

Annex A

**Application Format for
Results Reports & Resource Request**

Title II

**Madagascar / CARE
TA Award No FFP-A-00-03-00078-00**

Fiscal Year 2006 (FY 2006) Results Report

Submission Date: November 22, 2006

Madagascar

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I. RESULTS REPORT

General information

With a surface of 587,000 km², Madagascar is the fourth largest island in the world. The population is estimated at 18 million inhabitants, with an annual growth rate of 2,7%. At this rate, in 2030 the Malagasy population will reach 35 million. The population projections put future food availability or food self-sufficiency into question.

Madagascar is a poor and rural country; 85% of the population lives in the countryside, with most households engaged in subsistence agriculture and settled in isolated areas. The island has a unique biodiversity and vast agricultural potential. The East Coast is considered a high cyclone prone area and periodically crops are decimated by violent storms and cyclones. The risk that households face in losing productive assets during natural disasters directly influences agricultural cropping systems. No such disasters hit the country during FY 2006; this certainly contributed to the increase in the agricultural production.

On a national level, 85% of the population is living on less than two USD a day. The HDI value for Madagascar was 0,499 in 2003 and the country ranks 146th among the 177 developing countries for which the index had been calculated.

Development strategy

The government has been implementing its PRSP since mid-2003. The 2005 Progress Report submitted in July 2006 to the International Monetary Fund is positive for each of the three defined strategic directions : **a)** good governance; **b)** broad-based growth; and **c)** human and material security. Despite the obvious commitment of the Government to promote rapid and sustainable development there is no evidence that the final and ambitious goal to decrease the poverty rate by half by 2013 will be achieved. During the past year, the government of Madagascar validated its Madagascar Action Plan (MAP). The document is a five-year poverty-reduction strategic plan to support the poverty eradication goal as defined in the PRSP. It is an operational plan that has been developed in coordination with the main international donors supporting Madagascar (the World Bank, the European Union and the US Government), and primarily aims to promote the transport sector, rural development, education for all, and post-cyclone reconstruction projects.

The Government adopted decentralization as a vehicle to promote development throughout the 22 regions of the country. The MDAT¹ takes responsibility for the implementation of decentralization, which assigns primary responsibility for development to the 1558 communes of Madagascar. In this context, strengthening the capacities of rural communes and ensuring the participation of all civil society actors in the development process are instrumental in order to make rapid and sustainable progress. In supporting both the communal authorities and the communities in its Title II areas, CARE Madagascar is considered one of the most active players in the decentralization process.

¹ MDAT : Ministère de la Décentralisation et de l'Aménagement du Territoire

PROGRAM GENERAL INFORMATION

FY 2006 was the third year of implementation for CARE Madagascar's approved MYAP 2004-2008, whose activities are implemented in three different regions of the country. The three first specific objectives focus on the rural province of Toamasina located on the East coast, while SO4 is implemented in the two urban centers of Antananarivo, the capital city, and in the secondary city of Fort Dauphin, in the extreme South of the country. It is important to note that only the three first specific objectives program commodities for distribution in order to execute food for work activities.

S.O.1 to 3 Toamasina rural province

CARE implemented its first DAP during the period 1998-2003. SO1-3 of the current MYAP expand activities begun under the Special Strategic Objective of the previous DAP, focused on building community capacity for Cyclone Preparedness and Disaster Management in 4 districts of the central East Coast.

The current MYAP expands the intervention zone to two additional districts and also expands program activities to address all three aspects of food security: availability, access, and utilization. The East Coast component of the MYAP is divided into five different projects, with integrated activities at the field level.

The MYAP also provides a sound structure that can be leveraged to generate other projects, which ultimately increases the range of services CARE is able to provide to the most vulnerable. Activities carried out include agriculture extension, roads rehabilitation, health and nutrition, and environmental health. A governance project is also implemented; it is a crosscutting component aimed at empowering partners and increasing the potential sustainability of other MYAP technical activities.

S.O.4 Antananarivo and Fort Dauphin urban program

SO4 of the MYAP scales up development activities initiated in Antananarivo under the previous DAP and replicates in Fort Dauphin the best practices learnt over the past years. During the previous DAP, activities were implemented in 30 of the most vulnerable fokontany (1 fokontany = 5 000 inhabitants) of Antananarivo. Flooded for four months a year on average, these fokontany are generally inhabited by the poorest of the capital city, and suffer from unemployment and lack access to basic services (potable water, health centers, sanitation infrastructure...). While CARE's urban program was previously focused on community empowerment and Food for Work activities, in this second MYAP the focus is placed on urban governance and capacity building, so that communities can plan and implement development activities with the support of local authorities competent to assist them.

