

RANO WASH Mid-Term Review Report



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RANO WASH

Rural Access to New Opportunities in Water, Sanitation, And Hygiene

Mid-Term Review Report

Cooperative Agreement Number: AID-687-A-17-00002

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FRONT PICTURE: Raobelina Tinason, Haingo, mayor of Amparihitsokatra Commune, Alaotra Mangoro region, declared ODF Commune in August 2020. Before 2019, the commune of Amparihitsokatra did not have any ODF villages. With the arrival of the new municipal team, and the strong leadership of the new mayor, field trips were organized, and a communal decree on the communal project management was decreed. As of September 2019, 5 villages had been proclaimed ODF. In August 2020, all 94 villages of the 8 fokontany of the commune were declared ODF. Two villages, Vohitrاندriana I and Vohitrاندriana II, have made the commune's reputation. Reputed to be "sacred" villages that cannot make latrines, they were the first to be declared ODF.

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ACRONYMS AND ABBREVIATIONS

| | |
|-----------------|--|
| APS | Avant-Projet Sommaire (Technical Scoping Study) |
| APD | Avant-Projet Détaillé (Detailed Project Design) |
| AO | Agreement Officer |
| AOPDEM | Association des Opérateurs Producteurs et Distributeurs d'Eau à Madagascar (Association of Water Producers and Distributors in Madagascar) |
| AOR | Agreement Officer Representative |
| ASUREP | Association des Usagers des Réseaux d'adduction en Eau Potable (Water User Association) |
| ATEAH | Agent Technique de l'Eau, Assainissement et l'Hygiène (Water, Sanitation and Hygiene Technical Officer) |
| BC | Behavior Change |
| BCD | Behavior-centered Design |
| BNGRC | Bureau National de Gestion des Risques et Catastrophes (National Bureau of Disaster Risk Management) |
| BPOC | Budget Programme par Objectif Communal (Communal Program Budget per Objective) |
| BPON | Budget Programme par Objectif National (National Program Budget per Objective) |
| BPOR | Budget Programme par Objectif et Région (Regional Program Budget per Objective) |
| CARE | Cooperative for Assistance and Relief Everywhere Inc. |
| CHV | Community Health Volunteers |
| CLTS | Community-Led Total Sanitation |
| COVID-19 | Coronavirus disease, 2019 |
| COP | Chief of Party |
| CRM | Climate Risk Management |
| CRS | Catholic Relief Service |
| CSO | Civil Society Organization |
| CTTP | Center for the Triage and the Treatment of the Plague |
| DAF | Director of Administration and Finance |
| DCOP | Deputy Chief of Party |
| DGRE | Direction de la Gestion des Ressources en Eau (Direction of Water Resource Management) |
| DiMat | District Monitoring Assessment Tool |
| DIP | Detailed Implementation Plan |
| DIRPOP | Direction Régionale du Ministère de la Population |
| DMEAL | Director of Monitoring, Evaluation, Accountability, and Learning |
| DREAH | Direction Régionale de l'Eau, de l'Assainissement et de l'Hygiène (Regional Directorate for Water, Sanitation and Hygiene) |
| DREDD | Directions Régionales de l'Environnement et du Développement Durable |
| DREN | Direction Régionale de l'Éducation Nationale (Regional Directorate for Education) |
| DRSP | Direction Régionale de la Santé Publique (Regional Directorate for Public Health) |
| DSI | Direction of the Information System |
| DQA | Data Quality Assessment |

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| EDBM | Economic Development Board of Madagascar |
| EMMP | Environmental Mitigation and Monitoring Plan |
| ERF | Environmental Review Form |
| ERR | Environmental Review Report |
| ESF | Environmental Screening Form |
| FAA | Fonds d'Appui pour l'Assainissement (Global Sanitation Fund) |
| FUM | Follow-up Mandona |
| FY | Fiscal Year |
| GoM | Government of Madagascar |
| GSF | Global Sanitation Fund |
| IBM | Integrated Behavioral Model |
| ICT4D | Information and Communication Technology for Development |
| IP | Implementing Partner |
| IPTT | Indicator Performance Tracking Table |
| IWRM | Integrated Water Resource Management |
| JSR | Joint Sectorial Review |
| KRFF | Local Committees at Fokontany Level |
| LDP WASH | Local Development WASH Plan |
| LP2D | Lettre de Politique pour la Décentralisation et le Développement Local |
| LSHTM | London School of Hygiene and Tropical Medicine |
| MCSP | Maternal and Child Survival Program |
| MID | Ministère de l'Intérieur et de la Décentralisation (Ministry of the Interior and Decentralization) |
| MEAH | Ministère de l'Eau, de l'Assainissement et de l'Hygiène |
| MEO | Mission Environmental Officer |
| MFI | Micro-Finance Institution |
| MHM | Menstrual Hygiene Management |
| MNP | Madagascar National Parks |
| MOC | Maîtrise d'Ouvrage Communale (Communal Project Management) |
| MoEEF | Ministry of Environment, Ecology, and Forest |
| MoFB | Ministry of Finance and Budget |
| MoID | Ministry of Interior and Decentralization |
| MoNE | Ministry of National Education |
| MoPH | Ministry of Public Health |
| MOU | Memorandum of Understanding |
| MTDN | Minister of Posts, Telecommunications, and Digital Development |
| NGO | Nongovernmental Organization |
| NPP-WSH | National Platform for the Promotion of Water, Sanitation, and Hygiene |
| OD | Open Defecation |
| ODF | Open Defecation Free |
| ODDIT | Organisme de Développement de la Diocèse de Toamasina (Toamasina Diocese Development Organization) |
| ONCD | National Office of Concertation and Decentralization |
| PCDEAH | Plan de Développement Communal en Eau, Assainissement et Hygiène (Plan for Communal Development of Water, Sanitation and Hygiene) |
| PCT | Project Coordination Team |

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| PGDI | Projet de Gouvernance et de Développement Institutionnel (Governance and Institutional Development Project) |
| PGRM | Projet de Gouvernance des Ressources Minières (Mining Resources Governance Project) |
| PHE | Population, Health, and Environment |
| PIC | Projet Pôles Intégrés de Croissance (Integrated Growth Pole Project) |
| PIRS | Performance Indicator Reference Sheet |
| PMP | Performance Monitoring Plan |
| PNI | WASH National Investment Plan |
| PNP-EAH | Plateforme Nationale de la Promotion de l'Eau, Assainissement et Hygiène (National Platform for the Promotion of Water, Sanitation and Hygiene) |
| PPP | Public-Private Partnership |
| PPR | Performance Plan Report |
| PSEAH | Programme Sectoriel en Eau, Assainissement et Hygiène |
| Q2 | Financial Quarter 2 |
| RANO WASH | Rural Access to New Opportunities in Water, Sanitation, and Hygiene |
| RDONE | Regional Director of National Education |
| RDOPH | Regional Director of Public Health |
| RDoWEAH | Regional Director of Water, Sanitation and Hygiene |
| RPGEM | Réseau des Promoteurs de Groupes d'Épargne à Madagascar (Savings Groups Promoters Network in Madagascar) |
| SDG | Sustainable Development Goal |
| SE&AM | Suivi Eau et Assainissement de Madagascar (Madagascar Water and Sanitation Monitoring) |
| SILC | Specialized Investment and Lending Corporation |
| SLC | Structure Locale de Concertation (Local Dialogue Structure) |
| SMILER | Simple Monitoring of Indicators for Learning and Evidence-based Reporting |
| SO | Strategic Objective |
| SOREA | Société de Régulation du Secteur Public de l'Eau et l'Assainissement |
| SRMO | Structure de mise en œuvre de la coordination Régionale (Regional Coordination Mechanism) |
| STEAH | Service Technique de l'Eau, Assainissement et l'Hygiène (Water, Sanitation and Hygiene Technical Department) |
| STEFI | Suivi Technique et Financier (Technical and Financial Monitoring) |
| STH | Soil-transmitted Helminths |
| STTA | Short-term Technical Assistance |
| SWA | Sanitation and Water for All |
| SWAp | Sector-wide Approach |
| SWOT | Strengths, Weaknesses, Opportunities, and Threats |
| TA | Technicien d'Appui (Support Technician) |
| TDY | Temporary Duty |
| TFP | Technical and Financial Partner |
| TOR | Terms of Reference |
| ToT | Training of Trainers |
| USA | United States of America |
| USAID | United States Agency for International Development |
| USG | United States Government |

