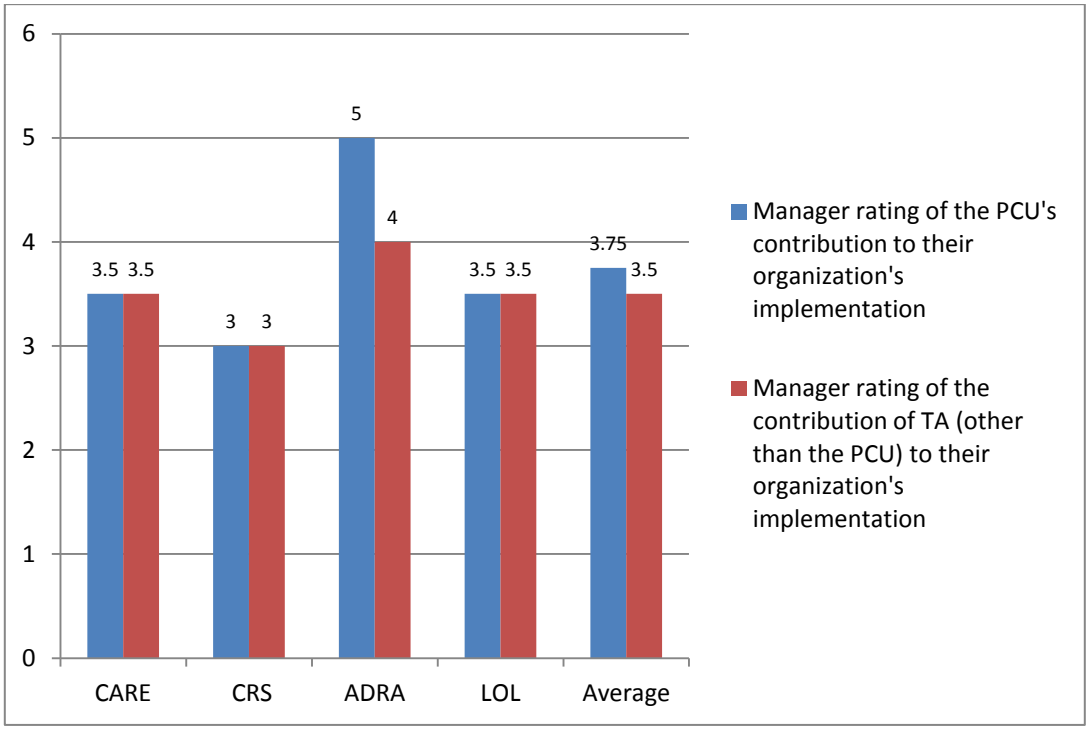
Figure 4: SALOHI Program Managers rating of their organization's contribution to the PCU



CRS provided the highest rating of SALOHI members of its own contribution to the PCU. This is based mainly on the fact that it staffs most of the PCU positions, which are housed at the CRS office. However, CRS also noted that it provides access to many technical and training resources to the PCU through its connection with the SARO regional office. While ADRA fills fewer PCU positions, it has also contributed technical support to SALOHI, including covering the cost of DRR

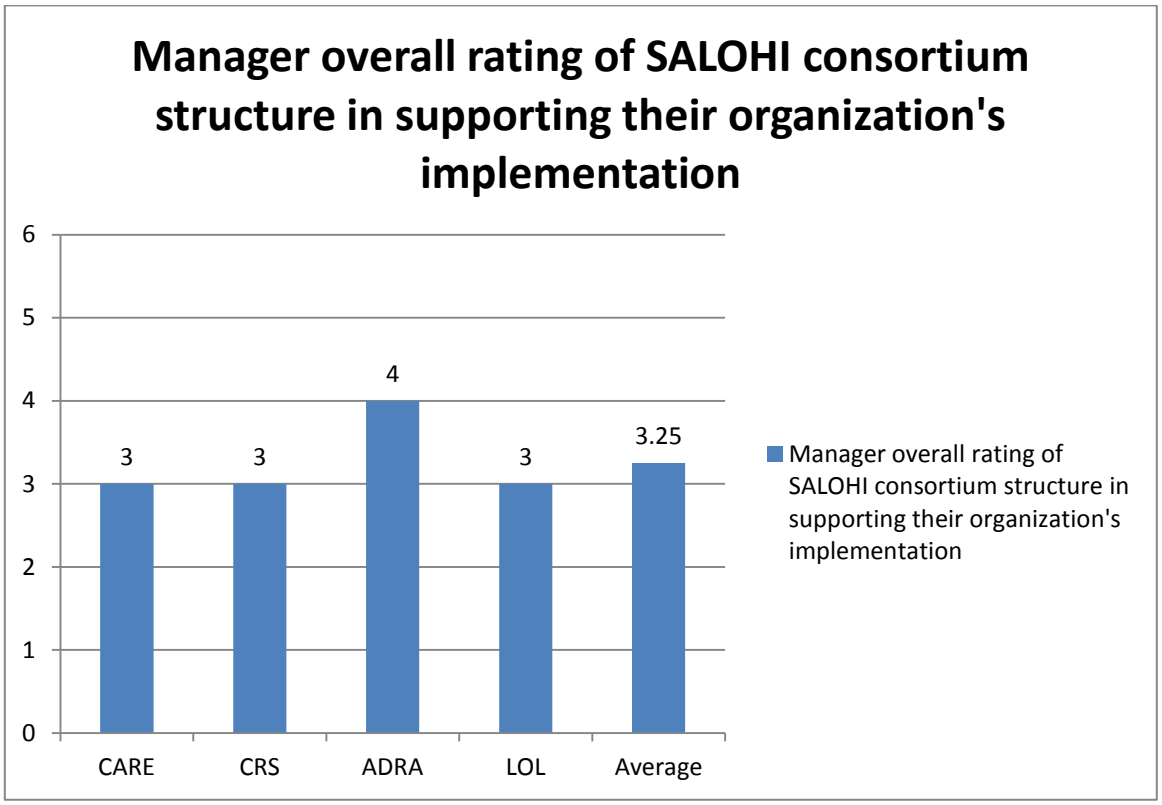
consultant Robert Patton. CARE provided a low rating due to a concern that it would like to contribute more than it has to date. Land O'Lakes felt that it has contributed a fair amount, including providing the time of an M&E Specialist to address current M&E issues. However, there was a general sense that being small and new, it might not be listened to as much, and thus its contributions might be seen as less valuable.

Figure 5: SALOHI Program Managers' rating of the PCU's contribution to their organization's implementation, vs. Managers' rating of other technical assistance providers



Most managers felt that the TA they had received from the PCU was equivalent to the TA they had received from other sources. ADRA, on the other hand, felt that the TA received from the PCU was highly valuable and responsive, while that received from other sources was slightly less valuable. This was due to the fact that when they requested support from their headquarters at one point, there was not an immediate response. CARE, CRS, and Land O'Lakes provided even ratings for both PCU and other TA. It should be noted that in the case of these latter three partners, their ratings for the COP were often much higher (usually at least 4) than for the rest of the PCU (usually about 2). These numbers were than averaged to 3 or 3.5. The value of other TA also varied, but this was based on other factors. It should be noted that a contributing factor to CRS' low rating was the fact that the current SALOHI staff team was well trained and really did not need significant support. It was also noted that often the trainings provided by outside entities (including SARO), while good, were often very theoretical and did not address the real needs of staff. CRS was also concerned that the PCU could not address its most important problem, which was that it was working with inexperienced partners.

Figure 6: SALOHI Program Managers' overall rating of SALOHI consortium structure in supporting their organization's implementation



While ADRA gave the SALOHI consortium a 4 rating, the other consortium members gave it a 3 rating. There were many reasons for this, and as mentioned before, the rating for the COP was very high, while other elements were lower. Most of the consortium members did see strengths in the consortium, which were positive and support program implementation. However, there were also drawbacks. In many cases, consortium members felt that the conditions of the current program were less than desired: the PCU did not work as well as they would like, they had to implement the program in geographic areas they were not familiar with, and in CARE's case, it was not able to implement SO1 due to lack of resources. There was not much concern about the need to work with other consortium members, except in the case of CARE, where staff had to depend on CRS to implement SO1 activities.

PCU Frustrations with Management:

The following section seeks to balance this input with PCU views regarding their frustrations about their ability to do their jobs. These constraints included difficulties communicating effectively with member organizations. PCU members did acknowledge that they need to develop field friendly tools, but have had limited time to do so. At the same time, one important issue noted was that it was difficult to ensure that approaches promoted in technical working groups were implemented. It was difficult to ensure that managers and technical specialists were supportive, and, as mentioned above, there were issues with SO1 staff being unwilling to implement new approaches. With regard to governance, there was a concern that staff lacked capacity and practice.

Regarding M&E, there had been problems with the implementation of the M&E system, but these were in the process of being resolved. It was difficult for staff to get away from using individual M&E systems and agree to use the unified SALOHI system. It was also noted that it was hard to get people to use M&E information for management. Overall, behaviors and attitudes of managers and technical specialists in relation to the M&E system were seen to be problematic, and that at the PCU level and within the M&E working group, there were difficulties managing change.

Implications of the PCU/Management Relationship:

While the PCU Technical Coordinators meet frequently with members of the technical working groups, made up of the Technical Specialists, they are not line managers. Technical Specialists do not report to PCU Technical Coordinators and are not accountable to them for the quality of their implementation of approaches. Technical Specialists report to Project Managers who do have line management responsibility for the performance of Technical Specialists. Thus, it is possible for Project Managers to ignore or veto recommendations coming out of Technical Working Groups. By the same token, Technical Specialists are not accountable to PCU Technical Coordinators for the implementation approaches they use. Of course, when Managers and Technical Specialists do not implement approaches recommended by the PCU and technical working groups, they may run the risk of sacrificing their organization's effectiveness, impact, and results. This could result in negative consequences for the organization, should under-performance hinder the overall results of the program.

However, Project Managers or Technical Specialists are not directly accountable to the PCU to implement agreed-upon approaches. It is up to the Technical Specialists to buy-in to approaches (and many may suggest ways to improve implementation), and then it is up to Project Managers to agree with Technical Specialists once they have agreed to adopt approaches decided upon in the working groups. There are several significant degrees of faith and trust that must be fostered within this process, and thus expected outcomes may differ based on what has been agreed to within working groups.

While it would be tempting to hold the PCU Technical Coordinators accountable for the inadequate performance (or incorrect practices) of partners, this is unfortunately not their line management responsibility. They are responsible for doing their best to persuade Technical Specialists and Project Managers to conform to program requirements, but they do not have the authority to compel this. Therefore, there is a great deal of responsibility placed on these individuals to be exemplary leaders, and to build respect and support from their colleagues. PCU staff are however, responsible for bringing technical compliance and program quality issues to the attention of Program Managers, and to the attention of the COP (who can bring it to the attention of SALOHI CDs).

At the same time, the organizations that employ the PCU Technical Coordinators are expected to lead partners towards successful implementation of the SO or functional areas that these individuals coordinate. It is therefore in the best interest of those organizations to ensure that the PCU Technical Coordinators do a good job ensuring successful project implementation. The leverage that these organizations have is to remove and replace PCU Technical Coordinator if they feel it would make a difference in the performance of the SO or functional areas. However, regardless of who fills that position, it is nonetheless impossible for the PCU Technical Coordinator (or their employing organization) to hold Technical Specialists accountable for the successful implementation of the SO or functional area.

Nonetheless, this arrangement works in most cases. Usually, working group members are aligned on approaches and feel that there is a useful exchange fostered by the working groups to ensure that there is constructive buy-in to recommended approaches. Certainly, most working group members are aligned on how to implement objectives. In addition, most managers do buy-in to what is proposed by the working groups, and therefore, the approaches are successfully implemented.

Unfortunately, there are also cases where buy-in does not take place, regardless of how hard PCU Technical Coordinators work to bring this about. It is sometime the case that Technical Specialists do not implement approaches promoted by the working groups, and/or Managers stifle the implementation of approaches promoted by Technical Specialists or working groups. In extreme circumstances, when this occurs, there is a "fail-safe" mechanism, which is that the COP can work out many difficult problems through direct discussions with CDs. As CDs have line management responsibility over Project Managers and Technical Specialists, they can ensure that the latter buy-in to approaches promoted by the PCU. Of course, this is seen as a "last resort" mechanism, as this circumvents the collaborative and consultative nature of the SALOHI consortium consensus building process. However, it was noted by USAID that this process is a very cumbersome and limits the ability of SALOHI (with CRS as the project holder) to speak with one voice.

However, if there were other ways to build consensus among key decision-makers that increased the buy-in and accountability of Technical Specialists and Project Managers to ensure implementation of appropriate technical approaches, this would strengthen the overall consortium and reduce the uncertainty that now exists regarding whether or not agreed-upon approaches are implemented.

More Effective Consensus Building:

Meetings focusing on project results may bring together as many as 50-60 people at once. At these meetings, a number of languages may be spoken, including English, French, and Malagasy. Although these meetings are seen as great opportunities for working groups and managers to collaborate to come to agreement about problems and constraints, it is difficult to understand how this number of people speaking multiple languages can really understand each other and come to consensus on effective approaches that will actually solve problems at a consortium level. While this does happen, it is not an easy process, and decisions may not always result in complete alignment among members. In this environment, smoldering disagreements or serious performance concerns can easily be swept under the rug. There is minimal time or space to effectively air and resolve these problems or concerns in this type of environment.

Building consensus among a small group of people tends to be much easier. When there are questions and concerns about approaches, it may be easier for people to express these in a small group. By the same token, it may be easier to negotiate with people who disagree with approaches and work out differences. While it is important that buy-in come from the field level – starting with beneficiaries, nonetheless, when decisions need to be made, limiting the size of the group and focusing on individual concerns and issues may improve the chances that affective buy-in will be achieved.