FY 2006 Update

Timely arrival of food commodities facilitated an increase in the pace of Food for Work activities. Difficulties encountered during FY06 included the delay in remixing of over-fortified CSB, which pushed back the start of the Fall 06 FFW activities and necessitated several adjustments to the food basket, and the dengue epidemic at the start of 2006 which

reduced the number of FFW participants. Nevertheless, the project made up some lost ground in the rehabilitation of rural roads and irrigated perimeters. Road and footpath rehabilitation exceeded annual targets by 288%, and total LOA targets by 10%. Rehabilitation of irrigation canals increased by 200% over FY05, though still falling short of annual and LOA targets. By shifting FFW emphasis from roads to irrigated perimeters in FY07 and FY08, and assuming timely arrival of food commodities, it should still be possible to achieve at least 95% of LOA FFW targets. In total the project distributed approximately 4 200 Metric Tons of Title II commodities through 1,321,113 person-days of Food for Work activities in FY06.

Although it corresponded to the TA figures, the monetization budget available for FY 2006, was insufficient to implement all the project activities that CARE had intended. The community empowerment components and the level of supervision necessary to manage infrastructure works according to standards required more human and logistics resources than estimated at the time of writing the Title II program, in 2003. In January 2006, CARE Madagascar made a request to FFP to approve an exchange of commodities for distribution to commodities for monetization, for an estimated value of US\$ 150,000. This request was submitted along with the CARE Madagascar FY 2007 Resources Request.

A Mid-Term Monitoring Survey was conducted in FY06, providing an indication of project progress towards increasing food availability, access, and utilization. The exercise was contracted out to the US-based firm TANGO (Technical Assistance to NGO).

While overall food security is difficult to quantify, there were significant results in increasing overall staple food production and consumption per household, especially production of irrigated rice through extensification and intensification, and production and consumption of vegetables. The mean number of months of with fully sufficient food reported by households rose from 5.1 months in the baseline to 7.3 months two years later. Health indicators for breastfeeding, ITN usage for children under 5, and latrine coverage also improved significantly.

The report also provided a set of recommendations for key CARE program staff that will be taken into account for the two remaining years of the program. Importantly, the mid-term review stressed the urgency of strengthening the skills of existing program partners/beneficiaries. In other words, it recommended avoiding overextending into many new areas at the expense of consolidating before the phasing out phase. The mid-term review report was made available to the local USAID Mission and is attached for reference (Appendix B).

A. ANNUAL RESULTS

Note: Please see the attached Performance Indicator Table at the end of this section.

SO1: Agriculture – Sustainable Improvements in the Availability of Food for Poor Households

In FY06 the project continued to promote sustainable improvements in the production of key food crops in 20 communes. The addition of communes in Antanambao-Manampotsy, planned at the start of FY06, was temporarily suspended due to deterioration of the main regional road. Instead, the quality and duration of interventions in the existing communes was increased. Likewise, following the recommendations of the Mid-Term Review and feedback from CARE technical consultants, the number of farmer leaders and trainees was decreased to allow for increased training time for each farmer-leader, increased duration and frequency of trainings, and more direct contact between CARE field staff and farmer-leaders. In FY06, 290 direct agricultural extension trainings reached 5307 participants and 336 new farmer-leaders in 77 villages. It is hoped that focusing more intensively on a reduced number of farmer-leaders will increase the quality, reach, and sustainability of cascade trainings conducted by farmer-leaders, leading to higher levels of adoption of best practices by farmers attending trainings.

45 villages undertook major infrastructure rehabilitation between October 2005 and September 2006. More than 3000 hectares of new land has now been brought under cultivation in irrigated perimeters during the course of the first three years of the project, and irrigation control significantly improved over a similar surface area. The Mid-Term Review estimated the total annual increase in production of irrigated rice since the beginning of the project at 6500 metric tons, using a conservative yield of 1.2 metric tons per hectare.

Notable success from the Mid-Term Review include increases in total production of staple crops (primarily rice and tuber crops), successful introduction of new crops, including a large increase in the production of vegetables from household gardens and uptake of a new variety of sweet potato with increased nutritional value. Yields of irrigated rice also increased slightly. However, adoption of targeted best practices lagged slightly behind expectations, with most of the behavior change resulting from direct extension by field staff of CARE and other NGOs, rather than cascade training by farmer-leaders. Consequently, improving the ability of farmer-leaders to be effective promoters of best practices over the long-term will be an area of primary focus over the second half of the project life.

SSO1.1 Communities sustainably manage water resources for increasing agricultural production

Due to the timing of the agricultural season, construction of small dams for irrigated perimeters rehabilitated in the July to December 2005 season was begun in September 2005 and continued through early 2006. A total of 21 dams for irrigated perimeters were completed in FY06. This is less than the expected 47. However, an additional 67 sites are currently underway, and the project is on track to complete 75% of planned sites by the end of FY07. The 45 target communities rehabilitated 182, 990 meters of principal irrigation canals, or 74% of the target. Nevertheless, this represents a 200% increase over FY05 outputs. Difficulties encountered during FY06 included the delay in remixing of over-

fortified CSB, which pushed back the start of the Fall 06 FFW activities and necessitated several adjustments to the food basket, and the dengue epidemic at the start of 2007 which reduced the number of FFW participants. Due to the timing of presidential elections, it will not be possible to make up the FY06 shortfall entirely in FY07. However, a large increase in FFW is planned for September 07 to January 08, and it is expected that rehabilitation of canals and FFW person-days of participation will reach at least 85% of projected LOA outputs.