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| VAT | Value Added Tax |
| VA/PSP | Village Agent/Private Service Provider |
| VSLA | Village Savings and Loan Association |
| WALIS | Water for Africa through Leadership Institutional Support |
| WASH | Water Sanitation and Hygiene |
| WASH-BAT | WASH Bottleneck Analysis Tool |
| WASH-BC | WASH Behavior Change |
| WHO | World Health Organization |
| WMA | WASH Market Assessment |
| WMDP | WASH Market Development Plan |
| WQAP | Water Quality Assurance Plan |
| WSP | WASH Service Provider |

EXECUTIVE SUMMARY

PURPOSE AND OVERVIEW

Madagascar reports some of the worst water and sanitation statistics in the world. According to the World Health Organization (WHO) Joint Monitoring Program, 65% of the rural population lives without access to a viable source of drinking water; 81% lives without access to an improved sanitation facility; and 52% practices open defecation. The \$33 million USAID-funded Rural Access to New Opportunities in Water, Sanitation and Hygiene (RANO WASH) program seeks to increase equitable and sustainable access to WASH services to maximize impact on human health and nutrition and preserve the environment in 250 rural communes of Alaotra Mangoro, Amoron'i Mania, Atsinanana, Haute Matsiatra, Vakinankaratra, and Vatovavy Fitovinany regions of Madagascar. RANO WASH has three strategic objectives:

- 1) To support governance and monitoring at national, regional, and communal levels for sustainable WASH services;
- 2) To increase access to water and sanitation supply through supporting private sector capacity and public-private partnerships for sustainable water and sanitation supply across several regions in Madagascar; and
- 3) To increase good hygiene and sanitation behaviors by identifying and addressing multiple behavioral determinants.

The project was designed using the Sanitation and Water for All (SWA) Collaborative Behaviors¹ and is guided by a system strengthening approach² that establishes the building blocks for sustainable delivery of WASH services. This report presents findings from the midterm review, which evaluated the project's performance from 2018 to 2020 across five criteria, benchmarked progress and contribution towards WASH building blocks, and assessed the effectiveness of the consortium team.

SCOPE AND DESIGN

The RANO WASH team conducted data collection from January to February 2021 to assess the relevance, effectiveness, efficiency, outcomes, and sustainability of the project using a qualitative design in 53 communities. The team also conducted a building block analysis and consortium evaluation with key stakeholders in Antananarivo.

¹ <https://www.sanitationandwaterforall.org/about/our-work/priority-areas/collaborative-behaviours>

² <https://washagendaforchange.org/strong-wash-systems/>

KEY FINDINGS

- The project's strategies have been adaptive and consistent with the project's overall goal and underlying theory. Project activities are aligned with the Government of Madagascar's national and regional plans and priorities.
- RANO WASH is suited to the context and culture of communities, local authorities, and regional technical service teams.

I. GOVERNANCE AND MONITORING

- 1.1. The project set up formal national and regional coordination mechanisms, strengthened planning and budgeting cycles at national, regional, and communal levels; and improved the timeliness and quality of the national monitoring platform. Regional technical teams (DREAH) have also improved their capacity to provide effective support to communes and define regional WASH priorities.
- 1.2. Local governance has been a key leverage point. The commune government-led training package and local government engagement have resulted in increased leadership and political will around WASH, improved capacity to procure and manage contracts for private-public partnerships for service provision, and increased engagement in the supervision of sanitation activities. With the support of the DREAH, communes defined their WASH priorities.
- 1.3. The commune Technical Service for Water, Sanitation, and Hygiene (STEAH) agents have proven effective for managing and overseeing commune WASH activities, particularly in supporting households. Oversight of private operators, however, is weaker.
- 1.4. High degree of multi-level (commune, village, and fokontany) coordination and collaboration among local stakeholders, including mayors and their STEAH, traditional leaders, civil society organizations (CSOs), and community representatives. Local problem-solving gains include tax schemes, investments in public sanitation, and rehabilitation of small water points. An estimated 61% of communes have also increased their WASH budgets – an impressive achievement. This commune network is also connected to regional technical services and the project team.
- 1.5. Local governance and coordination need to incorporate the private sector better, with ongoing, facilitated dialogue and communication with water service providers (WSPs).
- 1.6. An estimated 69% of the project's accountability mechanisms are functional and include tools and approaches like feedback and complaint boxes, public forums and dialogues, and the Community Score Card approach. However, their effectiveness is not yet measured.

2. WATER

- 2.1. The project has 24 operational water supply systems under Public-Private Partnership (PPP) management with an overall potential coverage of over 127,000 water users. However, access to water has not improved as quickly as anticipated, with a total of 13,046 people currently with access to safely managed water services³ and 42,543 with access to basic water services – representing only 14% and 20% of the project's overall targets, respectively. Despite a robust pre- and post-construction training and support plan, private operators still face challenges in increasing their customer base due to a lack of robust marketing, affordability, and knowledge of payment options, as well as lags between receiving connection requests and installing connections.
- 2.2. The PPP process encompassed substantial work from FY2018-FY2020 at the national, regional, and local level, including clarifying roles and responsibilities between water enterprises and communes and improving the capacity of communes to procure and manage water PPPs. Currently, the project offers three types of services: private connection, social connection, and collective water point, as well as other hybrid management and maintenance models and sales of water filters. However, the hybrid management, maintenance, and rehabilitation components have experienced delays.
- 2.3. Post-construction training support should address customer service and service quality to a greater degree. Customers raised several issues, including service interruption, water pressure, and distrust in water meter readings.

3. SANITATION, HYGIENE AND BEHAVIOR CHANGE

- 3.1. The project implements an iterative behavior change strategy informed by rigorous formative research. The "Grow Up Sticker" approach is a multi-level strategy that promotes five key behaviors through an intervention package that includes mass campaigns, group discussions, and home visits. This approach is assessed on a three-month cycle, which has identified best practices and areas for course correction.
- 3.2. The project has achieved a significant increase in basic sanitation coverage, with nearly 77,000 people out of 94,500 targeted (81% of the overall target). Households moving up the sanitation ladder to a limited facility experienced a more moderate increase (48% of overall target) but are still on track. Much of these gains were made in FY2020.
- 3.3. 83% of communities (2,066 out of 2,500) have been declared ODF, and these achievements have begun to trigger a larger-scale certification with one commune declared ODF. Community-led total sanitation (CLTS) was modified to meet contextual needs in a process that involved commune government teams and local authorities.

³ Safely managed: number of people with access to private connections; and Basic services: number of people with access to social connections or collective water points

- 3.4. Respondents noted changes in their behaviors, as well as their larger community, around maintaining a clean environment and clean water. Responses also explained some of the key barriers to eliminating open defecation that led to late adoption or reluctance to participate.
- 3.5. Village saving and loan associations (VSLAs) and model households are key social networks to reinforce behavior change, and contests have effectively mobilized interest and investment in WASH. In total, 50% of VLSA members (11,260 people) have invested in WASH services or products.
- 3.6. Market development for sanitation still needs to gain traction. Latrine technologies and add-ons (pit latrines with slabs, pour-flush latrines with porcelain toilets or Sato-pan, septic tanks, and twin-pit latrines) are promoted in each region, and the local mason remains the strongest link between sanitation service delivery and communities. However, sanitation enterprise development (i.e., business plans) and marketing strategies are still underdeveloped, and alternative service delivery models (e.g., the local mason network in Vatovavy Fitovinany) require more targeted and adapted business management support.
- 3.7. The WASH-friendly schools and health facilities approach has faced bottlenecks at the institutional level. As a result, this component had to re-adjust and add more advocacy-level activities.