A suggested process, which could ensure more effective consensus building and problem resolution, and ensure that constraints and instances of weak performance are addressed, would be as follows:

1. Quarterly working group meetings enable groups to build consensus about approaches. Lingering issues, concerns, and disagreements are noted, and addressed to the extent possible. Where unresolved concerns or disagreements about technical approaches may result in non-compliance with program approaches, the PCU Technical Coordinator will notify the COP, and request additional support in resolving the matter. (This already happens)
2. Quarterly management group meetings share the results of working group meetings so that managers are aware of what has been agreed to. If any managers determine not to implement these approaches, the COP and DCOP will designate these issues for additional action.
3. In cases where one organization (Technical Specialist, Manager, or both) has difficulties agreeing to implementation of an agreed-upon approach, the PCU Technical Coordinator will arrange a meeting with the COP, the relevant CD of the organization involved, the Project Manager, and the relevant Technical Specialist. The issue is discussed, and a resolution is agreed to. The Project Manager and Technical Specialist are then accountable for implementing the resolution without further discussion or disagreement.
4. In cases where two or more organizations have difficulty implementing an agreed-upon approach, the PCU Technical Coordinator will arrange a meeting of a special Consensus-Building Committee. This will consist of the COP, the relevant PCU Technical Specialist, the CD of one of the organizations involved, one manager from each of the organizations involved, and one relevant technical specialist from each of the organizations involved. (A conflict-resolution specialist or other outside person skilled in building consensus can serve as facilitator if deemed necessary). Prior to the meeting, the organizations agree to reach consensus at the end of the process, and not discuss the matter further. Members of the group discuss the issues involved and come to agreement on a resolution. All Managers and Technical Specialists agree to implement the resolution, and are held accountable for doing so by the CDs for the organizations involved.
5. Another option that may be helpful in developing overall work plans, and resolving consortium-wide issues, could be periodic meetings that include only PCU-members, CDs and Managers, and exclude Technical Specialists. Such meetings could be held over 2-3 days, and would involve following a tight agenda. All decisions made would be informed by input from working groups, so their views would be considered, even if they were not physically present. Such meetings could be held once or twice per year, and would not supplant working group meetings or annual results reporting meetings. The minutes of these meetings would then be sent to working group members.

All of these mechanisms for building consensus and resolving problems are designed to build the relationship between the PCU and Project Managers. All of them would focus on building trust and understanding between these two bodies. They would also emphasize the need for all members of the consortium to act in alignment. Other configurations are also possible: these are just suggestions. However, mechanisms like this are needed, because as of now, disagreements and problems tend to be brushed over, ignored, and not addressed. This increases effort for managers and technical specialists, but as timeframes for resolutions are limited, hopefully such efforts will not be seen as onerous.

In addition to these efforts, however, it will be important for PCU members to monitor adoption of agreed upon approaches. This may require additional field visits to the geographic zones in

question to verify that the approaches are being carried out as agreed. If not, additional actions may be required.

Finally, PCU Members could certainly use support to build their communication, negotiation, and leadership skills. In this regard, it would be helpful to leverage the assistance of the PCU Communications Specialist, and support from outside specialists in negotiation and leadership skills building. PCU members need to be opinion and thought leaders, and may need assistance in this endeavor.

Other Approaches to Improving Performance:

Another set of options available is the use of positive reinforcement, and where necessary, negative consequences. In most cases, positive reinforcement would be the remedy of choice, in that it can be used to both reward good behavior on the part of individuals (or organizations), and it can promote the behaviors being rewarded. Such positive reinforcement should both create incentives for individuals/organizations to perform the behaviors in the first place, and result in as much public recognition by consortium members as possible. Examples of what could be done along these lines are listed below:

1. **Hold an annual contest** for the organization and Technical Specialist that organizes the **highest quality SAMBAIKA** groups determined by the percent of groups meeting quality criteria. This would be judged through visits to groups to determine how well they are run. The winning organization would be announced at the Annual Results meeting, and would be able to submit a Success Story to USAID. The winning organization and one of their well-functioning groups would be featured in a national television appearance that includes an interview with the Technical Specialist.
2. **Hold an annual contest** for the organization that implements the **most effective Good Governance** activity, measured by the degree to which the organization successfully works with commune-level officials to ensure sustainability. The winning organization will be announced at the Annual Results meeting, and would be able to submit a Success Story to USAID. Two staff members of the winning organization would then be paid to attend an international conference on governance or a related issue. Efforts would be made to ensure that the representatives would be able to present a paper or otherwise share information about their project.

Similar contests could be held to support achievement of other objectives, including building sustainability and integration, and adopting new approaches, etc.

Another option to build performance would be to **bring in internationally recognized technical experts** in priority areas to raise the awareness of Technical Specialists regarding best practices in their field. CARE, through its international affiliations, has access to expertise on **Governance** and **Disaster Risk Reduction** that it could possibly bring to Madagascar. A well-known **health and nutrition** could be brought in to conduct a workshop. **Behavior change** expertise should be brought to bear on a more frequent basis, not only enhance adoption of approaches by beneficiaries in all three SOs, but also to devise effective means of having staff adopt positive approaches to implementation.

While all of the approaches discussed above will likely have a positive impact, at the same time, it may be necessary, unfortunately, to **remove and replace staff** that do not adopt approaches agreed-upon by working groups, or that do not implement approaches correctly. This is, of course, a last resort, and should be pursued after all other incentives and consensus building / problem resolution options are exhausted.

5. Individual Consortium Member Constraints:

While there have been a number of common constraints faced by all consortium members faced their own sets of "idiosyncratic" constraints, each of which have to be managed along with overall consortium constraints. While it is not the role of the PCU to address problems unique to consortium members, these issues have at times impacted the effectiveness of the members. It should be noted that in most cases, consortium members have been highly effective in addressing these issues, and have thus increased their effectiveness and impact. In addition, joint collaboration is much more effective when members can put aside their individual concerns and focus more attention on solving problems together.

The table below represents a sample of the individual problems that consortium members have reportedly faced during the program. There were a number of other problems mentioned by managers that were either not included, or have been discussed above.

It should also be noted that different consortium members have different levels of effectiveness when it comes to implementing various project activities. Most partners have been very effective in implementing SO2 activities, although several have not done as well with SO1. CARE does not implement SO1, and depends on CRS implementing those activities in its geographic zones. However, CARE is very effective implementing disaster response activities. Thus, contextual issues, including internal weaknesses and constraints may affect performance of member organizations.

While the PCU does not generally get involved in resolving individual organizational issues, it can recommend that organizations that are weak in specific areas learn from organizations that are strong. The PCU can help organize cross-visits among Technical Specialists, Managers, Field Staff, Community Volunteers, and even beneficiaries to learn technical approaches from other implementers. In some cases, the PCU may wish to initiate cross-visits where it determines that certain implementers should learn from others. Currently, quarterly meetings are held in implementation areas, thus facilitating cross-learning among all consortium partners.

Table 22: Consortium partner implementation constraints

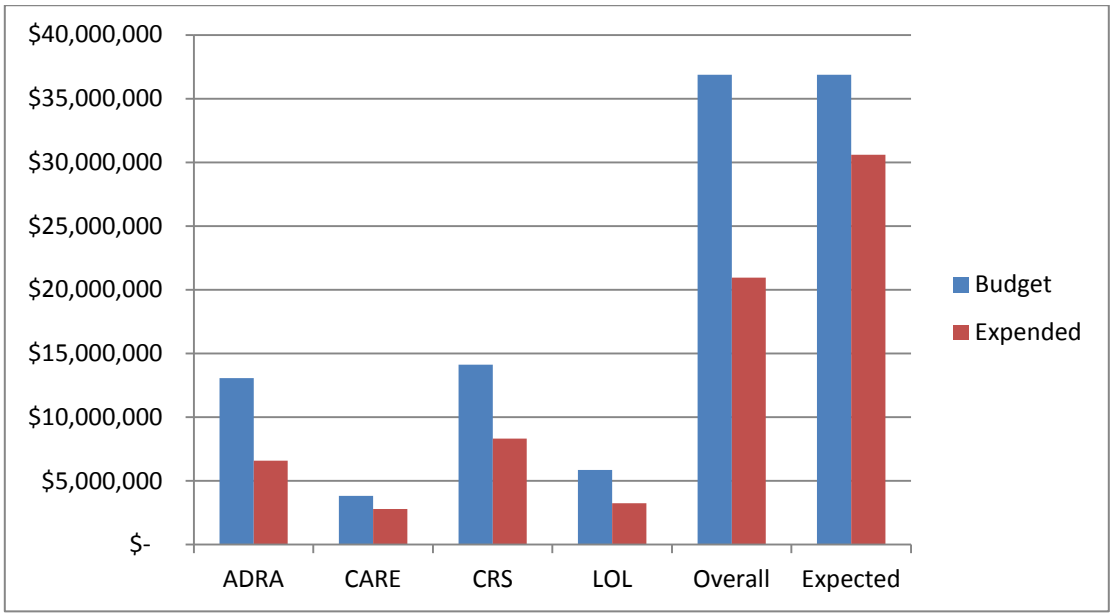
	Difficult access	Tight budget	Dependent on others for some activities	Difficulty working through local partners	Need to scale up in new regions	Need to reduce staff	Insufficient staff	Unresolved Commodity Issues
ADRA	X				X			
CARE		X	X				X	
CRS				X	X	X		X

	Difficult access	Tight budget	Dependent on others for some activities	Difficulty working through local partners	Need to scale up in new regions	Need to reduce staff	Insufficient staff	Unresolved Commodity Issues
LOL				X			X	

6. Program Efficiency and Effectiveness: Results to Date

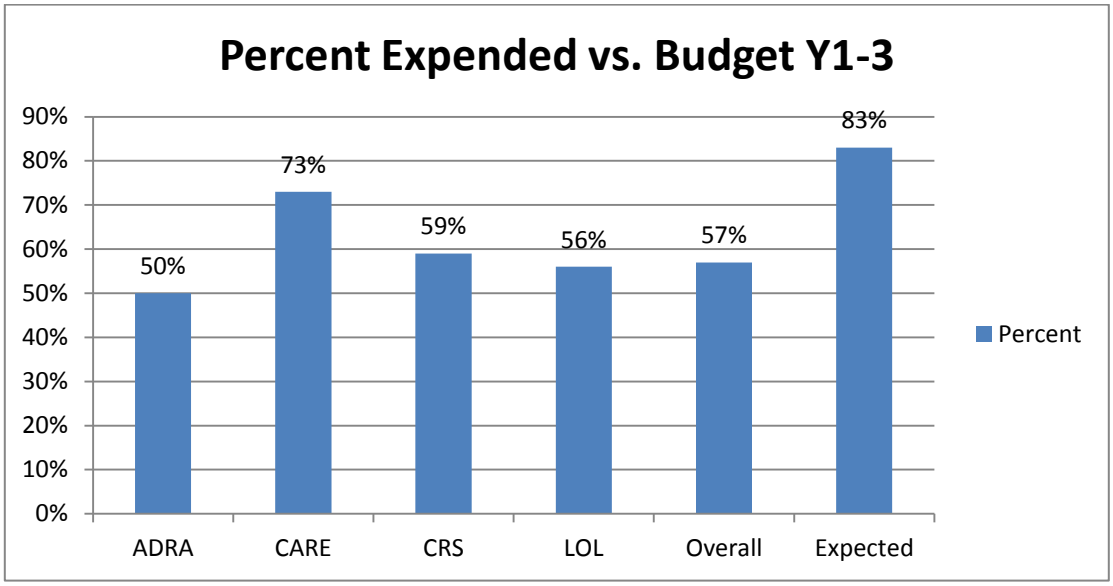
While this section has to this point highlighted areas of poor performance, it should be noted that in general, SALOHI has achieved a high level of success, and has done so in a very cost-effective manner. As of the end of Year 2, the project had achieved 66 percent of its anticipated LOA targets, effectively positioning it to exceed several targets by Year 4. At the same time, expenditures are somewhat below what would be anticipated for this stage of the program (see graph below).

Figure 7: SALOHI Partner Y1 - Y3 budgets vs. expenditures



It should be noted that organizational expenditures – individually and overall – are somewhat less than what would be anticipated. The following graphs provide the levels of expenditures against budgets for the first three years of the project. As of January, such expenditures should be at 83% of the budgeted amount for the first three years of the project. Currently, they stand at 57 percent. The organization whose expenditures most closely approximate what they should be against the three year budget are CARE's at 73%. Other organizations have spent far less; especially ADRA, which has spent only 50% to date. CARE has demonstrated a high degree of efficiency considering its budget limitations. CARE does not receive monetization proceeds, but brings significant cost share, particularly from European donors.

Figure 8: SALOHI Partner Y1 - Y3 budgets vs. expenditures (% of Y3 LOA)



The charts above demonstrate that there are sufficient project resources to address the areas of poor performance discussed previously. In addition, the project's momentum to date in achieving results will ensure that it can focus and concentrate on problem areas, while continuing acceptable achievement in other activities. It may be worthwhile to reduce annual targets for indicators that are likely to exceed LOA targets – so that they just achieve the LOA, and focus attention and resources on activities that are not performing as well. At the same time, targets for poor performing indicators should not be reduced to meet current levels of performance, but should remain robust in order to challenge implementers to work effectively.

It should be noted that at this point, there are only 18 months of full performance left for SALOHI. There will be limited food distribution during the final year, and other activities will wind down as the project closes out. This presents challenges as SALOHI partners must work hard to address deficiencies, but also ensure other important outcomes, especially sustainability and integration of activities. Thus, in planning activities, SALOHI partners should keep in mind the need to close-out activities in Year 5, and thus levels of achievement in Y5 are likely to be low.

7. Building Sustainability:

One critical concern raised by many of those interviewed, and emphasized by USAID, was the need for the project to do a better job of sustaining its outcomes and impacts. While many of the approaches in the project are inherently sustainable (such as VSLs), many require significant amounts of reinforcement and support to ensure that behavior changes promoted by the program in health, agriculture, and community resiliency, continue after the end of the program. These will require that technical specialists work together to develop approaches that are very effective in reinforcing behavior changes promoted by the program in such as way that beneficiaries continue to implement them once the program ends.

In addition, it will be important for some the continuation of some activities beyond the life of SALOHI. These activities entail involvement of outside partners that are working with SALOHI to develop the capacity to implement these approaches. Some of these are listed below:

- **Community-Based Growth Monitoring and Promotion:** There are other organizations in Madagascar that implement GMP, including SanteNet2, ONN, and others. While these organizations have the capability to conduct this type of activity, they may not have sufficient funds to cover all areas. However, in cases where these entities operate in the same or similar areas, SALOHI should consider phasing out or phasing over its own GMP where appropriate.