Water-users associations were formed and trained in 18 new sites. Following feedback from the Mid-Term Review, focus in the later half of FY06 shifted from training of new associations to monitoring and support for associations started and trained in FY04 and FY05. This slowed the development of new associations, but increased the number of existing associations successfully managing and maintaining infrastructure rehabilitated in FY04 and FY05. The project had planned to provide only initial start-up support to establish water-user's association. However, experience has shown that ongoing support over a longer time period is necessary to fully build the capacity of association leaders and develop the minimum level of problem-solving and technical knowledge necessary to maintain irrigation infrastructure sustainably. The project will shift resources from other areas already exceeding targeted outputs, in order to increase support to both existing and new water-user's associations.

Negotiation of land tenure issues and lack of appropriate inputs (primarily tree seedlings) continues to impede watershed slope rehabilitation and the development of watershed management plans. As support for local production of agricultural inputs and negotiation of land tenure rights were not included in the project design, in FY06 the project formed partnerships with other organizations intending to work intensively in these areas. However, as of the end of FY06, the start-up of partner field operations was still in the preliminary stages. Two complementary funding proposals focusing specifically on land tenure and access to agricultural inputs were developed in FY06, but additional funding has not yet been secured. If partner organizations increase their operations or complementary funding is secured, it may be possible to make up much of the ground lost during FY07 and FY08.

A notable success has been the secondary effect of communities undertaking spontaneous rehabilitation of irrigation infrastructure beyond the scope of the infrastructure initially rehabilitated through FFW, including extension of existing canal systems by water-user's associations. In addition, adjacent communities not specifically targeted have applied skills learned through observation to undertake rehabilitation of smaller perimeters. While difficult to quantify, the overall increase of pro-active management by communities of irrigation infrastructure is palpable in the region.

SSO1.2 Smallholder households are using new technical knowledge to increase their food production

Training of farmer leaders based on a positive deviance model continued from FY04 and FY05. Techniques covered by trainings remained unchanged from FY05. Evaluation of uptake of targeted practices by farmers during the Mid-Term Review showed that farmers trained by farmer-leaders were significantly less likely to adopt new practices than those trained directly by CARE field agents. This led to modification of the training format for farmer-leaders, including increased monitoring and support of existing farmer-leaders by field staff, and more intensive training in promotion and behavior-change techniques.

1562 farmers (including training of 336 farmer-leaders and retraining of existing farmer-leaders) received direct training in improved rice-culture techniques. The Mid-Term Review found over 74% of farmers implementing at least two targeted best practices. However, only 14% of farmers implemented all 5 key best practices. Over 3234 farmers received direct training in vegetable gardening, of which over 60% were women. An additional 550 unexpected farmers traveled in from outlying communities seeking training and were provided with informal training on the spot. 2035 new home gardens were established with direct project support. 1203 farmers received direct training in improved techniques for other food crops (a newly introduced variety of sweet potato, corn, and other tuber crops). 466 farmers received direct training in soil fertility and organic pest control. Over 3000 farmers received direct training in production and application of organic compost. 336 farmer-leaders received training in organizational management, leadership, and behavior-change promotion. In addition 66 participatory evaluation workshops were held with farmer groups to evaluate uptake of new techniques during the first half of the project. As in previous years, demand for training and improved seed varieties exceeded project resources. It is hoped that focusing on reinforcing the capacity of farmer-leaders to act as fully independent extension agents, coupled with efforts to increase access to agricultural inputs in local markets through partnership with other organizations, will allow for further dissemination of best practices to interested communities.

Notable successes were the large increase in the percentage of all households in the project zone establishing a home garden (from 0.6% at the baseline to 61% in mid-FY06), increased consumption of vegetables by households, and modest increases in per hectare yields of irrigated rice.

SO2: Agriculture – Improved Economic Access to Food for Poor Households

In FY06, the project continued to promote increased market access for farm households and to increase household revenue by: improving the capacity of local municipalities to plan, implement, and manage infrastructure improvements; assisting local communities in rehabilitating and managing transportation infrastructure; facilitating household access to market information; and working at the local, regional, and provincial levels to promote the emergence of platforms for the marketing of cash crops. SO2 activities were conducted in 6 districts, reaching over 150,000 direct beneficiaries and including 588,594 person-days of Food for Work.