4. GENDER AND SOCIAL INCLUSION

- 4.1. The project is supporting the Ministry of Water, Sanitation, and Hygiene (MEAH) to set up a Gender Task Force, whose objective is to promote gender and social inclusion in the sector.
- 4.2. RANO WASH conducts training on gender mainstreaming, and social inclusion approaches both for external stakeholders and project staff, ensuring that actors such as private operators providing WASH services, STEAH, and CSOs are gender-sensitive in their activities so that categories of people are not left behind.
- 4.3. The "Men's Engagement for Women's Empowerment" approach has allowed men and boys to define clear examples of how they can change and monitor negative social gender norms.
- 4.4. The project developed and disseminated implementation guidelines for community-level activities to promote gender equality for all, and particularly for persons with disabilities during the COVID-19 outbreak.
- 4.5. Key informant interviews (KIs) and focus group discussions (FGDs) reference meaningful change in social and gender norms around the household division of labor and menstrual hygiene – women, girls, men, and boys discuss menstrual hygiene, and there is a market for sanitary pads at the commune level.

5. PROCESS

- 5.1. Despite start-up delays and some implementation challenges, the project's strategies have been adaptive and consistent with the project's overall goal and underlying theory.
- 5.2. Learning has largely taken place on an ad-hoc basis rather than as part of a cycle of evaluation and real-time reflection and response.
- 5.3. Training activities are relevant but need to reach lower-level field staff better.
- 5.4. Supervision frequency and local field structure are important to implementation quality but require some reassessment.



Picture 1. Ambatofotsy Commune, Vatovavy Fitovinany

RECOMMENDATIONS

PROGRAMMATIC

1. Ensure the project is reaching stakeholders with accountability mechanisms and that these are facilitating key conversations between the private sector, local government, and communities (Finding 1.6).

Although mechanisms have high rates of functionality (69%), the regional teams should conduct a benchmarking assessment of local dialogue centers (SLCs) and accountability mechanisms to identify communes that have scalable best practices and those that need additional support. Accountability mechanisms or community mobilization efforts should consider facilitating targeted dialogue between WSPs and communes on issues like connection policies, billing and payment, and distrust of water meters. The project could consider conflict management strategies to equip mayors and their teams to mediate and arbitrate existing and potential conflicts.

2. Adopt the system's strengthening approach for a multi-stakeholder engagement at the regional and communal levels (Finding 1.5.).

The regional project teams and commune-level actors can use this approach to coordinate, discuss challenges and problem solve alongside the various project and commune-level stakeholders, including the USAID ACCESS project and other government actors from different ministries. The commune-level coordination spaces should include fokontany and village-level actors, including mayors, traditional authorities/chiefs, and representatives for youth and women.

3. The Water Service Provider (WSP) support package should be expanded to include more coaching on service quality, customer service, and market development (Finding 2.1).

Customer service and service quality were raised by FGD and KIIs as key issues in the project's capacity-building package. The study interviewed three WSPs, and they all voiced a need for additional post-construction supportive supervision in technical and operations components, as well as customer service and service quality (water quality, quantity, reliability, and accessibility). WSPs also need support in linking with financial institutions. Local actors also raised the need for improved regulation and oversight of WSPs.

Regarding water connection and consumption, the KIIs and FGDs revealed affordability challenges, service quality issues, late payments, and low collection rates. This also points to the need for more flexibility in payment options and a post-sales strategy focused on customer service, transparency in transactions, and mediated facilitation between communities and the WSP. WSP training packages will also need to address capacity to re-assess future demand (due to population growth and urbanization), as well as phased expansion (ideally modular) and planning for upgrades that are responsive to demand.

4. Operationalize PPP+ components⁴ (Findings 2.1, 2.2 and 2.3).

The project needs to increase the marketing of water filters and support communes to identify and plan for meeting their water needs. The connection policy of different sites should be reviewed. It may need to be revised for some sites to increase the number of household connections, particularly the connection fee, payment method, and billing frequency. Public good investments that subsidize extensions and lower connection costs should be evaluated as an option to maximize RANO WASH's contribution. The project should conduct a rapid assessment to determine whether buying water from neighbors is a common level of service and review and adapt tariff structures as needed. The project should also develop different models for water services management by private operators for sparsely populated and remote villages.

5. Strengthen the role of the WASH Technical Department (STEAH) in monitoring and oversight of WSP (Findings 1.3, 2.1, 2.2 and 2.3).

STEAHs have been effective in community engagement and supportive supervision for sanitation and behavior change. However, their role in monitoring and oversight of WSPs will need to increase. STEAH may require additional capacity building and coaching so they can fulfill their mandate, including training on technical and financial reports and recommendations.

6. Survey of customer demand and ability to pay (Finding 2.1).

Although the original market assessments cover willingness to pay, the project will need to identify people's ability to pay (e.g., vulnerability and affordability factors) to inform connection policies and pricing levels, customer segmentation, and marketing strategies for sanitation and water services.

7. Sanitation enterprise development to complement findings and recommendations from iDE's support (Finding 3.6.).

Targeted business management training for local masons on production optimization, business planning, and marketing support. Business planning should focus on ensuring that the value proposition is responsive to customer values and needs. Identify medium-sized enterprises (i.e., one-stop-shops) to support their expansion and continue testing and scaling access to microloans through village saving and loan associations (VSLAs) and explore financial products from the formal sector, including microfinance institutions (MFIs).

8. Market development for sanitation should focus on reducing costs of raw material and transport and developing targeted messaging and market activities for laggard households and traditional leaders (Finding 3.6.).

⁴ See Appendix 7 for a summary presentation of PPP models

This will require building on the supply chain analysis from the regional market assessments and identify additional questions to answer through supply chain interviews at the commune and regional level. All respondents noted significant progress in sanitation and behavior change around eliminating open defecation, maintaining a clean environment, and handwashing. Late adopters and laggard households, as well as persistent cultural traditions, have been identified as barriers to uptake.

9. Provide capacity building for commune governments to identify and apply for grant financing (Finding 1.4.).

The project should consider developing a training package for commune governments on resource development, grant writing, and grant budgeting.

PROCESS

10. Review and reassess field-level supervision systems (Finding 5.4.).

RANO WASH should consider reviewing supervision frequency and schedule to gauge whether the frequency is appropriate and how to improve the quality and effectiveness of the project's supportive supervision. Some useful tools include calendars for joint supervision visits with each commune team.

11. Review training schedule with Project Coordination Team (PCT) staff and regional teams (Finding 5.3.).

Conduct a rapid training needs assessment at the regional level, including analyzing tasks (e.g., decision-making, communications, and WASH knowledge), identifying gaps, and refining training materials.

12. Document local governance approach and key wins (Finding 5.2.).

The documentation of the project's key wins, including communal budget increases and tax schemes, as well as helpful strategies, can be shared with other communes, particularly those with less active mayors and weaker collaboration and coordination among local stakeholders. A secondary audience could be sector practitioners interested in replicating an effective local WASH governance approach.

13. Refine learning system (Finding 5.2.).

The regional coordination structures offer a promising platform for reflection, course correction, and uptake of new ways of working. The project should also provide guidance documents to define a cycle of evaluation and quicker real-time reflection and response.