- **Early Warning Systems, Training DRR, and Support of DPMP:** Ultimately, it would be best if the CGRC at the commune level effectively managed DRR training and support, and developed effective linkages with local early warning systems. SALOHI should do what it can to strengthen the capacity of local DRR committees, especially at the commune level to ensure that committees develop effective DPMP, respond effectively to shocks, and both receive and report early warning data. SALOHI staff should do their best to turn over as many training and management responsibilities as possible to local institutions, so that they can eventually become the primary implementer of the disaster response system in Madagascar.

In addition, wherever possible groups that have been functioning well for some time, and are able to function autonomously, should be encouraged to do so. In some cases, essential skills may still need strengthening, i.e. the negotiation skills of agribusiness group members. However, wherever possible, groups that are self-sufficient should be graduated and assistance and supervision scaled back.

As partners review this Mid-Term Evaluation report and develop their work plans, they should consider ways in which activities being promoted will be sustained over time.

8. Ensuring Integration:

SALOHI does have program integration tools, and they are available for use. However, in order for these tools to be of use, it is important for work plans to ensure effective integration as part of their implementation. While it is important for women attending SAMBAIKA groups to grow vegetables, they may also want to participate in FFS groups to learn these skills. Of course, many of these women may be too busy with their young children to attend FFS or VSL meetings. In addition, married women may not attend such groups unless their husband is present. However, their husbands or relatives may wish to attend FFS meetings in order to grow vegetables for their use. These opportunities can be facilitated by CHVs or PL (Lead Farmers), who may attend both SO1 and SO2 groups in order to facilitate cross-learning. CHVs may attend SO2 groups in order to strengthen their livelihoods.

These are just a few examples of the types of integration activities that may be possible over the remaining life of the project. At the moment, there is a great deal of stove-piping, with PCU Technical Coordinators working independently on ways to implement their own technical sectors. There should be opportunities for technical working groups to work together to develop joint strategies. The SO1, SO2, and SO3 Technical Specialists of SALOHI partners should also work together to devise integrated strategies for their geographic program areas. This should include

focused cross-visits among field staff so that they understand the activities being implemented in other sectors. In some cases, these activities may help improve results for specific objectives, or may even enhance sustainability.

Of course, not all program integration efforts are necessarily appropriate or in the best interest of beneficiaries. While it might be worthwhile to ensure women are given the chance to grow vegetables or participate in FFS to learn how to grow them, it is also important to be mindful of potential problems this may cause. Pregnant and lactating women may not have enough time during the day to attend a SAMBAIKA group, conduct all of their daily chores and cultivate vegetables. Women who do not fully understand why they need to eat vegetables might not understand why they need to plant them. Appropriate integration of objectives is a positive thing ***if*** the needs of beneficiaries are supported. Adding integrated activities just for the sake of it will not necessarily result in positive outcomes for beneficiaries. **Careful analysis of both the benefits and potential drawbacks of integration should precede the design and implementation of integrated program activities.**

9. Overall Recommendations:

Improve performance in weak areas - SO1 and Governance:

1. Identify and share best practices to engage commune level officials in SALOHI activities without providing payment or direct support.
2. Review issues related to CHV workload and compensation. Provide opportunities for CHVs to participate in SO2 activities (FFS, VSL, AB) where they will be able to generate incomes.
3. SALOHI partner workplans should include activities to work with and through partners, especially other implementers of GMP and other activities implemented by SALOHI, and commune level stakeholders.
4. Further develop staff knowledge and capacity in health and nutrition, and good governance. Invite internationally known and highly regarded specialists in these areas to build understanding and enthusiasm.
5. Build consensus among staff for full and appropriate implementation of SO1 and GG approaches.

Improve consensus building, problem resolution, and adoption of approaches:

6. Provide opportunities for PCU members, managers, and technical specialists to work together in smaller staff meetings to resolve problems and build consensus.
7. Provide incentives, such as awards and public recognition to motivate staff to adopt positive approaches and demonstrate best practices within the entire consortium.
8. Where technical specialists and management staff continue to under-perform, or not implement activities appropriately, consider removal and replacement.
9. Annual awards should be provided to the organization and management team that is most effective in using M&E information for management decision-making.
10. The entire consortium should make greater and more effective use of cross-visits and cross-learning. Organizations that are performing poorly in a particular area should be supported

in identifying a partner that is doing well that can provide guidance. PCU members should support and facilitate such visits and exchanges.

Improve PCU effectiveness:

11. The PCU should develop and roll out practical and field-friendly tools for use by field officers for training of participants in all SALOHI activities. Tools that have been developed should continue to be promoted by PCU members over the coming year through working group meetings, and field visits. These tools should be shared with partners, who can use them even after the project ends.
12. PCU members should strategically plan travel to SALOHI member zones where implementation is most constrained. SO Coordinators and other technical leads should respond as quickly as possible to requests for technical assistance. At the same time, they should prioritize travel to areas where implementation has not gone well. All travel, whether initiated by the SALOHI member organization or by the PCU member should include a scope of work outlining tasks and deliverables.
13. Strengthen PCU staff skills and capacity in communication, negotiation, and leadership to ensure that they are effective opinion and thought leaders. Make use of internal and external assistance to improve their personal effectiveness.

Refocus resource use to address underperformance:

14. SALOHI member organizations should reduce targets for high performing indicators that are likely to exceed their LOA targets at the current rate of implementation. Instead, focus should be placed on under-performing indicators, promoting integration among SOs and ensuring sustainability of program outcomes.

Build sustainability:

15. The PCU should intensify efforts to ensure that technical specialists and project managers increase and enhance beneficiary adoption and sustainability of behavior changes promoted by the program. Make available use of behavior change expertise as needed to support these efforts. Promote cross-visits and cross-learning to enhance effectiveness.
16. Accelerate graduation for SO2 and SO3 groups by increasing their capacity to function autonomously. Strengthen training in good governance, advocacy and negotiation skills.
17. Develop partner linkages wherever possible to continue support to or implementation of activities. Opportunities exist to build and expand coordination with health implementers (SanteNet2, ONN, etc.) and the BNGRC to increase responsibility for implementation of SALOHI activities.
18. SALOHI partners should include sustainability action plans as part of annual work plans.

Enhance integration of objectives:

19. PCU SO leads should organize joint meetings of SO working groups to develop opportunities for program integration in coordination with up-coming working group meetings. Program integration guides and tools should be promoted among technical

working group members. Program integration efforts should only be implemented if they support program objectives.

20. Development of integrated activities should be preceded by a careful analysis of the benefits and potential drawbacks to beneficiaries. Integrated activities should enhance impacts on beneficiaries, and should not add undue burdens or confusion to their lives.

Staff perceptions of NGO and PCU performance

In addition to face to face discussions with SALOHI staff by HQ staff, program management was also assessed using a confidential survey monkey questionnaire, based on SERVQUAL methods. Consortium staff were asked about their expectations of PCU and NGO performance in 27 key areas, and their perceptions of actual performance to date. Although only 41 people filled out the online questionnaire, and some of them didn't fill out both expectations of performance and perceived performance portions of the questionnaire (making it hard if not impossible to adequately interpret the data collected), information collected is summarized here, to further highlight some key aspects of PCU and NGO performance.

28 paired responses regarding NGO performance and 41 paired responses for PCU performance were received. Generally speaking, participants expected NGOs and the PCU to perform all 27 of the key roles and responsibilities outlined in the questionnaire (80 – 90% of respondents rated them as 4/5, mostly agree or 5/5, completely agree). NGO performance met or exceeded respondent expectations in all areas except eight key areas, where the gap between expectations and actual performance exceeded 10%:

1. NGO collaborates with other partners to share work load (Q19)
2. NGO organizes exchanges with other partners (Q14)
3. NGO organizes exchanges between teams (Q15),
4. NGO collaborates with other programs and projects to create synergy (Q20)
5. NGO adopts and implements good governance principles (Q23)
6. NGO adopts and implements gender sensitive strategies (Q21)
7. NGO involves field staff and beneficiaries in decision making (Q24) and
8. NGO looks for and finds solutions to field problems (Q26)

It is interesting to note that respondents felt that human resources were largely adequate and competent. In general, these findings reinforce recommendations from previous sections indicating that local partnerships and the integration of activities and cross cutting themes need to be strengthened.

In terms of PCU performance, the PCU met or exceeded respondents' expectations except in two key areas – PCU develops good governance principles that are adopted by NGO partners (Question 25), and PCU involves public services in the conception of program approaches (Q26). Interestingly, PCU performance involving public services in the implementation of program strategies (Q27) was acceptable. The PCU actually exceeded respondents' expectations in terms of provision of adequate human resources to support NGO partners (Q2), proposing support that meets NGO needs (Q4), informing partners and beneficiaries of program objectives and strategies (Q7 and Q8), organizing exchange visits between partners (Q17), and collaborating with other projects and programs to create synergy (Q22). Again, these findings further strengthen recommendations in

previous sections of this report, which indicated that good governance activities and local partnerships must be strengthened.

SALOHI MTE - Key Suggestions for PCU PQ team

1. Improve staff supervision, using checklists and program quality tools. Visit one SALOHI partner each month for a one on one field visit. Promote and support exchange visits between SALOHI partners (as part of WG meetings or other).

2. Develop simplified technical materials and guides, and effective, state of the art communication tools for each SALOHI partner and zone.

3. Reinforce partnerships with local development actors, including but not limited to local authorities, to ensure sustainability. Model the way during technical visits –visit with local partners during each field visit.

4. Strengthen integration within SO's (between activities), and across SOs. Integrated activities have greater impact, at less cost (in terms of finances, energy and in time). Integrated activities help beneficiaries realize the mutually supporting benefits of the program in its entirety, and not just the benefits of one activity or SO.

5. Focus on the implementation of the SALOHI sustainability strategy. Governance, and the capacity of local health and nutrition groups, farmers' groups, VSLs, DRR committees and IMAs are **critical** to program success.

7. Priority evaluation recommendations

Although 114 detailed recommendations for corrective action are included in each section above, a list of key recommendations to ensure that program deficiencies are corrected and challenges addressed is included here, for program monitoring purposes:

Prioritized midterm evaluation recommendations include:

1. Focus on program quality, and sustainability. Through practical field training, improve the **capacity** of **community** groups to maintain key program activities after program support ends (leadership/advocacy, group dynamics, resource mobilization and communication training for community health volunteers, women's health groups, farmer leaders, VSL groups, infrastructure management associations and disaster risk reduction committees). Ensure official recognition of all SALOHI groups, with clear goals and objectives for each group, roles and responsibilities for all group members, and internal rules and regulations (simple, standard processes). Link *each* group to key service providers, and critical sectoral stakeholders.
2. Improve the **communication** skills of technicians, field staff and community leaders using more innovative, locally appropriate communication approaches, like DBC/Behave, integrate the results of formative research including barrier analyses into each communication message and tool, and develop and disseminate easy to use communication tools, evaluate their impact, and continuously improve their content; target those who

influence behavior as well as direct program beneficiaries, to affect lasting change. Plan frequent, intense and equitable interactions, using household visits and peers when possible, to personalize each communication event.

3. Improve **supportive supervision** to field agents and community health volunteers using SALOHI Program Quality tools, staff supervision checklists and TOPS tools. Re-evaluate coverage ratios (number of communities per field agent) so that one field agent doesn't cover more than 10 – 15 FKTY. Improve PCU support to partners with one on one visits, with post visit debriefings to Program Managers;
4. Increase **cross visits** for beneficiaries and local stakeholders, to increase the dissemination of best practices and lessons learned (at least one per commune per quarter, especially in Year 5, the program's Exit Year);
5. Increasing program **integration** (both within SOs and between SOs). Specifically, ensure all SAMBAIKA groups include nutrition gardens, promote the production of nutrient rich foods and dietary diversification with FFS groups, and include nutrition and hygiene actions in DPMPs. At least 50% of al FFS groups should include VSL and AB training and capacity building (promote the five skill sets). The link between GMP sessions, and the rehabilitation of malnourished children identified during GMP sessions, and follow up of those children during household visits, should be made clear to SO1 field agents. Reinforce SO3 field agents and technicians understandings of the links between DPMP (using the new standard format developed with Robert Patton, and simple models from Niger MYAPs), EWS, SLUP and FFA activities. Do not begin any FFA activities until approved, complete, thoughtful DPMPs have been developed and reviewed by the PCU SO3 coordinator, or the SO3 WG. Protect hillsides and watersheds with environmental measures BEFORE starting FFA activities (CRS model).
6. Strengthen **partnerships** and **linkages** with local stakeholders, during local integrated fairs and commune level town hall meetings, regular (quarterly) meetings, and exchanges of contacts or even contracts with local beneficiary groups, where appropriate.
7. Schedule **quarterly meetings** with local officials at all levels (commune, region, national) to increase local ownership, buy in and facilitate support to communities after program withdrawal;
8. Increase the involvement of **men** in health and nutrition activities with "take your child to growth monitoring" days (or special events), household visits that target all caregivers in the home, and advocate for the support of local authorities to promote GMP sessions, CHVS and SAMBAIKA groups. Promote the involvement of **women** in disaster risk reduction groups, using positive deviant models, videos, and success stories. Explore and eliminate the barriers that limit women's participation in IMAs and DRR committees.
9. Reinforce **environmental messages** and natural resource management capacity at the field agent and community levels through field agent training, and the dissemination and evaluation of environmental IEC/BCC tools (already underway).
10. Strengthen **governance** programming by increasing staff training in good governance. Integrate governance tools and approaches more effectively in all program activities (review training modules, tools and messages). Provide more one on one field based support to extension agents and technicians in governance principles and practices. Develop and disseminate simple IEC/BCC tools with specific governance actions.

11. Focus on **data quality**. Strengthen field agent understanding and use of activity monitoring forms, improve data entry and verification, simplify indicator definitions and the IPTT, and make data reports more user friendly and field friendly.
12. Ensure all partners have auditable **commodity management** systems, and strengthen end use checking. Update the sorghum ration in the south to include 1 kg of rice per person per day, to reflect local labor costs and the lower cost of sorghum on the market.
13. **Program managers** and the PCU team should focus on under-performing areas (PD Hearth, SAMBAIKA groups and governance), develop and disseminate easy to use tools for field staff and beneficiaries, increase cross training visits, strengthen program integration and linkages, and **begin graduation** of community groups and CHVS.