SSO 2.1 Reinforcement of regional and local capacity in infrastructure planning, selection, rehabilitation and management

In FY06, the project continued to build the capacity of local development associations, communal development associations, and communal and regional administrators, as well as expanding the level of technical support provided to communal and local authorities in the areas of agricultural marketing, land tenure, and community-based participation in health initiatives. 2 regional, 7 communal and 104 local development structures benefited from training to improve their capacity to plan, manage, and maintain local resources. In total 111 structures received governance training, including strategic planning, participatory analysis, budgeting and financial management, information systems, disaster preparedness, advocacy, and promoting economic development. All 111 developed or revised communal or village-

level development plans. Increasing the participation of women in communal governance structures was a particular emphasis, and the percentage of communal posts held by women increased by 3% from FY05. Likewise, the project worked to increase the access of members of communal development structures to regional development platforms. Both main regional development structures permitted communal representatives other than the mayors to attend and speak at meetings for the first time.

The project continued to build the capacity of communal and regional administrators to effectively manage resources and guide development processes. Following participatory analysis with targeted communes and the Regional Department for Decentralization, trainings were regrouped into two core areas: 1) building the capacity of mayors and commune staff in the areas of financial and administrative management; and 2) increasing the capacity of communes to generate revenue and disperse it through transparent processes. 58 mayors, communal administrative officers, and representatives of communal development structures received training in the tax code, citizen representation, and dissemination of information in collaboration with the Regional Tax Office. 335 received training in conducting town hall meetings, including increasing the participation of women and minority groups. 100 received training disaster preparedness and emergency management. 6 communes organized inter-communal round tables to solicit funding for inter-communal projects from regional donors. Currently about 20% of targeted communes meet minimum criteria for transparent management and are able to directly access external funding for development projects – a significant improvement from FY04. Nevertheless, improving the functioning of communal government remains a high priority for most communal and local development structures. Improving access to legislative texts and government guidelines at the communal level continues to be a focus.

The project continued working with the Provincial Land Office to help communities complete the informal and formal steps necessary to secure land tenure for irrigated perimeters and watersheds rehabilitated through SO1.1. The number of pilot sites was increased from 1 to 3. A partnership was formed with MCA to link target communities with title offices scheduled to be installed at the district and local level. In FY07 the project intends to shift emphasis from development planning to land tenure, in order to accelerate SO1.1 progress towards sustainable community management of watersheds and irrigated perimeters.

SSO 2.2 Rehabilitation of transportation infrastructure

In FY06, the Project team rehabilitated 340 kilometers of rural roads and footpaths or 288% of the annual target. About 30% of the output represented roads that were begun in FY05 and completed at the beginning of FY06, as commodity arrivals caught up with work plans. 110 bridges and culverts were constructed by local micro-enterprises, representing 314% of the annual target. The cost of construction materials continues to rise, and levels of reinforced concrete and mortared masonry were again decreased to be replaced by dry masonry and wood. These local materials are less durable and will require higher levels of ongoing investment for maintenance by road user's associations. The project has had some limited success in partnering with multi-lateral donor projects to finance the construction of larger bridges and culverts that were beyond the means of the project budget.

In addition to infrastructure rehabilitation, 21 targeted communities were assisted in creating Road Maintenance Associations, which developed plans for the long-term maintenance and management of rehabilitated roads. 12 capacity-building workshops for new and existing

Road Maintenance Associations were held covering financial management and administration, monitoring and maintenance, social mobilization and partnership, contracting, and technical training in road repair and maintenance. The project continued to assist Road Maintenance Associations to improve and increase their functioning through ongoing field monitoring. A participatory evaluation workshop found several key factors contributing to successful maintenance: 90% of Road Maintenance Associations supported by a formal decree from the commune are able to effectively enforce usage norms (toll fees and maintenance or rain closures); about 80% of interested parties (transporters, residents, merchants, Road User's Associations, Producer's Associations, NGOs, government technical services) are satisfied with and accept the maintenance system; Road User's Associations that generate revenue through usage tolls generate funds more effectively than those collecting regular contributions from community members. The project continued to promote the development of a common model for rural road maintenance, with government and non-governmental partners, through a regional platform. Community and government support for rural road maintenance and Road User's Associations is increasing overall. 125 local groups of skilled tradesmen (masons, stoneworkers, etc.) were assisted in forming micro-enterprises to conduct road repair, and received training in small business management. Of the 142 micro-enterprises started since FY04, 89 bid and won contracts for road maintenance in FY06.