I.0 INTRODUCTION

I.1 WASH PROBLEM ANALYSIS IN MADAGASCAR

Madagascar reports some of the worst water and sanitation statistics in the world and is unlikely to reach the 2030 goal of universal access to WASH services. The impact on health outcomes is clear: diarrhea is a leading cause of child mortality, and UNICEF estimates that 49% of children under 5 are chronically malnourished. The Joint Monitoring Program shows that 65% of Madagascar's rural population lives without access to a viable source of drinking water; 81% lives without access to an improved sanitation facility; and 52% practice open defecation. Due to rapid population growth, the number of people practicing open defecation has increased by 65.2% between 1990 and 2015, increasing the risk of fecal-oral contamination and exposure to environmental enteropathy. Approximately 90% of the poorest quintile of the population lives without access to an improved source of drinking water, and less than 1% of the poorest quintile of the population owns a hygienic latrine⁵.

Challenges to accelerating and expanding the use of improved and sustainably managed WASH services are threefold: weak governance, monitoring, and management capacity; weak private sector WASH supply; and unhealthy behaviors and low demand for WASH services.

I.2 SUMMARY OF THE RANO WASH PROJECT

The Rural Access to New Opportunities in Water, Sanitation and Hygiene (RANO WASH) program is implemented by a consortium led by CARE in partnership with Catholic Relief Services (CRS), WaterAid, and our local partners, BushProof and Sandandrano. The RANO WASH Consortium capitalizes on existing relationships with the Ministry of Water, Sanitation and Hygiene (MEAH); local government; and key stakeholders and coordinates closely with other USAID programs active in Madagascar to address critical gaps in the WASH sector in the six target regions.

The central objective of RANO WASH is to increase equitable and sustainable access to WASH services to maximize impact on human health and nutrition and preserve the environment in 250 rural communes of Alaotra Mangoro, Amoron'i Mania, Atsinanana, Haute Matsiatra, Vakinankaratra, and Vatovavy Fitovinany regions. Since 2017, RANO WASH has helped communities in rural Madagascar create solutions for sustainable and equitable WASH systems so people can live healthier lives and preserve the environment.

RANO WASH has three strategic objectives:

Strategic Objective 1: Support governance and monitoring at national, regional, and communal levels for sustainable WASH services;

⁵ National Millennium Development Goal monitoring survey in Madagascar, 2013

Strategic Objective 2: Increase access to water and sanitation supply through supporting private sector capacity and PPPs for sustainable water and sanitation supply across several regions in Madagascar;

Strategic Objective 3: Increase good hygiene and sanitation behaviors by identifying and addressing multiple behavioral determinants.

The project was designed using the Sanitation and Water for All (SWA) Collaborative Behaviors⁶ and is guided by a system strengthening philosophy.

I.3 JUSTIFICATION AND OBJECTIVE OF THE RANO WASH MIDTERM REVIEW

The monitoring, evaluation, accountability, and learning (MEAL) plan for the RANO WASH project was initially planned for an internal mid-term review after two and a half years of implementation (FY20). However, due to start-up and implementation delays and the onset of the COVID-19 pandemic, the team, instead, completed the midterm review in FY2021, after three and a half years of implementation.

The objective of this mid-term review was to assess the progress and achievements made by consortium members in the implementation of the RANO WASH project since its inception and to evaluate the relevance of the results and progress achieved, taking into account the changing institutional environment. The review also assessed the extent to which the strategic principles (gender, social inclusion, capacity building, and sustainable development) have been reflected in the project's overall progress, including the progress against cross-cutting outcomes or themes, such as gender and environment. The review highlighted difficulties, weaknesses, and constraints encountered during the project implementation period between 2018 and 2020 and offers recommendations to improve multi-year Implementation Plans. Specifically, the mid-term review sought to:

- Assess the quantitative and qualitative progress against the Annual Implementation Plans (AIPs) for fiscal year (FY) 2018 through 2021 and their relevance to existing national policies and programs;
- Assess the sustainability of these results and the contribution of activities to the outputs and outcomes to the WASH system in Madagascar;
- Determine the relevance, effectiveness, and efficiency of the project and verify that the intervention is meeting objectives and targets set at the time of its design;
- Assess the functionality and efficiency of consortium governance and provide recommendations; and
- Assess the efficiency of SWA's building blocks approach to WASH system strengthening and provide recommendations on priorities to address and learn from each region.

⁶ <https://www.sanitationandwaterforall.org/about/our-work/priority-areas/collaborative-behaviours>

2.0 METHODOLOGY



Picture 2. RANO WASH midterm review workshop held on February 22 to 25, 2021

The midterm review included a desk review, key informant interviews (KIIs), focus group discussions (FGDs), and a review workshop with project staff. The mid-term review team included senior advisors from CARE's Water Team, the RANO WASH Deputy Chief of Party, the project's MEAL Director, and the project's Knowledge Management Officer. The following table summarizes the methodology used for each aspect of the midterm review.

Table 1. RANO WASH Mid Term Review Methodology Summary

| KEY ASPECTS | FOCUS OF THE REVIEW | DATA SOURCES | METHODS |
|---------------------------------|--|--|---|
| RELEVANCE | Objectives, strategies, results, and outputs | Documents, reports, interviews with beneficiaries and key informants, and observations | Desk review, individual meetings, interviews, FGDs, field visits, and review workshop |
| EFFECTIVENESS | Quality of outputs, use of outputs, and enhanced capacities | Reports, stakeholders, and beneficiaries | Desk review, interviews, discussions, and review workshop |
| EFFICIENCY | Timeliness and value for money | Reports and interviews | Interviews, stakeholder consultation, and review workshop |
| OUTCOMES | Outcome indicators | Annual surveys, monitoring data, interviews | Desk review, interviews, discussions, and review workshop |
| SUSTAINABILITY | National and local ownership and our mainstreaming strategy | Implementing partners' plans and programs | Implementing partners' plans and programs |
| BUILDING BLOCKS ANALYSIS | Objectives, strategies, results, and outputs; quality and relevance of | Reports, stakeholders, and beneficiaries | Desk review, interviews, and review workshop |

| KEY ASPECTS | FOCUS OF THE REVIEW | DATA SOURCES | METHODS |
|----------------------------|----------------------------|--------------------------|--|
| | outputs and use of outputs | | |
| CONSORTIUM ANALYSIS | Network and collaboration | Reports and stakeholders | Review workshop (URD consortium assessment tool) |

2.1 METHODOLOGICAL APPROACH

2.1.1 Desk review

The mid-term review team conducted a desk review of key project documents, including AIPs, quarterly and annual reports, detailed implementation plans (DIPs), evaluation reports, audits, and other relevant documents to inform our assessment of the design and implementation of the project.

The desk review was a crucial step that allowed the team to understand how the project was developed, as well as the constraints and challenges faced during implementation. The desk review also helped the team identify available learning products and propose adjustments to the learning plan.

2.1.2 Data collection

Quantitative data was not collected for this review. Instead, the review team used routine indicator data from the project's monitoring systems. To collect qualitative data, the team conducted field visits and interviews with beneficiaries to assess their level of satisfaction with the services provided. Data was collected via KIIs or FGDs, depending on the target population. The review team interviewed national and local authorities (at the central, regional, and communal level); community leaders (traditional, religious, and other civil society leaders); project staff; and community members.

For data collection purposes, the team developed an interview guide for key informant discussions and an FGD guide for use with community members. A total of 161 KIIs were conducted with 36 local authorities, 88 community leaders, 24 private sector actors, and 13 members of the RANO WASH team. The team also conducted 46 FGDs, which brought together 472 individuals (248 men and 224 women). FGDs and KIIs were transcribed by 22 enumerators, and data were analyzed using thematic pattern analysis, guided by the conceptual framework in the table above.