Recommended actions in each section of the report will be monitored monthly by PCU program coordinators, and progress reported quarterly during working group meetings and during PCU and Program Management meetings (July, September, January and April). Overall actions outlined in this section will be monitored by the Chief of Party, and reported to USAID/MG in monthly updates.

8. Conclusions

In general, the program is on track – out of 17 key program activities and output indicators, five are on track, eight exceeded Year 2 targets, and four are below target. According to results presented in this report, which incorporate 452 focus group and key informant interviews from 24 communities and nine social protection centers, and a strategic review by six international HQ staff, SALOHI program activities are **pertinent**, the program has been implemented **effectively** (but not always with maximum **efficiency**), and activities are already having **effects** on people's lives at the community and household levels. **Sustaining** those effects and impacts will be a key challenge for the remainder of program life, and improvements to program quality (the processes by which activities are implemented, especially the degree of program integration and the involvement of local stakeholders in programmatic decision making and linking community groups to external partners) will help ensure the likelihood that impacts are sustained, long after the program ends. A list of 13 key recommendations and 114 detailed recommendations should help program staff to make the adjustments required to ensure programmatic success, and sustained improvements in food security in target zones.

Annexes

a. SALOHI Results Framework
b. SALOHI Program Results to Date
c. SALOHI Revised Indicator Performance Tracking Table (IPTT)
d. SALOHI Midterm Evaluation Scope of Work
e. Composition of SALOHI MTE data collection and supervision teams
f. List of SALOHI MTE sites visited
g. References and documents consulted by the SALOHI Mid Term Evaluation Team
h. SALOHI MTE data collection tools

Appendix A: SALOHI Results Framework (Modified April 1 2012)

Strengthening and Accessing Livelihood Opportunities for Household Impacts

Program Goal:
Reduce food insecurity and vulnerability
in 21 districts in eastern and southern Madagascar by 2014

SO1: Health and nutritional status of children under five improved.

Intermediate Result 1.1: (Maternal and Child Nutrition) 96,000 households adopt recommended maternal and child nutrition practices.

Activities:
- Growth monitoring and promotion
- PD Hearth
- Pregnant women support groups
- Essential nutrition actions
- Behavior change communication (IEC/BCC)

Intermediate Result 1.2: (C-IMCI) 96,000 households adopt recommended disease prevention practices

Activities:
- Integrated management of childhood diseases (C-IMCI), focusing on prevention
- Community health volunteers
- IEC/BCC

SO2: Livelihoods of food insecure households improved.

Intermediate Result 2.1: (Farm Productivity) 79,000 smallholder farmers and 3,000 pastoralists increase food production.

Activities:
- Farmer Field School (FFS)Model Farmer (training)
- IEC/BCC

Intermediate Result 2.2: (Agribusiness) 24,000 smallholder farmers/pastoralists expand agri-business activities.

Activities:
- Cooperative/Groups
- Market surveys
- Develop agribusiness plans
- Links with agriculture service providers

Intermediate Result 2.3: (Village Savings and Loans) 28,000 households mobilize capital through membership in VSL groups.

SO3: Community resiliency to food security shocks increased

Intermediate Result 3.1: (Emergency Preparedness) 592 communities are prepared to respond to shocks.

Activities:
- Disaster prevention and mitigation plans (DPMP)
- Community Based Early Warning

Intermediate Result 3.2: (Resource Management) 592 communities improve management of land, water, and roads.

Activities:
- Sustainable Land Use Plans (SLUP)
- Food for Work (FFW)

Intermediate Result 3.3: (Social Protection for Urban Households) 2,500 extremely food insecure families in urban areas access critical support from service providers.

Activities:
- Strengthen Social Protection Centers
- Train vulnerable household members

Intermediate Result 3.4 (Good governance): Community based organizations influence decisions that affect food security in 112 target communes

Appendix B: SALOHI Program Results to Date (December 30, 2011)

INDICATORS	ADRA			CARE			CRS			LAND O'LAKES			SALOHI		
	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv
SO1 : HEALTH AND NUTRITION OF CHILDREN UNDER FIVE YEARS OF AGE IMPROVED															
1- Number of CHVs who work with SALOHI	ND	481		ND	518		ND	1,151		ND	325		ND	2,475	
2- Number of FKTY with GMP sites	125	125	100%	82	44	54%	168	161	96%	91	91	100%	466	421	90%
3- % of children 0 – 59 months o gage participating in GMP	60%	38%	64%	41%	76%	187%	63%	54%	85%	45%	63%	141%	65%	55%	98%
4- % of children 0 – 59 months of age who are underweight (surveillance)	36%	20%		29%	33%		22%	36%			31%			30%	
5- Number of malnourished children participating in PD Hearth sessions	3,000	521	17%	969	1,518	157%	2,143	2,064	96%	1,700	745	44%	8,744	4,848	55%
6- Number of PL women participating in SAMBAIKA groups	5,000	450	9%	561	815	145%	2,085	1,287	62%	1,500	725	48%	11,646	3,277	28%
7- Number of households receiving HH visits from CHVs	3,000	1,183	39%	2,730	2,648	97%	5,220	5,154	99%	2,632	1,626	62%	12,582	10,611	84%

INDICATORS	ADRA			CARE			CRS			LAND O'LAKES			SALOHI		
	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv
8- Number of FKTY reached with IEC campaigns	125	125	100%	49	70	143%	166	160	96%	22	53	241%	362	408	113%
SO2 : LIVELIHOODS OF FOOD INSECURE HOUSEHOLDS IMPROVED															
9- Number of FFS groups created	ND	990		ND	341		ND	431		ND	164		ND	1,926	
10- Number of FFS group members trained in improved agriculture practices	14,000	13,478	96%	5,420	6,396	118%	10,370	8,815	85%	4,489	3,009	67%	34,279	31,698	92%
11- Number of agricultural households benefitting from agricultural support	14,000	13,478	96%	5,420	4,491	83%	10,370	8,184	79%	4,489	2,709	60%	34,279	28,862	84%
12- Number of producer groups created	ND	30		ND	32		ND	240		ND	2		ND	304	
13- Number of VSLA created				ND	177		ND	214		ND	74		ND	465	
14- Number of VSLA members				3,000	3,444	115%	2,460	4,978	202%	1,680	1,494	89%	7,140	9,916	139%
15- Avg value of savings mobilized by VSLA (in Ariary)				150,000	489,513	326%	148,500	181,608	122%	148,500	360,436	243%	148,500	262,365	177%

INDICATORS	ADRA			CARE			CRS			LAND O'LAKES			SALOHI		
	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv
16- Percentage of VSL savings used for credit	0			45%	97%	216%	45%	57%	127%	45%	52%	116%	45%	73%	162%
SO3 : COMMUNITY RESILIANCY TO FOOD SECURITY SHOCKS INCREASED															
17- % of FKTY with DPMP	34% (80/234)	53% (125/234)	156%	21% (18/85)	96% (82/85)	455%	67% (121/182)	82% (150/182)	124%	44% (40/91)	14% (13/91)	32%	43% (259/592)	62% (370/592)	143%
18- % of FKTY with EWS	64% (150/234)	53% (125/234)	83%	22% (18/85)	98% (82/85)	455%	115/182 (63%)	152/182 (84%)	132%	44% (40/91)	8% (7/91)	18%	54% (323/592)	61% (359/592)	111%
19- Number of people trained in DRR	840	614	73%	797	2,008	252%	1,040	1,344	129%	390	400	103%	3,067	4,366	142%
20- Number of people trained in NRM	937	190	20%	194	288	148%	377	2142	568%	125	26	21%	500	2,646	529%
21- Number of FKTY FFA/ total number of FKTY reached	125	45	36%	82	56	68%	168	64	38%	91	44	48%	466	209	45%
22- Number of FFA recipients/ total population	155,340	36,890	24%	81,042	40,045	49%	147,024	48,355	33%	120,905	80,475	67%	504,311	205,765	41%

INDICATORS	ADRA			CARE			CRS			LAND O'LAKES			SALOHI		
	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv	Obj (Y1 + Y2)	Outputs (30 SEPT)	% Achv
23- HA irrigated FFA	570	517	91%	290	882	304%	285	110	39%	580	685	118%	1,680	2,194	131%
24- KM of road rehabilitated FFA	121	87	72%	131	79	60%	110	23	21%	52	67	130%	415	256	62%
25- Number of urban household receiving food aide							1,250	1,200	96%				1,250	1,200	96%
26- Number of communities with strengthened governance capacity	53% (125/234)	53% (125/234)	100%	44% (37/85)	73% (62/85)	168%	114/182 (63%)	56/182 (31%)	49%	33% (30/91)	21% (19/91)	63%	53% (313/592)	44% (262/592)	84%
27- Number of commune authorities trained	276	0	0%	108	43	40%	120	119	99%	24	0	0%	542	162	30%

Appendix C: SALOHI Revised Indicator Performance Tracking Table (IPTT)

SALOHI INDICATOR PERFORMANCE TRACKING TABLE (updated: JULY 11, 2012)												
				Year 1		Year 2		Year 3	Year 4	Year 5	LOA	
											TARGET	
INDICATOR	Type	Desired direction of change (+) or (-)	Baseline	TARGET	ACHIEVED	TARGET	ACHIEVED	TARGET	TARGET	TARGET	INITIAL	REVISED
SO1: HEALTH AND NUTRITIONAL STATUS OF CHILDREN UNDER 5 YEARS OF AGE IMPROVED.												
1.1 Percentage of stunted (HAZ <-2) children 0-59 months **(M/F) (USAID/FFP #4)**	**Impact-** Target population	(-)	44%								36%	36%
1.2 Percentage of underweight (WAZ <-2) children 0-59 months **(M/F) (FFP #3)(USAID/MG 3.1.9-10)**	**Impact-** Target population	(-)	35%							25%	25%	25%
Intermediate Result 1.1: (Maternal and Child Nutrition) 96,000 households adopt recommended maternal and child nutrition practices												
1.3 Percentage of children 0–5 months of age who are exclusively breastfed **(M/F) (USAID/FFP #7)**	**Outcome-** Target population	(+)	56%				70% of beneficiaries			76%	76%	76%
1.4 Percentage of children 0-6 months of age breastfed within one hour of birth **(M/F) (SALOHI)**	**Outcome-** Target population	(+)	71%				74% of beneficiaries			91%	91%	81%
1.5 Percentage of children 0-59 months of age who participate in growth monitoring and promotion **(M/F) (SALOHI)**	**Output-** beneficiaries	(+)	55%	65%	56%	65%	55% M: 56% F: 55%	65%	75%	75%	75%	75%
1.6 Number of malnourished children under five years of age who participate in PD Hearth Sessions **(SALOHI) (M/F) (Cumulative)**	**Output-** beneficiaries	(+)	N/A	2,790	901	8,744	4,614 M: 2,163 F:	8,744	12,000 M: 5,640 F:	14,600 M: 6,860 F:	18,600	14,600 M: 6,860 F: 7,740

SALOHI INDICATOR PERFORMANCE TRACKING TABLE (updated: JULY 11, 2012)												
				Year 1		Year 2		Year 3	Year 4	Year 5	LOA	
											TARGET	
INDICATOR	Type	Desired direction of change (+) or (-)	Baseline	TARGET	ACHIEVED	TARGET	ACHIEVED	TARGET	TARGET	TARGET	INITIAL	REVISED
							2,451		6,360	7,740		
1.7 Number of children reached by USG-supported nutrition programs **(M/F) (USAID/MG 3.1.9-9) (Annual, NOT cumulative)**	**Output-** beneficiaries	(+)	N/A	11,487	12,948	18,961	28,587 M:13,436 F:15,151	20,042	19,352	8,014		No LOA
1.8 Number of people trained in child health and nutrition through USG-supported health areas programs (M/F) **(USAID/MG 3.1.9-1) (Annual, NOT cumulative!)**	**Output-** beneficiaries	(+)	N/A	5,000	1,208	2,953	2,298 M: 827 F:1,471	2,157 M:775 F: 1,382	299 M: 108 F:191	0		No LOA
1.09 Percentage of women in SAMBAIKA groups (number of pregnant and lactating women in SAMBAIKA groups/ total number of PLW identified) **(SALOHI) (Cumulative)**	**Output-** beneficiaries	(+)	N/A	4928	0	11,646	3,277	30%	40%	50%	N/A	50%
Intermediate Result 1.2: (C-IMCI) 96,000 households adopt recommended child disease prevention practices												
1.10: % of caregivers demonstrating/reporting proper personal hygiene behaviors **(Hand washing at critical moments) (SALOHI)**	**Outcome-** Target population	(+)	30%				62% beneficiaries				55%	55%
1.11: % of caregivers demonstrating/reporting proper food hygiene behaviors **(preparation of food, cooking, food storage) (SALOHI)**	**Outcome-** Target population		11%				27% beneficiaries				36%	36%

SALOHI INDICATOR PERFORMANCE TRACKING TABLE (updated: JULY 11, 2012)													
				Year 1		Year 2		Year 3	Year 4	Year 5	LOA	
											TARGET	
INDICATOR	Type	Desired direction of change (+) or (-)	Baseline	TARGET	ACHIEVED	TARGET	ACHIEVED	TARGET	TARGET	TARGET	INITIAL	REVISED
1.12 % of households with pregnant and lactating women or caregivers of children under five years of age who received a Household Visit (Number of households who received a visit /Number of eligible households identified) **(SALOHI) (Cumulative)**	**Output-** beneficiaries	(+)	N/A	2,790	1,765	12,582	11,559	60%	70%	75%	N/A	75%
SO2: LIVELIHOODS OF FOOD INSECURE HOUSEHOLDS IMPROVED												
2.1 Average # of months with adequate household food provisioning **(SALOHI)**	**Impact-** Target population	(+)	7.7	7.7						8.7	8.7	8.7
2.2 Average Household Dietary Diversity Score **(FFP #1)**	**Impact-** Target population	(+)	4.8	4.8						6.8	6.8	6.8
Intermediate Result 2.1: (Farm Productivity) 79,000 smallholder farmers and 3,000 pastoralists increase food production.												
2.3 Percentage of farmers who used at least 2 sustainable agriculture (crop/livestock and/or NRM) practices and/or technologies in the most recent growing season (overall and disaggregated by sex) **(FFP #14)**	**Outcome-** beneficiaries	(+)	N/A	10%		20%	91%				50%	50%
2.4 Number of FFS group members **(M/F) (SALOHI) (Cumulative)**	**Output-** beneficiaries	(+)	N/A		13,129		31,698	47,880	68,570	68,570	New	68,570
2.5 Number of farmers and others who have applied new technologies or management practices as a result of USG assistance **(M/F) (USAID/MG 4.5.2.5)(annual, NOT cumulative)**	**Output-** beneficiaries	(+)	N/A	1,500	16,296	10,440	26,620	13,040	10,644	8,835	42,959	No LOA