SSO 2.3 Increasing marketing opportunities for agricultural products

The revised approach to cash crop marketing from FY05 was continued in FY06, and produced significant results. In total, 10 marketing expos were attended by over 150 producer's associations, as well as representatives of exporters. 111 formal contracts were signed between producer's associations and exporters, and 53.2% of these contracts were successfully concluded according to the terms of the contract. The majority of the remaining contracts were completed with modification of the original terms (either the actual quantity produced or the price paid was less than originally agreed by the parties). Revenues from cash crop sales averaged 45 USD per household and approximately 2100 households participated. 9 new producer's associations were trained and the 70 new producer's associations started in FY05 received additional support and training, including increased emphasis on achieving formal legal status and negotiating written contracts, and accounting for group funds. The project continued to focus on litchi producer groups, with limited training on production of other cash crops, such as cloves, vanilla, bananas, and pineapple. The long waiting list of producer's associations seeking technical assistance continues to be a source of frustration for communities. The project had hoped to link already formed producer's associations still awaiting training with other organizations working in the region. Unfortunately, the demand for training continues to exceed the combined capacity of all actors. The project developed written materials and encouraged new producer's associations to seek guidance from existing associations. In FY07, the project will gather data on the performance of these 'indirectly trained' groups. In addition, the project played an active role in the development of regional value chain platforms and contributed to the development of regional policy for quality control and standards.

SSO 2.4 Increased use of agricultural information systems by farm households

Following the results of the Mid-Term Review, it was found that most farmers were obtaining price and market information directly from information officers or through the radio, rather than through reading postings on information panels. Consequently, the project

de-emphasized the construction of information panels for disseminating price and market information, and refocused resources on verbal communication by information officers from producer's associations and radio announcements. The project also trained fewer new information officers, focusing instead on increasing the effectiveness and reach of existing officers. The percentage of households in the project zone with access to current market price information increased from 32.8% at the baseline to 69.4% in the Mid-Term review.

<p>SO3: Health and Nutrition – Sustainable Improvements in health of rural households and communities</p>
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In FY06, the project intervened to promote sustainable improvements in the health and nutrition of households in 49 communes in the districts of Soanierana-Ivongo, Fénériver Est, Vavatenina, Vatomandry, Mahanoro, and Antanambao-Manampotsy. 76 new Community-Based Sales Agents were identified, trained, and began conducting hygiene and health education activities. The project continued to promote community-based nutrition through the Hearth / Positive Deviance model, and to integrate nutrition education with home gardening and other revenue generating activities. Nutrition education and environmental health activities were also linked, through the Champion Commune model, with family planning and vaccination activities, and monitored by communities through self-selected indicators and benchmarks. After a slow down in FY06 to integrate health activities, the project regained momentum in FY06. 204 communities were assisted in developing health action plans and 111 new PD / Hearth / gardening groups became active. 18 Communal Health Committees were assisted to conduct school health, hygiene, and nutrition education in 85 schools and managed outreach through Village Health Promoters to over 300 communities.

SSO 3.1 Improved community management of water and sanitation resources

18 village development committees received training in environmental health and participatory analysis, and all developed environmental health action plans. To-date the project has reached 56% of targeted communities. The number of new communities was scaled-back in FY06 to allow for more ongoing support of village development committees trained in FY04 and FY05. As a result, successful community completion of action plan objectives increased significantly. While action plan objectives requiring larger infrastructure investment (hand pumps, school latrines, and gravity-flow water systems) were often unrealized due to lack of project and community funds, other action plan objectives, specifically community production and sale of sanplats and '100%-latrine-coverage' campaigns achieved success. The project assisted 18 communities to complete infrastructure-related action plan elements – 10 school latrines, 3 hand pumps, 4 drainage / sewer systems, and 1 gravity-flow water system. 32 maintenance associations received training in maintaining water and sanitation infrastructure. Household latrine campaigns have achieved widespread success, and almost all communities with action plans achieved over 90% coverage. Mid-Term Review results showed that the percentage of households in the project region with an improved latrine increased from 37% in FY04 to 62% in FY06.

SSO 3.2 Increased use of hygiene and sanitation-related products by rural households

In FY06, 3 new communal wholesalers and 73 community-based sales agents (CBSA) were trained in the promotion of hygiene and sanitation products (Sur'Eau, Safewater vessels, and ITNs²). 1774 CBSAs were active in FY06. National shortages of ITNs and the limited size of the revolving funds for jerry cans and Sur'Eau continued to create recurring stock outages for most wholesalers throughout the year. CBSAs began promoting family planning products in 18 communes. Household use of Sur'Eau and jerry cans remained below target. The Mid-Term Review suggested that this could be due to a combination of product unavailability (usage rates were 50-100% higher in communities where product was more readily available) and increased use of other point-of-use water treatment methods (primarily boiling). A notable success was the promotion of bed nets and ITNs. Just under 20,000 ITNs were sold through CBSAs and the percentage of households with a bed net increased from 59% in FY04 to 97,4% in FY06. The percentage of children-under-5 sleeping under and insecticide-treated bed net increased from 12.4% to 60.2% in the same period.

SSO 3.3 Improved hygiene, sanitation, nutrition and family planning practices in rural households:

In FY06, the project intensified training of Village-Health Promoters, who subsequently conducted IEC activities and counseling sessions in over 300 communities. 104 VHPs were trained in environmental health and hygiene education, continuing trainings begun in FY05. 466 VHPs received intensive training in PD / Hearth and nutrition education, and conducted nutrition monitoring and Positive-Deviance activities with groups of mothers. 374 VHPs received training in family planning and vaccination. Following internal monitoring and feedback from the Mid-Term Review, it was found that other than diet diversity and cooking demonstrations, uptake of behavior change through IEC linked with FFW activities was significantly less effective than participation in PD / Hearth and gardening groups. For this reason, the project ended health education sessions for FFW participants, and refocused VHP IEC efforts towards outreach to community groups.