2.1.3 Midterm review and learning workshop

A midterm review workshop was held from February 22 to 25, 2021, and involved about 35 participants from the PCT, regional teams, implementing partners, MEAH and USAID. The objective of the midterm review workshop was to use monitoring and evaluation data, as well as field data collected during the midterm review to improve the quality of RANO WASH project implementation. Specifically, the review workshop aimed to:

- Analyze the current situation of the WASH system in Madagascar using the building blocks approach and identify areas for improvement that the RANO WASH project could prioritize;
- Analyze the status of project implementation, both quantitatively and qualitatively, and harmonize the understanding of stakeholders on this subject;
- Identify the strengths and successes of the project and define activities to capitalize on these;
- Identify the project's weaknesses and define activities to help improve implementation;
- Analyze functionality, effectiveness, and efficiency of the consortium; and
- Make actionable recommendations and translate them into a detailed implementation plan for the remainder of the RANO WASH project.



Picture 3. Water Catchment basin and water system in Foulpointe - Atsinanana Region

3.0 FINDINGS

3.1 WASH SYSTEM STRENGTHENING IN MADAGASCAR

Before the February 2021 review and learning workshop, the PCT and regional implementation teams updated their WASH system mapping exercise. It also included a regional benchmarking exercise to provide more nuanced results.

RANO WASH supports nine building blocks: Gender and Social Inclusion, Institutional Arrangements, Sector Coordination and Integration, Monitoring, Strategic Planning, Financing, Service Delivery, Behavior Change, Accountability and Regulation, and Environmental and Water Resources as shown in the figure below.



Figure 1. WASH System Building Block (WaterAid)

For each building block, staff and stakeholders reflected on activities undertaken, changes that have occurred, and other observations on the status of the building block. Results are listed in the table below.

Table 2. RANO WASH Vs. WASH Building Blocks

| BUILDING BLOCK | CURRENT ACTIVITIES | CHANGES TO DATE | DESIRED CHANGES |
|---|--|---|---|
|  <p>Gender and social inclusion</p> | <ul style="list-style-type: none"> - Training for project staff and WASH stakeholders on gender and social inclusion; - Capacity building in business development for women and youth entrepreneurs; - Amplification of women leaders in different platforms and interactive discussion sessions at the community level using CARE's Men's Engagement approach for women's empowerment; - Gender mapping for mayors and RANO WASH staff; - Monitoring progress of men to meet commitments to changing habits; - Celebration of International Women's Day and Menstrual Hygiene Management Day; - Integration of standards for people with limited mobility; and - Development and dissemination of guidelines for community-level activities to promote equality for men, women, | <ul style="list-style-type: none"> - A gender task force, led by the MEAH, holds periodical meetings to promote gender and social inclusion in the WASH sector; - Men, women, people with disabilities, community members and youth, are more involved in consultations, decision-making, and advocacy around improving WASH services; - Households have adopted a more gender-equitable division of labor in some project sites; - Social norms on menstrual hygiene have evolved: men and women speak about it publicly, and many communities have developed a market for sanitary pads; and - Communities have taken steps to ensure that infrastructures comply with health standards. | <ul style="list-style-type: none"> - Increased involvement and meaningful participation (consultation, decision-making, monitoring, and advocacy) of all categories of people; - Technical partners follow norms and standards for people with disabilities and limited mobility; and - Social barriers to healthy behavior, including gendered division of household tasks and taboos around menstruation, are minimized. |

| BUILDING BLOCK | CURRENT ACTIVITIES | CHANGES TO DATE | DESIRED CHANGES |
|--|---|--|--|
|  <p>Institutional arrangements</p> | <p>children, and persons with disabilities during the COVID-19 outbreak.</p> <ul style="list-style-type: none"> - Capacity building of civil society organizations (CSOs), private sector, MEAH, and private water operators; - Communal Project Management training, Public and Private Partnership (PPP) training; - Supporting and strengthening operationalization of structures SLCs (Local Dialogue Structure), CSOs, Water Users Association (ASUREP in French), and private operator groups; - Governance analysis at the communal and regional level; - Association of Water Producers and Distributors in Madagascar (AOPDEM) meetings; - Adoption of common regional WASH objectives by all districts and communes); - Strengthening engagement across institutions in the WASH sector coordination mechanism (SRMO), especially CSOs and private sector; | <ul style="list-style-type: none"> - Mapping for the water infrastructure construction or rehabilitation has been completed; - Communes and regional directorates have fulfilled their mandate to provide WASH services (100%); - Communes are more engaged in the WASH sector; - Regional directorates and communes have implemented development plans, including for WASH priorities identified at the communal and regional levels, like WASH-friendly schools and health facilities; - Two working groups committed to providing WASH services for schools and health centers have come together to develop a common strategy based on communal project management and budgeting for health centers and schools; - The communes have STEAH formed, an agent in charge of WASH within the commune; and - DREAH trained the STEAH and communes and improved the STEAH training curricula. | <ul style="list-style-type: none"> - Contribution of each actor to fill gaps (private sector involvement, local authorities, leaders, etc.); - Capacity building of CSOs to harmonize interventions; - Stronger regional coordination; - Strengthened decision-making and actions by authorities on WASH improvements; and - Self-efficacy of local authorities in implementation planning; and - The regional directorates for WASH (DREAHs) ensure their support roles to the municipalities |

| BUILDING BLOCK | CURRENT ACTIVITIES | CHANGES TO DATE | DESIRED CHANGES |
|---|--|---|--|
| | <ul style="list-style-type: none"> - Reflection and advocacy with other sector actors on access to services for schools and health centers; and - Training-of-Trainers (ToT) and coaching of DREAH to support the communes and train the STEAH | | |
|  <p data-bbox="130 683 352 732">Sector co-ordination and integration</p> <p data-bbox="130 764 352 862">Sector coordination and integration</p> | <ul style="list-style-type: none"> - Regular meetings of the SRMO; - Sector reviews and cluster meetings; - Networking and coordination of actors; - Presentation of previous years' achievements and current year's objectives; - Water, Hygiene and Sanitation National monitoring System (SE&SAM) : printing templates, data upload, data collection - Capacity building of STEAH; - Provision of computer equipment for DREAH and municipalities; - Partnership with the Ministry of Population, Ministry of Public Health, Ministry of National Education and Ministry of Interior and Decentralization; | <ul style="list-style-type: none"> - Dynamism and cohesion of the actors (SRMO periodic meetings, etc.) has improved; - Government, CSOs, community members, and private sector actors are complementary; - All stakeholders are involved and participate in communal planning and decision making; - The number of communes reporting in SE&AM has increased; - Local WASH dialogue and coordination structures exist and are functional in most regions (SRMO) and communes (SLC); - Locally integrated activities between nutrition activities and WASH activities are targeting the same households through behavior change activities; and - There has been an exploration of potential activities where environment-oriented | <ul style="list-style-type: none"> - Improved continuity and dynamism of SRMOs; - Improved effectiveness of SE&AM (timeliness and quality and use of data for decision-making); - Increase the number of communes declared open defecation-free (ODF); - Increased involvement of all sectors, including the private sector; - Activate WASH cluster; - Regional MEAH teams lead sector coordination; - Communes assess their strengths and contribute resources to improving WASH coverage; - Functionality and autonomy of WASH coordination structures at communal and regional levels; |