SALOHI INDICATOR PERFORMANCE TRACKING TABLE (updated: JULY 11, 2012)													
				Year 1		Year 2		Year 3	Year 4	Year 5	LOA	
											TARGET	
INDICATOR	Type	Desired direction of change (+) or (-)	Baseline	TARGET	ACHIEVED	TARGET	ACHIEVED	TARGET	TARGET	TARGET	INITIAL	REVISED
2.6 Number of rural households benefiting directly from USG interventions **(USAID/MG 4.5.2-13) (Annual)**	**Output -** beneficiaries	(+)	N/A	17,293	16,996	34,279	29,738	60,099	71,800	71,800	76,082	No LOA
2.7 Number of individuals who have received USG-supported short-term agricultural sector productivity or food security training **(M/F) (USAID/MG 4.5.2-7)(Annual)**	**Output -** beneficiaries	(+)	N/A	10000	16,296	17545	16739 M: 9,206 F: 7,53	32,370 M: 17,800 F: 14,570	44,500 M: 24,475 F: 20,025	0	75,650	No LOA
Intermediate Result 2.2: (Agribusiness) 24,000 smallholder farmers/pastoralists expand agri-business activities.												
2.8 Percentage of AB groups supported by the program who buy inputs or sell products as a group **(SALOHI) (Annual)**	**Outcome-** beneficiaries	(+)	N/A						70%	80%		80%
2.9 Number of members of AB groups supported by the program **(M/F) (SALOHI) (Cumulative)**	**Output -** beneficiaries	(+)	N/A			3,275	4,825 M:2,650 F:2,175	11,000 M: 6,050 F: 4,950	12,500 M: 6,875 F:5,625	12,500 M:6,875 F:5,625	New	12,500 M:6,875 F:5,625
Intermediate Result 2.3: (VSL) 28,000 households mobilize capital through membership in Village Savings and Loans (VSL) groups.												
2.10 Average value of savings mobilized by VSL groups **(SALOHI)**	**Outcome -** Beneficiaries	(+)	N/A	135,000	89,147	148,500	262,365	265,000	265,000	265,000	189,000	265,000
2.11 Average % of savings deposited with VSL groups that is "working" as loans **(SALOHI) (Cumulative)**	**Outcome -** Beneficiaries	(+)	N/A	30%	32%	45%	73%	75%	75%	75%	60%	75%
2.12 # of members in VSL groups **(M/F) (SALOHI) (Cumulative)**	**Output -** beneficiaries	(+)	N/A	4,200	2,568	7,140	9,857 M:4,036 F: 5,821	18,480 M:7,570 F:10,910	29,000 M:11,890 F:17,110	30,114 M:11,890 F:17,110	28,000	30,114 57% Women

SALOHI INDICATOR PERFORMANCE TRACKING TABLE (updated: JULY 11, 2012)													
				Year 1		Year 2		Year 3	Year 4	Year 5	LOA		
											TARGET		
INDICATOR	Type	Desired direction of change (+) or (-)	Baseline	TARGET	ACHIEVED	TARGET	ACHIEVED	TARGET	TARGET	TARGET	INITIAL	REVISED	
SO3: COMMUNITY RESILIENCY TO FOOD SECURITY SHOCKS INCREASED.													
3.1: Community Vulnerability Index **(SALOHI)**	**Impact** - population target	(+)	4							8	N/A	8	
3.2 Coping strategy index (CSI) **(SALOHI)**	**Impact** - population target	(-)	25							12.5	N/A	12.5	
Intermediate Result 3.1: (Emergency Preparedness) 592 communities are prepared to respond to shocks.													
3.3 % of FKTY with DPMP (Number of FKTY who have developed a DPMP/ Number of SALOHI FKTY **(SALOHI) (Cumulative)**	**Output** - beneficiaries	(+)		0	54/544 10%	119/544 22%	370/544 68%	445/592 75%	592/592 100%	592/592 100%	544/544 100%	592/592 100%	
3.4 % of communes with EWS (Number of SALOHI communes with EWS/ Total number of SALOHI communes) **(SALOHI)(Cumulative)**	**Output** - beneficiaries	(+)	53/119	0	70/544	296/544	359/544	62/112 55%	112/112 100%	112/112 100%	New	112/112 100%	
3.5 Number of people trained in disaster preparedness as a result of USG assistance **(M/F) (USAID/MG 5.2.1-2)(Annual)**	**Output** - beneficiaries	(+)		0	1,020	2,047	3,830 M:2,681 F:1,149	4,300 M:3,000 F: 1,300	5,000 M:3,500 F:1,500	3,900 M:2,700 F:1,200	6,338	9,000 M:6,300 F:2,700	
Intermediate Result 3.2: (Resource Management) 592 communities improve management of land, water, and roads.													
3.6 HA of land reforested or protected **(SALOHI) (Cumulative)**	**Output** - beneficiaries	(+)		32	50	235	207	400	580	580	580	1300	

SALOHI INDICATOR PERFORMANCE TRACKING TABLE (updated: JULY 11, 2012)													
				Year 1		Year 2		Year 3	Year 4	Year 5	LOA	
											TARGET	
INDICATOR	Type	Desired direction of change (+) or (-)	Baseline	TARGET	ACHIEVED	TARGET	ACHIEVED	TARGET	TARGET	TARGET	INITIAL	REVISED
3.7 Number of people in target areas with access to improved drinking water supply as a result of USG assistance (Annual) (SALOH, former C indicator)	**Outcome -** beneficiaries	(+)	14%	1000	2782	4,250	12,926	600	600	600	8832	
3.8 Number of IMAs trained in infrastructure construction and management (G) (SALOHI) (Cumulative)	**Output -** beneficiaries	(+)		108	10	108	87	138	150	159	159	159
3.9 Kilometers of transportation infrastructure constructed or repaired through USG assistance (**Annual, NOT cumulative**) (USAID/MG 4.4.3-3)	**Output -** beneficiaries	(+)		128	91	324	184	223	297		1,148	777
3.10 % of roads constructed using improved practices (erosion control, contour, grade, flood control) (G) (CUMULATIVE)	**Output -** beneficiaries	(+)		75%		80%	43/52 83%	85%	90%	90%	90%	90%
3.11 Number of beneficiaries receiving improved transport services due to USG assistance (M/F) (**Annual, NOT cumulative**) (USAID/MG 4.4.3-7)	**Output -** beneficiaries	(+)		31,548	51,985	90,839	93,720 M:45,923 F:47,797	96,800 M: 47,400 F: 49,400	92,100 M: 45,130 F:46,970		253,325	
3.12 HA of irrigated land created or rehabilitated by FFA activities **(cumulative)** (SALOHI)	**Output -** beneficiaries	(+)		648	690	990	1,629	1,750	3028	0	3,028	4000
3.13 % of water systems constructed which are functional (unblocked) (number of irrigation systems functional/ total number of irrigation systems constructed or rehabilitated)(G) **(cumulative)** (SALOHI)	**Output -** beneficiaries	(+)		60%		70%	48/56 86%	80%	90%	90%	90%	90%

SALOHI INDICATOR PERFORMANCE TRACKING TABLE (updated: JULY 11, 2012)													
				Year 1		Year 2		Year 3	Year 4	Year 5	LOA	
											TARGET	
INDICATOR	Type	Desired direction of change (+) or (-)	Baseline	TARGET	ACHIEVED	TARGET	ACHIEVED	TARGET	TARGET	TARGET	INITIAL	REVISED
3.14 % of water systems constructed which are protected from erosion (number of irrigation systems constructed which are protected/ total number of systems rehabilitated or constructed) **(G) (cumulative) (SALOHI)**	**Output -** beneficiaries	(+)	50%		60%	47/56 84%	75%	80%	90%	90%	90%
Intermediate Result 3.3: (Social Protection for Urban Households) 2,500 extremely food insecure families in urban areas access critical support from service providers.												
3.15 Number of people benefiting from USG social assistance programming **(M/F) (Annual) (USAID/MG 3.3.3-9)**	**Output -** beneficiaries	(+)	625	540	625	660	625	625	0	2,415	2,500
Intermediate Result 3.4 (Good governance): Communities influence decisions that affect food security in 112 target communes												
3.16 Percentage of organizations and local community groups which diffuse information relative to their activities and results at the community level **(SALOHI)**	**Outcome -** beneficiaries	(+)					40%	50%	60%	New	60%
3.17 Number of organizations and structures supported by the SALOHI program who are trained in good governance principles (participation, transparency, accountability (Cumulative) **(SALOHI)**	**Output -** beneficiaries	(+)					1,370	2,260	2,260	New	2,260
3.18: # of communities that had strengthened community capacity in the FY / Total number of communities to be assisted over the life of the program **(FFP, cumulative)**	**Output -** beneficiaries	(+)	NBR	120/544 (22%)		281/544 (52%)	379/592 (64%)	512/592 (86%)	592/592 (100%)	592/592 (100%)	592/ 592 (100%)

[3] Important note! Annual targets should not be added together to make cumulative LOA targets, because it could result in double counting of beneficiaries between implementation years.

Scope of Work
SALOHI Mid-Term Evaluation

21 November 2011

Table of Contents

1. Background

f) Program goals and objectives

In order to respond to chronic and transitory food insecurity in southern and eastern Madagascar, Catholic Relief Services (CRS), the Adventist Development and Relief Agency (ADRA), CARE and Land O'Lakes formed a consortium to implement a five year food security program funded by USAID's Office of Food For Peace. *The Strengthening and Accessing Livelihood Opportunities for Household Impact* (SALOHI) Program began in May 2009 and targets 98,500 vulnerable households in 120 rural communes in 21 districts and three urban centers in Madagascar over five years (through 30 June 2014), with 55,000,000 USD in cash and cost share resources, and with 27,000 MT of food aid resources. The goal of the program is to reduce food insecurity and vulnerability in 492,500 households by 2014. The program has three Strategic Objectives (SOs):

- SO1: Health and nutritional status of children under five improved
- SO2: Livelihoods of food insecure households improved
- SO3: Community resiliency to food security shocks strengthened

In addition, there are four cross – cutting themes integrated into program strategies and activities, including gender, environmental management, governance and partnership to ensure program sustainability.

The program also includes nine intermediate results (IR's):

10. 96,000 households adopt recommended maternal and child nutrition practices
11. 96,000 households adopt recommended disease prevention practices
12. 79,000 smallholder farmers and 3,000 pastoralists increase food production.
13. 24,000 smallholder farmers/pastoralists expand agri-business activities
14. 28,000 households mobilize capital through membership in VSL groups
15. Authorities in 544 communities are prepared to respond to shocks
16. 544 communities improve management of land, water, and roads
17. 2,500 extremely food insecure families in urban areas access critical support from service providers
18. Communities influence communal decisions that affect food security in 120 target communes

g) Description of key interventions and implementation strategies

Table 1: Key SALOHI activities include:

Strategic Objective	SALOHI activities
Health and Nutrition	7. Growth Monitoring and Promotion (GMP; children under five) 8. Rehabilitation of moderately malnourished children using the Positive Deviance/HEARTH model 9. Pregnant and lactating women's support groups (SAMBAIKA) 10. Essential Nutrition Actions (ENA) 11. Integrated Management of childhood illnesses using community health volunteers and home visits (IMCI) 12. Information, Education, Communication and Behavior Change Communication (IEC/BCC) campaigns

Strategic Objective	SALOHI activities
Livelihoods	4. Farmer Field Schools (FFS) and farmer leaders 5. Agri-business promotion and cooperative / farmers' association formation 6. Village savings and loan associations (VSL)
Resilience/ Disaster Risk Reduction	7. Disaster Prevention and Mitigation Plans (DPMP) 8. Sustainable land use plans (SLUP) 9. Food for Assets/ Food for Training (FFA/FFT) 10. Community Based Early Warning Systems (EWS) 11. Promotion of good governance principles in community based groups 12. Integration of SALOHI plans and activities in commune level development plans

The program results framework is included in Appendix A, and the Indicator Performance Tracking Table in Appendix B. Program strategies are described in detail in Appendix C.

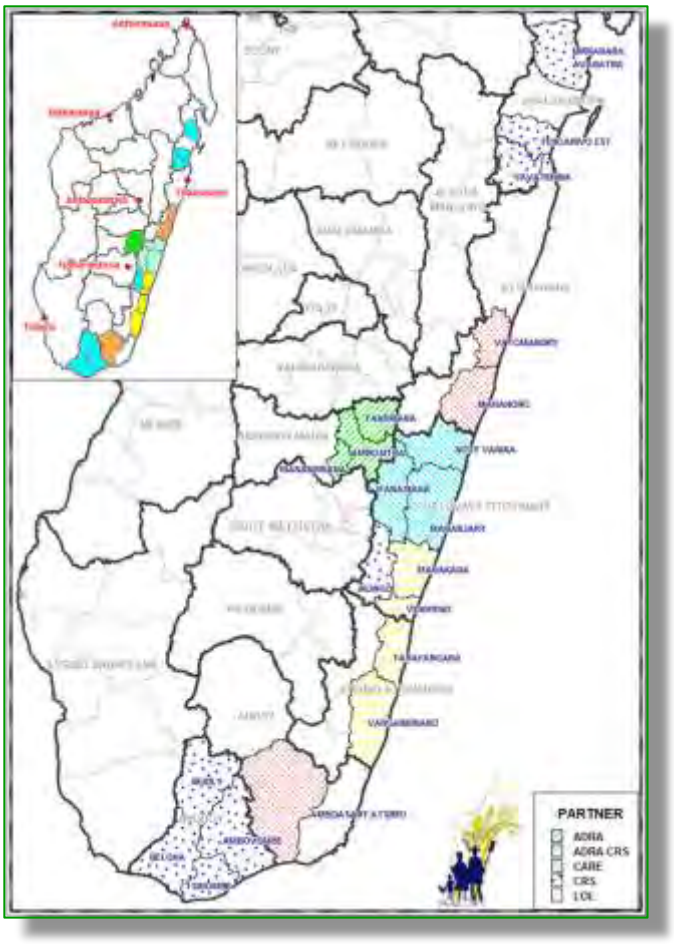


Figure 1: SALOHI Target Zones by Partner

h) Geographic coverage of the program

The SALOHI program targets 98,500 vulnerable households (or approximately 492,500 people) in 119 rural communes in 21 districts and three urban centers in eastern and southern parts of the country. These zones have been selected based on nutritional data, poverty indicators, and vulnerability to natural disasters, as well as potential synergies with other development actors. These selection criteria are reflected in USAID's Madagascar Food Security Programming Framework, which was used to prioritize eligible target districts.