Due to data collection constraints, Mid-Term Evaluation data was not available for anthropometric and family planning indicators. Monitoring data collected by VHPs during FY06 showed an average increase of 5-10% in the total percentage of children monitored falling in the 'green' band. Mid-Term Review results for breastfeeding showed an increase from 21% to 42% of mothers initiating breastfeeding within one hour of birth from FY04 to mid-FY06.

² *Insecticide Treated Net*

SO 4: Health and Nutrition – To promote healthier living by strengthening urban governance at multiple levels

The Mahavita and the Fihamy projects are the two urban components of the MYAP. They are implemented respectively in the cities of Antananarivo and Fort Dauphin. Both projects use the same approaches and have the same final goal: to make community participation a valuable asset for planning, implementing and managing development activities and to create an enabling environment at the local level; in other words, promoting development through better governance mechanisms.

The projects are promoting increased capacity of local government employees along with community organization so that both stakeholder groups can discuss the offer and demand for essential services. The projects are strongly supporting the creation of a development forum in each fokontany, namely the SFF (*Sehatra Fampandrosoana ny fokontany*), so that democratic debates between civil society and local authorities can take place. The fora provide the opportunity to discuss social and development issues, and to ensure their materialization in a local development plan.

In the urban context, where the availability of essential services is weak and where the communes' financial resources are extremely limited due to the absence of taxes collected, giving a voice to the poor is important for implementing successful community initiatives. However, they also need to own these initiatives, since they are required to contribute time and financial resources to collective actions.

The main difference between the two projects is in their scope. Fort Dauphin is a city of 50,000 inhabitants; Antananarivo is composed of 192 fokontany and 6 arrondissements, and has an estimated population of 800,000. Besides its vast area, working in Antananarivo presents several challenges for development practitioners, among which: **a)** the political aspects inherent to most of the initiatives undertaken and **b)**, the centralized manner in which the city is still governed and in which decisions are made.

SSO 4.1: A Community-Driven Development Approach (CDDA) is being used in 50 additional urban FKTs in Antananarivo and 11 urban FKTs in Fort Dauphin to improve service delivery to poor households.

Capacity building and empowerment

The Fihamy-Fort Dauphin project covers the eleven fokontany of the city. The Mahavita-Antananarivo project's objective is to assist 80 fokontany located in four different arrondissements of the capital city. During FY 2006 both projects made considerable efforts to expand the establishment of SFF platforms as well as to empower the local actors (fokontany staff and already existing SFF's members). CARE started the creation of these platforms during the FY 2005, when the Mayor of Antananarivo endorsed the proposed model. A main achievement of Mahavita is that the capital city is now expanding the SFF model into the two remaining arrondissements where Mahavita is not operational.

Mahavita's initial target was to scale up its activities in order to reach a total of 80 fokontany by the end of LOA. Thanks to the collaboration with the *Commune Urbaine d'Antananarivo*, CARE expects that the development platforms will work in 144 fokontany of the capital,

achieving complete coverage of the fokontany in the 4 arrondissements in Mahavita's intervention zone. In Fort Dauphin, the eleven development platforms are already functional..

More than 300 training sessions were organized in both cities, targeting a wide audience (citizens, CBOs, local authorities at the fokontany, arrondissement or commune levels). These trainings used the comprehensive empowerment curriculum developed jointly by the urban projects. The curriculum is composed of 27 modules designed to build the skills of local actors to help them support development initiatives and to promote an enabling environment.

The training sessions were implemented either by CARE in the case of Fort Dauphin or by local associations partnering with Mahavita in Antananarivo and utilizing a cascade methodology. Working through partners is the strategy that Mahavita selected in line with its strategy of scaling up. Eight local associations are now doing the fieldwork that Mahavita was carrying out during the previous DAP. The relay-partners are contracted by CARE; they carry out social work at the fokontany level and receive continuous training in order to enhance their technical and administrative capacities. Some of them have already managed small funds from international donors.

47 local development platforms were created during FY 2006. When added to the 58 SFF created in FY 2005, the total number of platforms created in Antananarivo equals 105 and exceeds the target intended during the LOA (80 platforms created). This gives the project a 2-year timeframe for consolidation and phase out.

Infrastructure building and local development initiatives

Supporting local actors for fundraising is imperative for the project, since the DAP does not provide resources to fund community initiatives. Unfortunately, most of the funds available for development in Madagascar are allocated to the rural sector, this despite the fact that needs for essential services are huge in the urban centers and living conditions are extremely harsh for the growing population, which is excluded from opportunities. This represents a major concern for the project staff since without support and without a clear link between community organization and access to resources, it is likely that SFF members will lose their motivation and the faith they placed in the local participatory development process.