| BUILDING BLOCK | CURRENT ACTIVITIES | CHANGES TO DATE | DESIRED CHANGES |
|--|--|---|--|
| | <ul style="list-style-type: none"> - Supporting communes in planning, procuring, and monitoring infrastructure; - Partnership with regional nutrition offices and with World-bank funded projects in the region to ensure integration with nutrition activities; and - Piloting Population Health and Environment (PHE) approach: partnership with environmental preservation organizations and health projects. | <p>organizations will provide source protection for existing RANO WASH water systems.</p> | <ul style="list-style-type: none"> - Scaling up the integration of WASH and nutrition activities at household and community level; -Establishing locally-led partnerships with environmental organizations to ensure source protection for the water system; and - Inter-sectoral partnerships led by local authorities to maximize impacts on health and nutrition. |
|  <p>Monitoring</p> | <ul style="list-style-type: none"> - Providing regular update for the Madagascar Water and Sanitation Monitoring program (SE&SAM); - Coaching and training STEAH, DREAH, and communes on WASH monitoring and SE&AM reporting; - Monitoring WASH budgets at the commune level; - STEAH training in information technology for development (ICT4D); and - Reporting on stakeholder activities at SRMO meetings. | <ul style="list-style-type: none"> - SE&AM is frequently updated, and data are transmitted at the regional then national level; - Fokontany, communes, and DREAH are more committed to monitoring activities; - All the communes are working to become ODF; and - Increased availability of RANO WASH data; and - SRMO began undertaking regional sectorial reviews. | <ul style="list-style-type: none"> - SE&AM data is continually and regularly updated, i.e., every three months; - National government to provide regular feedback to communes using SE&AM data; - Budget allocations are made to operationalize the SE&AM; - 25% of RANO WASH communes are ODF; - SE&AM is made to be gender-sensitive; and - Regular, multi-stakeholder review of sector performance. |

| BUILDING BLOCK | CURRENT ACTIVITIES | CHANGES TO DATE | DESIRED CHANGES |
|--|--|---|---|
|  <p>Strategic planning</p> | <ul style="list-style-type: none"> - Development of action plan for SRMO, the communal WASH development plan (PCDEAH), and WMDP; - WASH vision and objectives developed for all communes; and - Supporting the development of the national WASH policy, particularly the consideration of private sector engagement. | <ul style="list-style-type: none"> - Communes are aware of the necessity of PCDEAHs; - 32 municipalities are currently in the process of finalizing their PCDEAH; - Eight communes have validated PCDEAH documents; and - The regional objectives, in accordance with the MEAH performance contracts, have been put in place. | <ul style="list-style-type: none"> - Finalize 20 PCDEAH; - Advocate for full implementation of PCDEAH in each commune; - Establishment of clear WASH policy and objectives at regional and municipal levels; and - 45 municipalities report the use of the PCDEAH document. |
|  <p>Financing</p> | <ul style="list-style-type: none"> - Support, mobilization, and coaching of communes on budgeting and financing; - Regional and communal actors manage expenses and activity implementation; - Identify investor-builder managers; - Supporting 1,704 operational VSLAs; - "Model VSLA" WASH contest; - Promoting local masons and seamstresses to receive VSLA microloans - Linkage of private sector members with financial institutions; and | <ul style="list-style-type: none"> - Increased budget and capacity for WASH financing and investment; - Three GIC have committed to contribute to the WASH sector; - Five communes have demonstrated the use of WASH budgets for the construction of wells and latrines and the rehabilitation and extension of water networks; and - Households and VSLAs have mobilized funds for WASH investments. | <ul style="list-style-type: none"> - Increased financial collaboration between communes and the private sector to improve WASH in communes; - Integration of a systematic WASH budget into the communal budget; - Continued investment in improving drinking water coverage; - Mobilization of VSLAs in ODF communities to improve access to finance, strengthen social cohesion and act as change agents for behavior change; and - Increased investment in the sector by municipalities; |

| BUILDING BLOCK | CURRENT ACTIVITIES | CHANGES TO DATE | DESIRED CHANGES |
|--|--|--|--|
| | <ul style="list-style-type: none"> - Integration of seamstresses and local masons into VSLA groups to improve the supply of sanitation materials. | | <ul style="list-style-type: none"> - 17 communes make public investments in WASH; and - Linkages established between VSLAs and formal finance to ensure the safety of funds and sustainable financing for their members. |
|  <p>Service delivery and behavior change</p> | <ul style="list-style-type: none"> - Training and coaching of masons, seamstresses, and water operators; - Recruitment of private water operators; - Promotion of WASH products and behaviors through VSLA contests, community-led total sanitation (CLTS), households support through the Grow-Up sticker approach, etc.; and - Supporting schools and health centers to improve WASH services. | <ul style="list-style-type: none"> - Household practice of appropriate WASH behavior has increased; - Change of VAT to tax on procurement contracts (TMP) state contribution vs. company payment - Latrine and sanitary napkin product ordering and production has increased; - Private operators have modified their marketing plans and campaigns to increase customer base; - Seamstresses and local masons are borrowing money from VSLAs to improve their businesses; - Authorities are more involved in service delivery; and - All relevant government ministries are working together to develop a common strategy to improve access to WASH services for schools and health centers. | <ul style="list-style-type: none"> - Improved management capacity of managers; - Multiplication and diversification of WASH products; - Increased availability and sustainability of WASH services and increased use of these services by households and communities along with the practice of hygienic behaviors; - Increased engagement and professionalization of the private sector; - Increased number of bidders interested in the contracting process; - Model households demonstrate gender-equitable decision-making, translated into mutual support between genders to adopt healthy behaviors; and |

| BUILDING BLOCK | CURRENT ACTIVITIES | CHANGES TO DATE | DESIRED CHANGES |
|---|---|---|---|
|  <p>Accountability and Regulation</p> <p>Accountability and regulation</p> | <ul style="list-style-type: none"> - Training activities on Community Score Card (CSC) in all communes; - Establishment of idea boxes to increase awareness (with posters); - Community meetings; and - Implement feedback management tools. | <ul style="list-style-type: none"> - The project's hotline (the "green line") is now functional, which allows the project to receive and respond to participant feedback and complaints; and - 68 communes have a functional accountability mechanism in place. | <ul style="list-style-type: none"> - Schools and health centers have access to WASH services and have a management system, including a budget to ensure sustainability - Functional grievance tracking mechanism; - Self-efficacy of municipalities in processing feedback, with the necessary tools; - Support for the processing and return of complaints; and - Inclusive accountability mechanism. |
|  <p>Environment and Water Resources</p> <p>Environment and water resources</p> | <ul style="list-style-type: none"> - Capacity building of local actors (including WSPs, communities, and government) on integrated water resource management (IWRM), monitoring of environmental screening forms (ESFs), and respect for the environment; - Delineation of protection perimeters around water supply systems to protect and conserve water sources and the surrounding ecosystem; - Development of action plans on watershed protection with communes; - Reforestation efforts; | <ul style="list-style-type: none"> - CSOs advocated at the SLC level to protect the watershed and then carried out reforestation efforts; - Communal leaders are more involved in the monitoring of ESFs; - Watershed protection perimeters are now defined; and - Communities are increasingly involved in the monitoring and protection of reforestation. | <ul style="list-style-type: none"> - Scaling up and replicating good practices on IWRM; and - Commitment from regional leaders and other key players in the region to protect the environment and water resources. |

| BUILDING BLOCK | CURRENT ACTIVITIES | CHANGES TO DATE | DESIRED CHANGES |
|----------------|---|-----------------|-----------------|
| | <ul style="list-style-type: none"> - Communal decrees on the delineation of the protection perimeters, protection of the water supply systems works and collaboration with the DREDD in the protection of the watersheds; and - Production and use of a series of educational and promotional tools (Nde Ho Maitso) on environmental issues around the water system and source. | | |

The review workshop also facilitated a building blocks self-assessment among regional teams. Each group identified the strongest block in their region, which block had the best results over the past 12 months, and finally, which block would need improvement over the next 12 months. The results are summarized in the table below:

Table 3. Regional WASH Build Block self-assessment

| Strongest block | Block most improved in last 12 months | Block to improve for next 12 months |
|--|---|--|
| Alaotra Mangoro | | |
|  <p>Coordination and integration: SRMO in place, operational and cost-effective; vision and regional goals have been adopted; and cross-sectoral integration and participation</p> |  <p>Service delivery: Increase in the number of beneficiaries; Adoption of the five key behaviors at the household level</p> |  <p>Financing: Diversification of funding sources and need for a budget to ensure sustainability and coverage (commune government teams)</p> |
| Amoron'i' Mania | | |
|  <p>Institutional arrangements: Actors feel empowered at the regional, communal, and local levels. There is a particular dynamism of the decentralized technical services for project implementation.</p> |  <p>Gender and social inclusion: There has been a considerable increase in activities that incorporate a gender approach.</p> |  <p>Service delivery and behavior change: Private sector engagement and PPPs in water service provision are needed for the region.</p> |
| Atsinanana | | |
|  <p>Service delivery and behavior change: There has been an increase in the numbers of water service providers and ODF communities and implementing a model for managing water services with the private sector.</p> |  <p>Coordination and integration: Establishment of an SRMO, which has led to increasingly active and empowered communities.</p> |  <p>Institutional arrangements: Empowerment of CSOs, SLC, and WASH structures.</p> |
| Haute Matsiatra | | |
|  <p>Coordination and integration: Regional and communal WASH networks are active, which</p> |  <p>Behavior change: Adoption of key behaviors through</p> |  <p>Financing: Funding agreements are needed, as the</p> |

| Strongest block | Block most improved in last 12 months | Block to improve for next 12 months |
|--|--|---|
| allows for more collaboration and joint programming (DREAH, DRSP, DREN, DIRPOP) | local promoters, village agents, and STEAH. | current PPP model is not meeting all water needs. |
| Vakinankaratra | | |
|  <p>Coordination and integration: Alignment of actors' actions with regional objectives; annual follow-up through sectoral reviews; commitment of regional authorities</p> |  <p>Institutional arrangements: Need more clearly defined roles and responsibilities.</p> |  <p>Service delivery and behavior change: Increase the number of ODF communities and increase rates of usage of WASH services.</p> |
| Vatovavy Fitovinany | | |
|  <p>Coordination and integration: All actors are involved in and actively contribute to achieving regional objectives.</p> |  <p>Monitoring: Sharing of achievements between WASH stakeholders in the region, including government and CSOs, to monitor achievements.</p> |  <p>Environment and water resources: Environmental protection, starting with source protection and wastewater management.</p> |

3.2. RANO WASH ACHIEVEMENTS

The sections below are the results of the desk review and data analysis of KIs and FGDs to assess the relevance and effectiveness of the RANO WASH project. Relevance and effectiveness were assessed across each strategic objective, which summary are presented below and further details for each strategic objectives are provided in section 3.3, 3.4 and 3.5, with findings and a discussion on each evaluation criteria.

3.2.1. RANO WASH Relevance

This section aims to answer questions concerning the relevance of the project, specifically:

- Whether strategies, activities, and outputs are consistent with the overall goal and underlying theory of RANO WASH; and
- To what extent RANO WASH is suited to local needs.

The project's strategies have been adaptive and consistent with the project's overall goal and underlying theory. RANO WASH is a complex project that operates at the national, regional, and local levels and engages government, civil society, private sector, and communities. The project's strategies have been flexible and responsive and are being implemented in line with the project's underlying theory and systems strengthening philosophy, including the SWA Collaborative Behaviors and the building blocks approach.

All project activities are aligned with the Government of Madagascar's national and regional priorities. RANO WASH aligns with key sector documents, including Madagasikara Madio, to combat open defecation, as well as national, regional, and communal plans. The project's activities and strategies have also been developed or updated jointly with MEAH and other relevant line ministries (e.g., Education and Public Health), as well as regional technical services (DREAH) and commune government teams. Various and diverse stakeholders across the public and the private sector were engaged in identifying and implementing solutions.

Learning outputs have not been systematic as designed in the proposal. There is a lot of innovation at PCT and the field level, including marketing, payment models, and technologies for PPP water supply jointly developed with the financial sector. However, while the PCT and regional teams are documenting and sharing knowledge, the processes to identify and document innovations, best practices, and challenges have not been systematic. In addition, the cycle of evaluation, real-time reflection, and the response has occurred on an ad hoc basis. Thus, the learning component, as originally planned, has not been fully implemented.

Overall, RANO WASH is suited to the context and culture of communities, local authorities, and regional technical services teams. All respondent groups (community members and representatives from public and private sectors) noted that RANO WASH's contribution to meeting community needs for WASH benefits all community members, regardless of gender. Access to water is the top priority among all respondents, and in communes without water infrastructure or non-functional infrastructure, this was a noted source of tension for respondents. Unmet needs in water service provision include the extension of networks, source protection, and minor and large-scale rehabilitation of WASH infrastructure. Although the project cannot address all of these unmet needs by itself, RANO WASH has developed new ways to increase access to clean water, such as tax generation schemes, elaborating communal WASH plans (PCDEAH), and helping commune governments and citizens to identify repairs and rehabilitations they can fund on their own.

There is a high dependence on subsidies (monetary and material) in Madagascar, which affects the ability of the project to meet needs. This is a complex issue, with many respondents requesting subsidized materials (such as materials for building latrines) and water purification products. For some community members, these requests are not actually based on needs and have created challenges throughout project implementation. Community members, the private sector, and government actors often turn to donor-based funding to deliver WASH services, which creates challenges in enforcing mandates around service delivery and sustainability.

Many Focus Group Discussions (FGDs) revealed water security issues, which were not originally a large component of the project's approach. Respondents noted high seasonal variability, increased periods of drought, and lack of water availability during the dry season as key issues.

There are regional and local desires to expand the project into non-intervention communes. The DREAH teams and mayors noted desires to expand RANO WASH into other fokontany and communes. However, the project cannot cover the totality of the region. FGDs and KIIs reveal that commune selection criteria are sources of frustration for citizens in the communes that are not chosen. There is also a perception that projects like RANO WASH have the mandate to deliver infrastructures rather than the government.

Training activities are relevant but need to reach field staff better. Although training and capacity building are extremely well-received by all participants, KIs reveal that training should be better targeted to include lower-level staff that is more involved in the day-to-day application of skills and knowledge. It was noted that upper-level and managerial staff normally attend trainings and that the messages and skills do not always cascade down.

3.2.2. RANO WASH Effectiveness

This section aims to answer questions concerning the relevance of the project, specifically:

- The extent to which planned activities and outcomes were achieved, undertaken as planned, and delivered on time; and
- The factors influencing effectiveness

Implementation delays affected project performance initially, but the project has made significant gains in the last two years. Implementation delays affected FY2018 and FY2019 performance, but the project has been making significant gains since then, particularly in governance, increasing visibility of PPPs in Madagascar, WSP financing, and sanitation coverage. Main delays included:

- Internal delays in decision-making and procurement affected implementation at the regional level. Internal construction management challenges and delays, including developing and approving ESFs, were addressed in FY2019, so delays became less significant.
- The low quality of consultants has hindered the progress of activities at times, particularly in the development of national sector documents and in market assessments.
- Construction delays have been challenging in all regions due to 1) pre-construction activities and technical studies required to ensure the sustainability of the PPP model; 2) commune mapping and selection; and 3) drawn-out processes for enterprises to secure loans.

Hard-to-reach areas affected by implementation delays. The implementation of activities in some of the more isolated and remote villages and clusters of households can be challenging due to transport and telecommunication challenges. Weather – particularly during cyclone season – can also render some of the targeted communes inaccessible. Some useful approaches have included identifying "call points," where representatives from ultra-remote households and villages have cell phone service and can communicate with field agents. Reporting and exchanges over cell phones are also useful for relaying information and monitoring progress when seasonal cyclones prevent movement.