The eastern coast of Madagascar is regularly affected by cyclones and flooding, while the south is subject to recurring drought, and communities in the mountainous Central Plateau region are inaccessible by vehicles during most of the rainy season. Please see Table 2, Figure 1 and Appendix D for more detail on program target zones.

Table 2: SALOHI Program Geographic Zones, Target Districts, and Number of Communes, by Partner

ZONE	ADRA		CARE		LOL		CRS	
	District	**# Communes**	**District**	**# Communes**	**District**	**# Communes**	**District**	**# Communes**
South			- Amboasary				- Ambovombe - Bekily - Beloha - Tsihombe	16
South-East	- Nosy Varika - Mananjary - Manandriana				- Farafangana - Vangaindrano - Manakara - Vohipeno	12	- Mananjary - Nosy Varika	15
Center	- Ambositra - Fandriana - Ifanadiana						- Ifanadiana - Ikongo	8
East			- Vatomandry - Mahanoro				- Fenerive Est - Vavatenina - Mananara Nord	11
TOTAL	6	**43**	3	**15**	4	**12**	11	**50**

i) Description of key partners and coordination protocols

The SALOHI Program is implemented by a consortium of highly experienced international NGOs in Madagascar, with CRS serving as the consortium lead, and as the primary grant recipient. Key program partners include ADRA, CARE and Land O'Lakes. In addition, activities in CRS zones are implemented by local church partners, including CARITAS (in Fenerive Est, Vavatenina and Mananara North), BDEM (in Mananjary and Nosy Varika), FITEA (in Ikongo and Ifanadiana) and ODDER (in Androy). In CARE zones, CRS partners including ODDER and ODDIT implement health and nutrition activities.

These organizations have over 80 years of collective experience implementing development programs in Madagascar, including 35 years of combined experience implementing Title II programs. The SALOHI program builds upon previous Development Assistance Programs (DAP), but targets new areas and households not covered by previous Title II funding. SALOHI partners are present throughout the country, know the terrain, have contacts with local development and government partners, and have the institutional capacity and knowledge to implement both development and disaster response programs.

The SALOHI program is managed by a Program Coordination Unit (PCU), based at the CRS/MG office in Antananarivo. The PCU is managed by a Chief of Party, who is responsible for overall program quality and compliance with donor rules and regulations. In addition, there is a technical assistance team, composed of a health and nutrition coordinator, a livelihoods coordinator, a Disaster Risk Reduction/Resilience Coordinator, and a governance coordinator, who are in term coordinated by the Deputy Chief of Party. The Resource Management team consists of an Admin/ Finance/ Compliance Director, a Commodities Director, and a Monetization Manager. A Monitoring and Evaluation Coordinator, an International M&E technical advisor and a communications specialist complete the team.

j) Implementation history and issues to date

The program was officially launched by the US Embassy in July 2009, and in September – November by consortium members in the field. The first three months were focused on staffing and procurement, and the second quarter (October – December) on the baseline survey. At this time (October 2011), the program is exactly at the mid-point in its program life, with 22 months of field implementation (January 2010 – October 2011). 466 communities out of the 544 targeted in the proposal have been reached with the complete package of health/ nutrition, livelihoods and disaster risk reduction (DRR) activities. An additional 144 communities will be added in Year 3 by CRS (19) and ADRA (125) for a total of 610 target communities by the end of the program.

Since the program was launched, harmonized technical strategies were rolled out in January – February 2010 (following analysis of program baseline data), the baseline data itself was disseminated in March 2010, and the program monitoring and evaluation (M&E) system was rolled out in a series of training sessions from May - October 2010. In addition, an M&E workshop was organized by FANTA and the local USAID mission in August 2009, and an overall orientation program in September 2009 helped provide staff with a common vision of program goals, objectives and activities. Annual results reporting and program planning workshops and quarterly technical working group meetings facilitate program coordination, sharing of best practices and the resolution of common problems

The program has operated in a relatively difficult political context, since a military coup in March 2009 resulted in the resignation of the former democratically elected president Mark Ravalomanana and the empowerment of a transitional government lead by the former mayor of Antananarivo, Andry Rajoelina. Although this situation has resulted in the imposition of political restrictions by the US government and most international donors, the situation has not had a significant impact on the day to day implementation of program activities. It has, however, limited program collaboration with government partners, which could affect overall program sustainability. The loss of all western international development assistance has also contributed to the overall impoverishment of the population, the closure of several factories and loss of tourism revenues. Life has become more difficult and more expensive for most Malagasy.

Volatile fluctuations in worldwide commodity prices have affected monetization, which requires continued vigilance in food aid management. In addition, cyclone Hubert and tropical storm Bingiza affected SALOHI program areas in the East, South East and even the South (with drought in 2010 and flooding in 2011), although they did not require a shift to emergency programming.

Overall, the SALOHI program is generally on track to achieving anticipated Life of Activity targets, intermediate results and goals. Areas requiring additional attention include the rehabilitation of malnourished children (PD Hearth), pregnant and lactating women support groups (SAMBAIKA) and governance interventions at the commune level. A detailed update of SALOHI progress to date is included in Appendix B (with the IPTT).

2. Mid-term evaluation objectives

The mid-term evaluation, combined with the baseline survey, routine data collection and final evaluation, serves as part of a package of monitoring and evaluation tools which will are used by the donor, SALOHI program staff, local stakeholders and beneficiaries to evaluate program implementation and impact. Mid-term evaluations are generally conducted at the mid-point in the life of the program.

The objective of the mid-term evaluation is to inform program staff and partners of program progress (including how activities have been implemented), in order to identify lessons learned and improve program implementation during the remaining life of the program. According to FANTA (*Title II Evaluation Scopes of Work, 2002*) the goal of midterm evaluations is to identify problems and constraints to program implementation, and work with field teams to develop appropriate recommendations to improve program implementation. The results of the midterm evaluation will also be used to adjust targets and inform program direction. For this reason, the participation of SALOHI staff in the design and implementation of the midterm is crucial.

Specifically, the objectives of this mid-term evaluation are:

f) To evaluate the **pertinence** of the program in terms of perceptions, reactions and feelings of program beneficiaries, and their level of acceptance of and **participation** in the implementation of program activities;

g) To evaluate the **effectiveness** of the program, determining the level of achievement of planned activities, the level of achievement of intermediate results, and measure and explain deviations from what was expected. It will also assess what beneficiaries have learned and what knowledge has been gained by participating in program activities;

h) To evaluate the **efficiency** of the program, including (i) targeting of individuals, groups and communities most vulnerable, (ii) the organization of the program, and respect of consortium principles and values, (iii) program management and food distribution, (iv) the inclusion of cross-cutting issues (gender equality and equity, environmental protection, implementation of the principles of good governance, partnership and sustainability), (v) the integration of program components (SO 1, SO2 and SO3) and (vi) the establishment of partnership and synergy with other projects and programs; and (vii) the functionality of the management structures (PCU and Working Groups)

i) Assess the **effects** of the program to date, determining if desired changes in attitudes and behaviors have been achieved in the areas of health, agricultural production and preparation for and prevention and mitigation of the consequences of shocks. It is also important to determine how (and how much) the program has contributed to strengthening community institutions and community cohesion;

j) Assess the **sustainability** of program results, assessing the probability that these results are likely to continue after support ends. Focusing mainly on (i) the level of collaboration between the program and local actors, (ii) the level of involvement and empowerment of beneficiaries in program implementation and decision making; (iii) the level of involvement of local public service providers in monitoring activities, (iv) the extent to which the capacity of stakeholders and local communities are strengthened, and the creation of linkages with local institutions ensured; (v) the level of functionality, efficiency and sustainability of community support groups (health volunteers, SAMBAIKA, FFS, Farmer Cooperatives, Early Warning Systems), community management structures (VSL, natural resource management, infrastructure management associations) and community infrastructure;

3. Uses and users of evaluation results

The main users of the results of the mid-term review are:

a) Beneficiary populations: Evaluation results will be disseminated to beneficiary communities during the evaluation (by team members), and by each SALOHI partner in their area of operation (after the evaluation). This will promote participatory monitoring and evaluation practices, as well as help communities better understand program interventions (in their own community as well as in other SALOHI zones), identify principal achievements to date, and resolve constraints. Participating in the evaluation will also increase community confidence in their capacity to identify their own problems and find local solutions. They will also learn simple evaluation methods that they can use in the future as part of the SALOHI participatory M&E system, and also to evaluate other projects in their communities.

b) Program Staff. Participating NGO staff will also participate in the evaluation. This will enable them to identify for themselves the weaknesses and strengths of activities they have undertaken during the period evaluated. They will learn lessons to improve program services. Program Managers will use evaluation results to improve program planning, revise targets, correct

inequalities in program implementation, and generally make midterm adjustments to ensure the achievement of results.

c) The Program Coordination Unit (PCU) will use evaluation results to improve technical and administrative support provided to implementing partners, and to adjust strategies and refine approaches. In particular, the PCU will identify lessons regarding (i) communication for behavior change, (ii) the development of effective exit strategies, (iii) food distribution systems and impacts, (iv) and the integration of cross-cutting issues (gender, environment, governance and sustainability). The PCU, in collaboration with implementing partners, should develop an appropriate action plan to ensure achievement of program results and the sustainability of effects and impacts.

d) Other projects and NGOs. Other development actors will be involved in the assessment and could use results to improve collaboration and synergy with the SALOHI program, and to draw lessons for their own projects and programs.

e) The USAID Office in Madagascar should use assessment results to improve program monitoring, conduct discussions on specific aspects of program implementation and provide guidance to improve performance. It should use these results to feed into reports to FFP/W.

f) The Malagasy Government will be informed of assessment results to improve program support, and to mobilize the support of public service providers in technical areas, food aid management and monetization. Public service providers could also use evaluation results to improve their support to and collaboration with communities.

Globally, the mid-term evaluation should permit the team to:

- Identify progress against expected outcomes (outputs and intermediate results),
- Set targets and possibly update the IPTT,
- Review and improve implementation strategies, approaches and activities,
- Identify constraints and difficulties as well as opportunities and success,
- Make recommendations to improve performance and increase chances to ensure that anticipated effects and final impacts are achieved,
- Develop an action plan including corrective actions to improve program performance

4. Evaluation problems and questions

SALOHI is a major food security program that implements a variety of activities. There are many elements that could (and should) be evaluated. However, every activity cannot be evaluated; strategic choices must be made to focus the midterm on the most important elements that are critical to program success.

Information collected to date and results from recent workshops and meetings have helped the team to make strategic choices. For each strategic objective, key problems have been identified on which the assessment should focus and find appropriate solutions.

- In the area of health and nutrition, community health volunteers (CHVs) plays a key role. Their selection, training, supervision during the year, workload and motivation are critical to program success, and should be discussed with communities and partners (including public health staff). Specifically, the role of CHVs in the implementation of pregnant and lactating women's support groups (SAMBAIKA), nutritional rehabilitation groups, home visits, monitoring and promotion of child growth, and the quality of these activities are priority questions for the evaluation team. The involvement of both men and women in these activities should also be explored, to identify gender issues that will affect program sustainability.

- In terms of livelihoods activities, the creation of, technical assistance to and support for farmer field schools (FFS) are essential program activities to increase the productive capacity of local farmers, and to reorganize local farming structures. The FFS strategy must be clearly defined for field agents and farmers alike, with a common understanding based on real farmers' needs and priorities. The quality of technical support received by farmers groups, as well as the applicability and effectiveness of the techniques promoted during learning and after adoption (including the evaluation of yields and agricultural production), should be discussed by the evaluation team. Moreover, it is hoped that village savings and loans enable households to mobilize savings to support priority economic activities. The actual uses of VSL credit and illustrative impacts of participation in VSL activities should be explored and documented. Constraints that limit the participation of both men and women in livelihoods activities, and differential impacts on men and women of these activities, should also be identified during the midterm evaluation. Finally, the team should capture why things are working well, and/or not working well (factors contributing to the success or failure of each activity or approach).

- In terms of community resilience, effective community buy-in and community capacity to maintain structures and infrastructure is a real challenge. It requires that (i) communities are aware of the need for collective action to prevent and mitigate shocks (in addition to actions taken by individual households), (ii) early warning systems (EWS) are effective and functional, and (iii) relevant plans for prevention and mitigation are developed and have a high probability of being executed. The roles and responsibilities of men and women in the management of community infrastructure, and their effective participation in local DRR committees, should also be explored. The team should capture why things are working well, and/or not working well (factors contributing to the success or failure of each activity or approach).

- In terms of food aid management, effective and efficient food distribution is important for program success. The use of food aid recipient cards has not been completely effective and there is a risk of double counting food aid beneficiaries. End-use checking is not systematic. Targeting of food recipients, food aid management, and end-use monitoring of food aid pose problems that the evaluation should help to understand and resolve. The team should capture why things are working well, and/or not working well (factors contributing to the success or failure of each activity or approach).