Aware of this situation, the Mahavita project recently started to develop a private sector partnership strategy, so that small or middle size corporations, which constitute the bulk of the private sector in Antananarivo and Fort Dauphin, integrate more systematically the local development platform of their fokontany and contribute funding to the development initiatives emerging from the community-based organizations and SFF. CARE has trained, or facilitated the creation of more than 200 water users associations during the last three years. Most of the water points managed under the cost recovery system now generate profits that can be used to initiate social activities. One orientation for FY 2007 is for the projects' teams to assist local associations with the preparation of business plans, in order to guide them in their investments.

Performance was limited in respect to FFW achievements, which reflects the trend described above where donors give preference to the rural sector. Another reason is the capacity developed during the two last years by the local actors to implement micro-projects on their

own, without having to accessing CARE resources, such as commodities for FFW activities. 15 SFF developed and raised funds for community projects during FY 2006 in Antananarivo. In Year 4 of the MYAP, the M&E units of the urban projects will be tasked to monitor this information and to study what kind of projects SFF are implementing, since it is important to demonstrate the link between healthier living and good governance in order to deem the urban program a success.

Other achievements exceeded the targets set. During the fiscal year, 42 local associations were established and trained to manage water points (existing or newly built through external funding) under a cost recovery mechanism, now guarantying sustainable access to water for 4,200 households (100 households/water point).

SSO 4.2. Urban governments incorporate long-range strategic planning to improve water and sanitation services to the urban poor.

Under this SO, long-term projections of needs and investments in water and sanitation are outlined in a central commune development plan, using information compiled from the local Fokontany development plans. Both urban projects assisted SFF platforms in drafting their development plans. By the end of November 2006, 61 fokontany development plans will have been finalized compared to the 80 expected by LOA. In the meantime discussions initiated during FY 2006 with the municipal authorities in Antananarivo and Fort Dauphin were carried on in order to promote the previously explained exercise. The successful achievement of SSO 4.2 is pending the adoption by the communes of measures in order to adequately align their services so that needs prioritised at the FKT level are met.

In Fort Dauphin, where there is a functional link between the city council and the fokontany (Fort Dauphin is a secondary city composed of 11 fokontany only), incorporating long-range strategic planning at the commune's level to improve water and sanitation services to the urban poor is technically feasible, but what is missing is a strong commitment of the Mayor, and commune resources. The Fokontany Development Plans are ready and CARE started the compilation of the necessary data to quantify the global demand for water for the city. This was done at the request of the Pôle Intégré de Croissance (PIC), a World Bank-funded project, which is, at the time of writing this report, finalizing the planning of a US\$ 150,000 investment to promote access to water in the city. The only concern of the Fihamy team is that the "strategic planning to improve water for the poor" was drafted by CARE and not by the communal staff, which puts into question –at least for the short term- the commune's appropriation of the plan and its sustainability. But having been able to quantify the demand, taking into account social aspects, greatly guided the donor's investment plan.

Antananarivo is exposed to a totally different context. The commune is equipped with a very capable Development Office, served by qualified urban planners. The issue, in a city of 192 fokontany is how to represent accurately the issues raised in the fokontany development plans in the commune level water and sanitation master plan. In other words, how to ensure that the engineering work will reflect community expectations?

During FY 2005 the Mahavita project started to transfer technical skills to municipal staff based in four arrondissements of the capital city. In FY 2006, with guidance from CARE, these arrondissements created their Communal Development Committees, known as SFB (Sehatra Fampanandroana ny Boriboritany) although these do not yet have any formal mandate with regard to development planning. This is a key issue for Antananarivo: the city is still governed through a totally centralized decision making process.

The four Arrondissement Development Committees or SFBs are composed of diverse commissions and already ensure the coordination and follow up of development initiatives implemented at the fokontany level. Added to these tasks, the SFB provides support to the fokontany where CARE is not operational in order to implement local development platforms (SFF).

The long term planning process was initiated in two arrondissements of the Capital (the fourth and the first). It reflects the needs expressed in the fokontany development plans and takes into account the Commune Urbaine d'Antananarivo (CUA)'s strategic directions. The long term plan incorporates priority sectors, such as: water and sanitation, health, infrastructure, sport, security...

During FY 2007 the Mahavita project, with the support of senior CARE Country Office staff, will work with the CUA services on adapting the legal framework to institutionalize the SFB structure, which has proven to be successful but is still informal. This exercise will start in November 2006 with the organization of a workshop inviting communal decision makers and CARE staff to debate the role of the arrondissement in the decentralization process. The local USAID mission has been invited to send representatives in order to support CARE's decentralization approach.

SSO 4.3. Municipalities collect, maintain and use information to monitor community health and improve urban environments.