- Cross cutting principles including gender equity and quality, environmental protection, good governance and partnership are essential to program sustainability. The reflexes required to effectively integrate these cross-cutting issues are not yet fully developed at all levels. Cultural constraints have been identified during gender training sessions. It is essential to identify, analyze and develop effective strategies to reduce these constraints. The degree to which environmental reflexes have been developed by program field staff and CBOs should also be evaluated. The degree to which good governance principles have been integrated into CBO training programs should be explored. In addition, input from local authorities should be solicited to ensure that SALOHI activities are eventually integrated into local development plans. Opportunities for increased community input into commune level food security decision making should be identified. The team should capture why things are working well, and/or not working well (factors contributing to the success or failure of each activity or approach).

- Finally, the program monitoring and evaluation system is not fully operational. The organization and operation of the system at the field level is not clearly documented, and deficiencies in data quality, collection mechanisms and transmission have been identified. Methods and tools for data storage, preservation and processing of data collected at the field level are not properly applied by local monitoring and evaluation staff. Recommendations should be made to ensure that data quality meets internationally recognized standards, and to simplify the M&E system so that it can be correctly and completely implemented. The team should capture why things are working well, and/or not working well (factors contributing to the success or failure of each activity or approach).

In addition to issues surrounding field program implementation, the evaluation should also determine the quality services and support provided by the PCU and various program working groups, including their functionality and efficiency. The team should capture why things are working well, and/or not working well (factors contributing to the success or failure of each activity or approach).

Given the objectives listed above and the strategic issues identified, an evaluation matrix (Appendix E) is proposed. It includes key evaluation issues, suggests evaluation criteria, identifies data sources and the methods of acquisition of such data.

5. Evaluation methodology

The mid-term evaluation will focus on results achieved (output indicators, outcome indicators and intermediate results) and processes (what activities were conducted and how have they been carried out), with more emphasis on the latter. It will also focus on (i) the identification of weaknesses / strengths and constraints / opportunities in program implementation, (ii) the formulation of lessons learned and recommendations, and (iii) the development of an action plan to improve overall program performance.

Quantitative data on immediate results (outputs) will come from the program monitoring database. Those related to intermediate results (outcomes) will be drawn from annual surveys.

Participatory evaluation tools are included in this SOW, and will be the main source of qualitative information on program processes and implementation.

5.1 Guiding principles and approaches

A few simple principles will guide the implementation of evaluation - transparency, participation, learning, effectiveness and efficiency. The team seeks to evaluate the program in a transparent manner, as only a transparent evaluation will ensure the achievement of desired results. For this reason, the SALOHI team opted for a participatory evaluation involving beneficiaries and partners (private and public) and largely oriented toward learning, for the personnel responsible for activity implementation, for the beneficiaries themselves, for management teams at the central and field level, for the PCU and for implementing NGOs.

The evaluation is intended to be cost effective and efficient. To do this: (i) internal and external expertise will be used to ensure reliable results, (ii) although essentially qualitative, it will also use quantitative data from annual surveys and routine data to inform the process, and (iii) it will take into consideration the advantages and disadvantages of participatory evaluation methods and will, throughout the evaluation process, aim to maximize the advantages and minimize the risks of each approach.

5.2. Priority evaluation elements

The following priority evaluation elements will be included in the midterm evaluation:

Perceptions of beneficiaries

- Alignment of program objectives with the needs and priorities of community members (pertinence);
- Cultural acceptability of approaches and activities;
- The degree of community participation in the program (including the participation of a wide variety of community members – young, old, men, women, and the most vulnerable).

Effectiveness of strategies and actions to support community health and nutrition (SO1)

- Selection, training, and motivation of community health volunteers
    - organizing activities, workload of community health volunteers
    - acceptability of CHVs by target households
    - perceived effectiveness of household visits
    - CHV capacity to carry on activities after phase over and phase out
    - Support for CHVs from key stakeholders
    - Impacts of CHV activities on local food security
- Organization and operation of SAMBAIKA, GMP, and DP / FARN groups
    - Implication and participation of men and women in each activity,
    - Support for groups from key stakeholders
    - Effectiveness of each approach
    - Quality and effectiveness of the model mothers' contribution to the pregnant and lactating women's support groups

    - Capacity of model mothers to lead SAMBIAKA and FARN groups after phase over and phase out
    - Impacts of each activity on local food security
- IEC / BCC activities
    - perceived effectiveness of IEC/BCC campaigns
    - cultural acceptability of IEC/BCC messages
    - use of different communication canals, tools and messages with target populations
    - support for IEC/BCC campaigns from key stakeholders
- Consideration of cross-cutting issues in health and nutrition activities
    - principles of fairness and gender equality
    - principles of good governance
    - contribution of food distribution to achieving health and nutrition behavior change
    - consideration and reduction of environmental impacts
    - partnership and linkages to local health institutions
    - Effects of collaboration with SantéNet 2, PSI, RANO HP, RANO N'ALA and other USAID and non USAID partners on program implementation and impacts;
    - sustainability of behavior change and impacts in health and nutrition
    - integration of SO2 and SO3 concepts in SO1 activities
    - learning and knowledge management
- Contribution of food distribution to health and nutrition activities
    - Transparency and targeting of beneficiaries
    - Perceptions and satisfaction of beneficiaries
    - Use of food received
    - Impacts of food distribution on local food security and program sustainability
- Monitoring and evaluation of health and nutrition activities
    - Capacity of field agents to fill out SALOHI MCH/N M&E forms
    - Use of date from M&E system to inform MCH activities and targets
    - Level of involvement of program beneficiaries in participatory monitoring and evaluation of MCH/N activities

Effectiveness of strategies and actions to improve the livelihoods of target households (SO2)

- Organization and operation of FFS groups
    - Understanding and ownership of the FFS strategy by field staff and beneficiaries
    - Technical support given to FFS groups
    - Governance of FFS groups
    - Environmental reflexes of FFS group members
    - Perceptions and satisfaction of FFS participants
    - Cultural acceptability and effectiveness of agricultural techniques promoted
    - Role of men and women in FFS groups (access to and control over resources and benefits of FFS groups)
    - Linkages developed between FFS groups and local service providers
    - sustainability of behavior change and impacts of FFS groups
    - Integration of other program activities into FFS programming
- Functionality of VSL groups
    - Understanding and ownership of VSL groups by field staff and beneficiaries
    - Technical support and training given to VSL group members

- Governance of VSL groups
- Perceptions and satisfaction of VSL members
- Role of men and women in the management of VSL groups, and access to and control over benefits of VSL membership
- Linkages developed between VSL groups and local institutions/ networks (not necessarily formal microfinance institutions, but other savings and credit mechanisms)
- Linkages and integration of other program activities into VSL activities
- sustainability of behavior change and impacts of VSL groups
- Effects of VSL groups on household food security

- Organization and operation of agribusiness groups
  - Understanding and ownership of agribusiness strategies by field agents and beneficiaries
  - Constitution and technical support given to agribusiness groups,
  - Governance of agribusiness groups and cooperatives
  - Perceptions and satisfaction of agribusiness group members (choice of sectors and value chains, effectiveness of the approach, sustainability of groups)
  - Environmental reflexes developed by agribusiness members
  - Role of men and women in the management of agribusiness groups and cooperatives, and access to and control over benefits group membership
  - Linkages and integration of other program activities into agribusiness activities
  - sustainability of behavior change and impacts of FFS groups

- Contribution of food distribution to livelihood activities
  - Transparency and targeting of beneficiaries
  - Perceptions and satisfaction of beneficiaries
  - Use of food received
  - Impacts of food distribution on local food security and program sustainability
- Monitoring and evaluation of livelihood activities
  - Capacity of field agents to fill out SALOHI SO2 M&E forms
  - Use of date from M&E system to inform SO2 activities and targets
  - Level of involvement of program beneficiaries in participatory monitoring and evaluation of SO2 activities

Effectiveness of strategies and actions to strengthen community resilience (SO3)

- Functionality of local Disaster Risk Reduction committees
  - Understanding and ownership of DRR committees by field staff and beneficiaries
  - Pertinence of DRR activities (DPMP, SLUP, EWS)
  - Technical support and training given to DRR committee members
  - Governance of DRR committees
  - Perceptions and satisfaction of DRR committee members
  - Role of men and women in the management of DRR committees, and access to and control over benefits of DRR activities
  - Linkages developed between DRR committees and local institutions/ networks

- Linkages and integration of other program activities into DRR activities
- sustainability of behavior change and impacts of DRR activities
- Effects of DRR groups on household food security

- Contribution of food distribution to community resilience
  - Transparency and targeting of beneficiaries
  - Perceptions and satisfaction of beneficiaries
  - Pertinence of FFA and FFT activities to community priorities, and to perceived causes of food security
  - Use of food received
  - Impacts of food distribution on local food security and program sustainability

- Monitoring and evaluation of DRR activities
  - Capacity of field agents to fill out SALOHI SO3 M&E forms
  - Use of date from M&E system to inform SO3 activities and targets
  - Level of involvement of program beneficiaries in participatory monitoring and evaluation of SO3 activities

Effective program management structures

- Effectiveness, efficiency and functionality of program management structures (SALOHI CD committee, Advisory Committee, the PCU and Working Groups)
- Effectiveness of annual workshops and joint training opportunities – is the consortium taking advantage of opportunities to share and learn from one another?
- Effectiveness of program management systems
  - Asses the program work plan and schedule for sufficiency and feasibility
  - Is there a regular review of program work plans
  - Were there any changes/challenges or constraints in the project's operating context - how does management respond to constraints or changes
  - Did management explore and implement new or innovative ideas or approaches to achieve its objectives?
- Human resources
  - Are staffing levels adequate
  - Are competent human resources involved and used well
- Financial
  - Is the program run in a cost-effective manner
  - Is the program budget sufficient
  - Is there flexibility for budgetary change based on changing environments
- Monitoring and evaluation
  - Is the monitoring system adequate to capture program activities and provide timely information to stakeholders
  - Is M&E data used for program management
  - Is M&E data shared with field staff, beneficiaries, and other organizations
- Stakeholder consultation and participation
  - What level of coordination and collaboration occurs with USAID/FFP, country govt, WFP, other NGOs, other donors, development partners
- Commodities
  - How efficient is the commodity management system (i.e. importation and handling, storage and dispatch, distribution)

5.3. Sampling frame

Qualitative methods do not require random sampling. However, a suitable method for selecting evaluation sites must be developed to obtain results that will be useful to improve program performance throughout SALOHI intervention zones. As such, sampling remains an important methodological decision in qualitative assessments. Instead of a random sample, a purposive sample based on practical methodological and logistical criteria will be used. Practical criteria refer primarily to the geographic distribution of program activities. All locations where activities have been implemented are concerned by the evaluation, and are eligible to be included in the sampling frame. Methodological criteria refer mainly to a concern that results be representative of all program sites (but not statistically so). The evaluation should include communities where things went well, and communities where program implementation has been problematic, or less successful. Lessons learned can then be applied to different but complimentary situations. Logistical criteria relate to accessibility of communities at the time of the survey, the number of teams to deploy, the availability of transportation, etc. In light of these theoretical considerations, the following sampling procedures will be adopted for the mid-term review:

Stratification in five geographic and socio-cultural areas:

(1) South (Anosy and Androy),
(2) East (Nosy Varika, Mananjary, Mahanoro, Vatomandry)
(3) South-East (Manakara, Farafangana, Vohipeno, Vangaindrano)
(4) Center (Fandriana, Amoron'i Mania, and Ikongo) and
(5) North East (Mananara, Fenerive and Vavatenina)

And nine clusters (ADRA Center, LOL South East 2, ADRA South East 1, CRS/BDEM and CRS/FITEA South East 1, CARE South, CRS/ODDER South, CARE East and CRS/CARITAS East). Three fokontany (communities) in each cluster will be selected - a fokontany where the program is working well, one where the program is working ok, and one where the program did not work well, for a total of 27 fokontany.

In each fokontany, the evaluation team should interview:

15. A focus group of CHVs,
16. a group of women participating in SAMBAIKA groups
17. caretakers of children who participated in PD Hearth programs
18. a group of farmers participating in FFS groups
19. a group of farmers participating in agribusiness activities
20. VSL group members
21. an IMA (infrastructure management association)
22. a Disaster Risk Reduction (DRR) committee
23. Local leaders and stakeholders

In addition, site visits will be conducted to households, FFS fields and infrastructure sites to visually evaluate the adoption of improved practices.

5.4. Data sources and data collection techniques

Evaluation data will be collected using a combination of different techniques:

1. Program literature review (at the PCU level and in the field), for a better understanding of program objectives, strategies and approaches, and to determine current levels of input indicators), including;
    - The SALOHI Proposal
    - Results framework, performance framework (IPTT), and logical framework
    - Baseline report
    - Quarterly Reports (PCU and Cooperating Sponsors);
    - Annual reports
    - Annual survey report
2. Focus group interviews
    - with field staff (technical staff, commodity managers, M&E)
    - Focus group interviews with Community Health Volunteers
    - Focus group interviews with women participating in pregnant and lactating women support groups (SAMBAIKA)
    - Focus group interviews with parents of children who participated in PD Hearth;
    - Focus group interviews with FFS groups
    - Focus group interviews with agribusiness groups
    - Focus group interviews with VSL groups
    - Focus group interviews with infrastructure management associations
    - Focus group interviews with DRR committees
    - Focus group interviews with community leaders and local stakeholders
3. Random visits to rural households to observe certain behaviors (food and personal hygiene, food storage, disaster preparation strategies);
4. Visits to rural roads and/or irrigation systems constructed or rehabilitated
5. Visits to FFS sites
6. Final restitutions with community members (General Assembly)

6. Roles and responsibilities of evaluation team members

The evaluation will be conducted by the technical team of the Programme Coordinating Unit (PCU) and staff of each NGO responsible for program implementation. Learning is an essential component of the program and the participatory evaluation approach. Several people from outside the program will also be involved, including staff from each partner's HQ and/or regional office. The evaluation team will include of four data collection teams (one in each geographic zone) and two field supervision teams (one team for the south and southeast and the other team for the central and East/North East), as well as an interdisciplinary HQ support team.

The two field supervision teams will include:

- The SALOHI COP/DCOP
- Representatives of USAID
- Representatives of local partners and stakeholders

The role of supervision teams will be to monitor the overall quality of the midterm evaluation, ensure the transparency of the process, and promote the effective participation of beneficiaries and local stakeholders. They could also resolve administrative and logistical issues faced by data collection teams as needed.

Each of five field level data collection teams will include eight members:

1. A Team leader
2. Two health and nutrition specialists
3. Two livelihoods specialists
4. A Disaster Risk Reduction (DRR) specialist
5. A commodity management specialist
6. An M&E staff member

These multidisciplinary teams will lead the collection of information from focus groups in the field. They will identify groups of people to interview, conduct interviews, take notes and write evaluation reports, including lessons learned and recommendations. They will also participate in the presentation of evaluation results at the community and national level, the development of a corrective action plan, and the elaboration and implementation of evaluation recommendations.

Finally, in order to increase participation in and buy-in for the SALOHI program from implementation partner staff at the HQ level, and to provide technical and programmatic recommendations based on wider experiences from other MYAP programs, a team of technical specialists will be involved in a desk audit of program performance to date, the design of participatory data collection tools, and contribute to the analysis of results and the development of the final action plan. This team will include 10 technical specialists from partner NGOs, including local consultants:

Technical Element	**NGO partner lead for the program**	**NGO partner lead for MTE**
M&E	CRS	CARE (Participatory M&E trainer) ADRA (Nestor and Dawit)
Health and Nutrition	ADRA	LOL (Avril Armstrong)
Livelihoods	LOL	CRS (Geoff Heinrich)
DRR	CARE	LOL (Mara Russell)
Gender	N/A	Vonifanja ANDRIANAONITSOA
Environment	N/A	Zoely Ramanase
Sustainability	N/A	LOL (Mara Russell)
Program Management	CRS	LOL (Mara Russell)
Commodity Management	CRS	ADRA (Milton McHenry)

7. Principal evaluation activities and indicative planning (see Appendix E for more details)

7.1 Principal Activities

- Technical meetings to prepare the midterm evaluation
    - Adoption of evaluation objectives, draft SOW
    - Circulate and finalize the SOW
    - Identification of a technical advisor to train staff in collection and analysis of qualitative data for Title II programs
    - Elaborate and validate evaluation questions
    - Develop data collection tools
    - Finalize the evaluation methodology
    - Select target communities
    - Identify and notify data collection and supervision teams
    - Finalize the evaluation budget and logistics

- Workshop to train teams in data collection and review the logistical plan
    - Review the use of proposed data collection tools, and revise as needed
    - Field test tools (and revise as needed)
    - Present data analysis methods using data collected
    - Review the logistics plan
    - Review the community debriefing strategy

- Data collection and analysis
    - Travel to 24 target FKTY
    - Collect data
    - Summarize key findings for community members (community debrief)
    - Draft field reports

- Workshop to analyze data collected and draft action plan
    - Analyze data
    - Draft report
    - Workshop to discuss findings and draft action plan

- Final report and dissemination
    - Present and validate findings and recommended actions (National, regional commune level)
    - Finalize the report and share with all stakeholders

7.2. Midterm Evaluation Calendar (See Attached Appendix E)

- MTE task force meetings: July 2011 - June 2012 (from drafting the SOW to follow up of recommendations and action items)
- Draft, review and finalize Scope of Work: October – December 2011
- Select target zones: 07 December 2011
- Draft, review and finalize data collection tools: December 1 2011 – January 13 2012

- Train data collection team: 16 - 20 January 2012
- Data collection: 23 January – 10 Feb 2012
- Data analysis and draft report: Feb 13 – March 23 2012
- Workshop to discuss results and draft action plan, recommendations: 20 – 24 Feb
- Final report : 27 Feb – 11 May 2012
- Dissemination of MTE results to national, regional and commune level stakeholders: 10 April – 30 May 2012

8. Final evaluation report outline

1. Title page with date, appropriate marking and branding
2. Executive summary
3. Introduction
    - Objective of the evaluation
    - Brief description of project
4. Materials and methods
5. Evaluation results by Technical Sector
    - Brief description of program interventions (implementation strategies, processes)
    - Implementation progress and achievement of results (outputs, intermediate results, targets)
    - Other achievements (not captured in the IPTT or anticipated results)
    - Discussion of evaluation questions (including program integration, program quality, and cross cutting elements such as gender, environment, good governance and partnerships and anticipated program sustainability)
    - Lessons learned and Best practices
6. Key evaluation recommendations
7. Annexes
    a. SALOHI Results Framework
    b. Revised Indicator Performance Tracking Table
    c. SALOHI Program Strategies
    d. Composition of evaluation teams
    e. List of sites visited
    f. Documents consulted
    g. References
    g. Evaluation tools

Appendix E: Composition of SALOHI Midterm evaluation teams

1. SALOHI MIDTERM EVALUATION DATA COLLECTION TEAM MEMBERS

#	NAME	MTE ROLE	ORGANIZATION
1	Dauliviet Randrianasolomahatratra	Team Leader	ADRA
2	Jules Bosco Bezaka	SO1	ADRA
3	Nilomboahangy Andrianjafy	SO1	ADRA
4	Faly Randrato Alain	SO2	ADRA
5	Jean Michel Ralaivao	SO2	ADRA
6	Elisa Emma Hanitriniaina	SO3	ADRA
7	Bien Aimé Razafindrabe	Commodity/SO3	ADRA
8	Tsarafidy Rasendraharison	M&E	ADRA
9	IGNACE Bien-Aime	SO1	CARE/CRS
10	ANDRIAMPARANY SyrineAnicia	SO1	CARE/ODDIT
11	RAKOTONIAINA Aime	Team Leader	CARE
12	RASOATIANA	SO2 - VSL	CARE
13	RABARIMANANA Mirantoherisoa	SO3	CARE
14	RAKOTOSOLOFO Roger	M&E	CARE
15	ROBSON Serge	SO3- COMMODITY	CARE
16	PHILIPPISON Lee	SO2	CARE
17	RANDRIAMANANTENASOA Felicien	Team Leader	CRS
18	RAFANOMEZANTSOA Lantotiana	Team Leader	CRS
19	RANAIVOSOA Jocelyn	SO1	CRS
20	RABARIJAONA Hery	SO1	CRS
21	RAKOTO Armand	SO1	CRS

#	NAME	MTE ROLE	ORGANIZATION
22	RAKOTOARINIVO Voahangy	SO2	CRS
23	RANDRIAFARA William	SO2	CRS
24	RASOANAIVO Andriamalala	SO2	CRS
25	ANDRIANAMBININA Jeanne Ella	SO3	CRS
26	RAFIDINARIVO Haja Joel	SO3	CRS
27	ANDRIANASOLO Fidy	Commodity	CRS
28	ANDRIANKAJA Oelison	Commodity	CRS
29	RAKOTOARIMANGA Njara	M&E	CRS
30	RATRIMOSON Lala	Social Protection	CRS
31	RAZANAMPARANY Nirinarisoa	Social Protection	CRS
32	RAJAONERA Lova	Social Protection	CRS
33	FANJANIAINA Sylvia	Social Protection	CRS
34	NALISON Norohanitra	Social Protection	CRS
35	Haja Guy RANDRIANARISOA	Team Leader	LOL
36	Mavonirina RAZAFINDRABE	SO 1	LOL
37	RAJAONARISINA Maminirina	SO 1	CRS
38	Vololoniaina RAHARINOMENJANAHARY	SO 2	LOL
39	Soloarisoa RANOROMALALA	SO 2	LOL
40	Miandrisoa RAJAROELA	SO 3	LOL
41	Rija RAKOTOARISON	Commodity	LOL
42	Patricia RASOAHANTARIVELO	M & E	LOL

2. MEMBERS OF THE SUPERVISION TEAM

#	NAME	POSITION	ORGANIZATION
1	Jen Peterson	COP/SALOHI	CRS/PCU
2	Jean Marie Bihizi	DCOP/SALOHI	CRS/PCU
3	Eric Delphin Heritiana	M & E Coordinator/SALOHI	CRS/PCU
4	Zoely RAMANASE	Environmental Consultant	CRS/PCU
5	RASOLOFONIRINA Mamiseheno	M & E Coordinator/SALOHI	ADRA
6	Ranaivojaona Solonirina Riri		USAID/Madagascar
7	Randrianarisoa Pierre Jean Claude		USAID/Madagascar
8	Jacinthe Suzie		USAID/Madagascar
9	Dan Houston		USAID/FFP/ Southern Africa Regional Office

Appendix F: List of sites visited during the SALOHI Midterm Evaluation

Criteria for the selection of target communities for the Mid-Term Evaluation

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Classification of SALOHI FKTY

For the midterm evaluation, SALOHI communities were classified into three categories:

1. Fokontany with good results (75% or more of targets met, often exceeding targets, and promoted behaviors adopted)
2. Fokontany with moderate/ average results (51 – 74% of targets met)
3. Fokontany with weak results (less than 50% of program targets met or promoted behaviors adopted)

To classify each Fokontany, each field team evaluated their own target zones, based on results achieved as of the end of 2011. Not all SALOHI Fokontany were considered – first, 129 Fokontany where pre-selected, based on the implementation of the complete package of all SALOHI activities (except for VSL in ADRA zones). At the time of the midterm,

- 510 Fokontany had CHVs (SO 1)
- 467 Fokontany had FFS or VSL groups (SO 2) and
- 345 Fokontany had DRR committees (SO 3)

Intervention	Number of Fokontany
SO 1 and SO 2	420
SO 1 and SO 3	325
SO 2 and SO 3	279
SO 1, SO 2 and SO 3	**268**

Communities in Nosy Varika and certain hard to reach areas were excluded (due to time and resource constraints), and a final list of 129 communities was evaluated and classified. Field agents were involved in the rating of each community, as well as technicians and M&E staff. The following criteria were used to classify communities as good, average or weak performers:

- **Performance** to date (outputs and behavior change results from the annual survey)
- **Level of engagement and motivation of local leaders** in program activities;
- **Dynamism, motivation and effectiveness of local partners** (CHVs, farmer leaders, DRR committee, IMAs, etc.);
- **Level of participation of beneficiaries in program activities** (GMP, SAMBAIKA, FFS, VSL, etc.)

LIST OF SALOHI MTE FOKONTANY							
#	NGO	ZONE	DISTRICT	COMMUNE	FOKONTANY	Team	Level of performance
1	CARE	EAST	VATOMANDRY	TSARASAMBO	AMPAHO	TEAM 4 : LOL	GOOD
2	CARE	EAST	MAHANORO	ANKAZOTSIFANTATRA	AMPITABE	TEAM 4 : LOL	OK
3	CARE	EAST	VATOMANDRY	MAINTINANDRY	AMBODISAKOANA	TEAM 4 : LOL	OK
4	CRS	EAST	VAVATENINA	AMPASIMAZAVA	AMBODIHAZOVOLA	TEAM 4 : LOL	GOOD
5	CRS	EAST	VAVATENINA	AMPASIMAZAVA	AMPAHIBE	TEAM 4 : LOL	GOOD
6	CRS	EAST	VAVATENINA	ANDASIBE	ANDASIBE	TEAM 4 : LOL	GOOD
7	CRS	SE 1	MANANJARY	MAROKARIMA	MAROKARIMA	TEAM 2 : CARE	OK
8	CRS	SE 1	MANANJARY	ANDRANAMBOLAVA	MAROVANY	TEAM 2 : CARE	GOOD
9	CRS	SE 1	IKONGO	AMBATOFOTSY	TSARAKIANJA B	TEAM 2 : CARE	WEAK
10	CRS	SE 1	IKONGO	IKONGO	TSARATANTERAKA	TEAM 2 : CARE	GOOD
11	ADRA	SE 1	MANANJARY	AMBOHINIHAONANA	AMBODIVOAHANGY	TEAM 2 : CARE	GOOD
12	ADRA	SE 1	MANANJARY	VOHILAVA	AMPASIMAZAVA	TEAM 2 : CARE	OK
13	LOL	SE 2	VOHIPENO	ANDEMAKA	MAROHANKA II	TEAM 1 : CRS	OK
14	LOL	SE 2	FARAFANGANA	MANAMBOTRA ATSIMO	BEKARAOKA ATSIMO	TEAM 1 : CRS	GOOD
15	LOL	SE 2	FARAFANGANA	ANOSIVELO	VOHILAVA	TEAM 1 : CRS	GOOD
16	ADRA	CENTER	AMBOSITRA	IVATO CENTRE	AMBALALEHIBE	TEAM 1 : CRS	WEAK
17	ADRA	CENTER	MANANDRIANA	AMBOVOMBE CENTRE	BEMANTA	TEAM 1 : CRS	GOOD
18	ADRA	CENTER	FANDRIANA	SANDRANDAHY	SANDRANDAHY	TEAM 1 : CRS	OK
19	CARE	SOUTH	AMBOASARY	SAMPONA	ANKILIMITRAHA	TEAM 3 : ADRA	OK
20	CARE	SOUTH	AMBOASARY	IFOTAKA	FENOAIVO	TEAM 3 : ADRA	WEAK
21	CARE	SOUTH	AMBOASARY	IFOTAKA	BEKIRIA I	TEAM 3 : ADRA	OK
22	CRS	SOUTH	AMBOVOMBE ANDROY	JAFARO	ANDAHIVOZAKA HAUT	TEAM 3 : ADRA	WEAK
23	CRS	SOUTH	AMBOVOMBE ANDROY	MAROVATO BEFENO	MAROVATO	TEAM 3 : ADRA	OK
24	CRS	SOUTH	BELOHA	MAROLINTA	MALEBITSY	TEAM 3 : ADRA	GOOD

Appendix G: References and documents consulted by the SALOHI Mid Term Evaluation Team

1. SALOHI Proposal submitted to USAID, April 2009
2. SALOHI FY09, FY10, FY11 ARR
3. SALOHI Year 2, Year 3, Year 4 PREP
4. SALOHI baseline survey (October – December 2009)
5. SALOHI annual survey (July/August 2011)
6. Minutes from SALOHI working group meetings
7. SALOHI Technical strategies
8. SALOHI M&E Manual (SMILR)
9. SALOHI Midterm Evaluation Scope of Work

Appendix H: SALOHI Midterm Evaluation Tools

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