Although the technical application is different, SSO4.3 and SSO4.2 are closely linked together in that sense that both require the communal services to engage into socio-development activities. Inquiries were made at the end of FY 2005 in order to draft an action plan for this SSO. Final conclusions were that the collection and the maintenance of related-health information were the responsibility of the Ministry of Health, which does not preclude the communes from using the information once available.

During FY 2006, the Fihamy project implemented a community health project in Fort Dauphin, under an agreement with the USAID-funded SantéNet project. The project gave the leadership of the initiative to the commune who, through its Communal Development Committee, played an active role in planning and coordinating the expected health activities, including collecting and maintaining health data.

CARE wishes to replicate the SantéNet partnership in Antananarivo, it would be a useful vehicle for IEC messages targeting mothers and young children, and would allow the arrondissements to play an active role in achieving the sub-specific objective. A project proposal targeting two arrondissements was prepared during FY 2006 and submitted to SantéNet. Prior to submission, meetings for gathering information and mobilizing Arrondissement-level support were organized by CARE with SantéNet's active participation. The proposal is pending review/approval by SantéNet.

This exercise has allowed the Mahavita project team and the communal staff to explore new opportunities for collaboration. During FY 2006, Mahavita assisted its partners in the arrondissement offices to develop databases, at the partners' request. Working sessions were organized to identify the type of data to collect and subsequently forms were produced to facilitate the collection of field data by the fokontany offices. The information collected consisted of demographic and socio-economic data, health and environmental information, social infrastructures, and security (including emergency and firework services).

Again what is clear is that this sub-specific objective is pertinent and that communal authorities are enthusiastic. The challenge for CARE for the two remaining years is to develop a sound advocacy strategy, to promote more decentralization in the way the capital city is governed, which would subsequently facilitate the use of health information by community leaders.

Non-scheduled and Complementary Activities

Champion Communes / Integrated Health Promotion

The project continued to collaborate with SanteNet to implement health promotion activities through the Champion Commune Model. Integration of MYAP activities in nutrition and environmental health with a broader range of health promotion activities significantly increased community engagement and ownership of health promotion, as well as increasing the involvement and commitment of local leaders and government officials. The increased sector coordination created positive synergies at the community-level, and facilitated improvements in a broader range of health indicators.

Support to Micro-Enterprises: Animal Husbandry and Local Production of Agriculture Inputs

In collaboration with PSDR, CARE is reinforcing the capacity of 15 associations in the project zone to undertake micro-enterprise activities in the production of livestock and farm implements.

The WSUP (Water and Sanitation for the Urban Poor) initiative

It is an international UK-based initiative bringing together NGOs (CARE, WaterAid, WWF), private sector companies such as Thames Water, Unilever, Halcrow and the University of Cranfield. UNDP is also associated as an observer. WSUP aims to support the Millennium Development Goals for water and sanitation.

Thanks to funding provided through DFID and the German KWF, WSUP partners in Madagascar were able to undertake a water and sanitation survey in 13 peri-urban communes around Antananarivo. CARE, through the Mahavita project, took the lead in this process and is currently hosting the WSUP structure in Madagascar. Sharing experiences and knowledge was beneficial for all WSUP partners. The survey, although still in its draft version, provides updated figures with regard to the water and sanitation situation prevailing around Antananarivo, where some communes for instance do not have any access to potable water. The group of actors in Antananarivo (CARE, Wateraid, WWF) has been invited by UNDP to develop a joint project aiming at increasing access to water for the poor in and around Antananarivo. Such a project would adequately support the creation of social infrastructures required to help Antananarivo meet international standards in term of access to basic services.

B. MONITORING AND EVALUATION, AUDITS, AND STUDIES

Output Monitoring:

No major changes have been made to the output monitoring system described in the original MYAP document.

Evaluation:

A Mid-Term Evaluation Review was conducted in mid-FY06 to measure two-year progress towards results and impact objectives from the FY04 baseline. In most areas the project is exceeding expected targets, especially in health behavior, food availability, and market access. The evaluation also highlighted areas for increased focus during FY07 and FY08, including improving the efficacy of agriculture extension through Model Farmers, and increasing capacity building for Water User's Associations. Based on the Mid-Term Review, no major changes to project design are expected, though the project will shift emphasis from areas exceeding targets to areas lagging. The full Mid-Term Review is annexed to this report.

Audits:

CARE carried out an internal A133 audit in February 2006. The audit covered U.S. Government grant under FFP-A-00-03-00078-00 programmed from October 2003 to June 30, 2005. The audit covered procurement, property, cash, food commodities, accounting, and payroll. The report of the CARE internal audit was shared with the local mission.

Studies:

The main study undertaken during FY 2006 refers to the evaluation of the water and sanitation situation in 13 peri-urban communes of Antananarivo (WSUP). CARE will send the evaluation final report to the attention of the USAID local Mission once available.

SAPQ :

The Standardized Annual Performance Questionnaire is available in Appendix C.