Regional coordination (project and external) helped maximize impact. The project team identified the potential for establishing co-leadership between regional coordination bodies like SRMO with the DREAH to maximize impacts of multi-level coordination, communication, and collaboration between the network of regional government and civil society and commune, fokontany, and village-level actors.

Supervision frequency and local field structure are important to implementation quality but require some reassessment. Many respondents identified the need for a higher frequency of visits for more effective supervision. Several respondents noted that field agents often cover too many villages. Field agent turnover is high, which affects the quality and frequency of monitoring, supportive supervision, and one-on-one support for the network of community and

regional stakeholders. Agents also reported having difficulty in accessing ultra-remote households. At the local level, these agents offer valuable insights into field-level innovations. They can help identify model households and “entrepreneurial-minded” individuals – for example, one local mason in ALM began producing water filters due to encouragement from their TA. The monitoring and supervision provided by TAs are also mentioned as important motivators for households.

3.2.3. RANO WASH Efficiency

This section aims to answer questions concerning:

- Financial performance against project activities
- The contextual and external factors affecting implementation

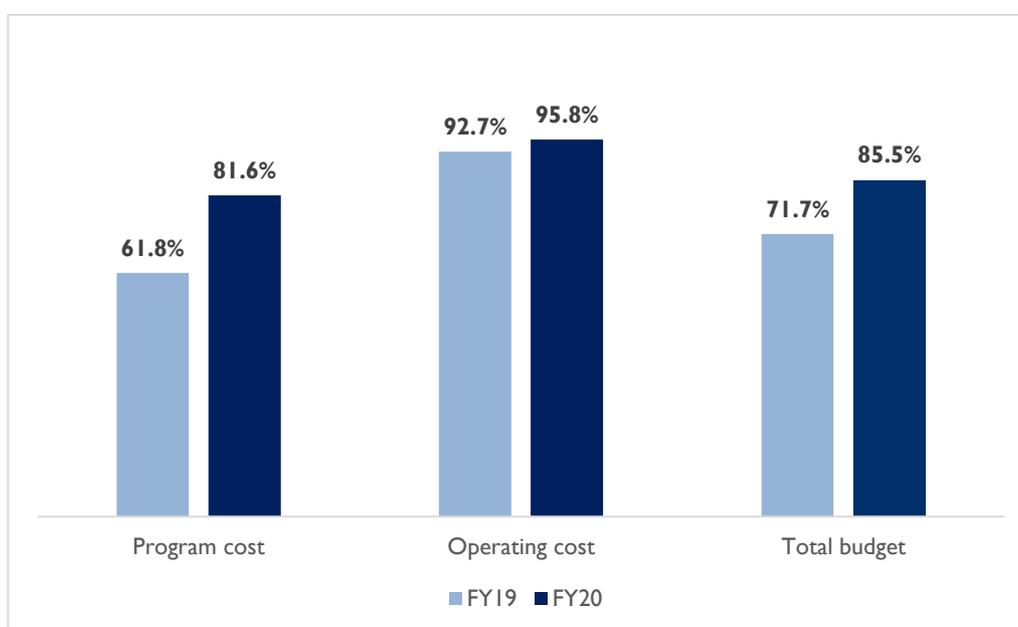


Figure 2. RANO WASH Budget Burn Rate – Program Vs. Support Costs

The project’s financial performance showed marked improvement in FY2019 when the variance between projected and actual spending has decreased. The graph below shows the distribution of the budget consumption across program and operating costs in FY19 and FY2020.

Overall, the burn rate increased from 71.7% in FY2019 to 85.5% in FY2020 even though, in FY2020, restrictions around the Covid-19 pandemic negatively impacted the project implementation in all regions. When comparing program cost to operating cost, the graph shows that in FY2019, the project spent 92.7% of the operating cost against only 61.8% for program cost, which could let question the project efficiency during this fiscal year. The situation in FY2020 was improved with 95.8% and 81.6% of consumption rate respectively for operating and program cost.

Recruitment and phased expansion into new regions did not occur as quickly as planned. The project shifted to a demand-led approach for commune targeting, which is a longer process but will deliver more sustainable results. Changes in project and donor leadership/key personnel between FY2018 and FY2019 also contributed to delays. There were also delays in contracting sub-grantees and staffing regional offices. Regional and field-level recruitment during project start-up was slow, which negatively affected the roll-out of activities. It took most of the FY2019 to scale into new

regions due to delays in opening new regional offices and staffing these, contracting sub-grantees, and selection of new communes, which did not occur until FY20. There were also delays in conducting baseline assessments for the original three regions through FY2019. As of FY2021, the baseline for the three remaining regions has also been delayed due to COVID-19 restrictions.

Several external factors also affected the on-time delivery of RANO WASH activities. Since FY2018, the Ministry in charge of WASH changed three times, resulting in restructuring and turnover of personnel which required the project to re-invest in training and re-orient objectives to align with the priorities of each incoming Minister and teams. The project also underwent a cycle of mayoral elections, which required additional re-investment in training for new mayors and their staff. The project had to recalibrate its regional and national-level strategy as well as the local governance package across the three strategic objectives to account for these factors, which often resulted in a non-linear implementation for several key components at the national level (e.g., sector plan, financing strategy and upgrade of the national sector monitoring platform, SE&AM) and commune (e.g., communal plans and buy-in). Priorities and procedures of other Ministries, including the Ministry of Public Health and Ministry of National Education, have affected the project's intervention in schools and health facilities.

The COVID-19 pandemic caused significant disruption of project activities for seven months. The project shifted to use new approaches and tools such as communication technologies and social media to carry out project activities remotely. RANO WASH uses various platforms such as Facebook group, zoom meeting, google meet, skype, and Teams to communicate with the project team at all levels, government partners, WASH actors, and municipal authorities. The project has continued to strengthen the MEAH at the national and regional levels for the coordination of WASH activities, especially in the fight against COVID-19 and the mobilization of all WASH actors at the communal level for the use of WASH services and the adoption of WASH behaviors as prevention measures in the Communes of intervention. In areas where COVID-19 is not surging, the field staff has been able to resume most normal activities, with modifications: mask-wearing, meeting outdoors, social distancing, etc.

3.2.4. RANO WASH Outcomes

This section aims to understand the main outcomes resulting from the project on the local governance, service delivery and behavior change, and other development indicators. This section aims to answer the following questions:

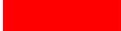
- What are the overall main outcomes of the project for participants and other key stakeholders?
- Did the project have a different outcome for different subsets of the target population, including the poorest and most vulnerable groups? Men and women? Youth?

Achievement of outcome indicators and targets for the entire Life of the Project (LOP) are summarized in the table below. These are tracked by the project's M&E system.

Table 4. RANO WASH LoP Outcome Indicators & Targets

| INDICATOR | TARGET (LOP) | ACHIEVED | % ACHIEVED |
|---|-----------------|----------|---------------|
| # of intervention communes increasing WASH budget | 80 | 49 | 61% |
| Value of new funding mobilized to the water and sanitation sectors as a result of USG assistance | 910,710 | 589,510 | 65% |
| # of intervention communes with functional WASH accountability mechanisms | 200 | 137 | 69% |
| # of WSP/artisans/vendors issued loan products for investment in WASH systems | 100 | 38 | 38% |
| # of people gaining access to basic drinking water services as a result of USG assistance | 210,000 | 42,543 | 20% |
| # of people gaining access to safely managed drinking water services as a result of USG assistance | 90,000 | 13,046 | 14% |
| # of people gaining access to a basic sanitation service as a result of USG assistance | 94,500 | 76,637 | 81% |
| # of people gaining access to a limited sanitation service as a result of USG assistance | 280,500 | 134,895 | 48% |
| # of communities verified as “open defecation free” (ODF) as a result of USG assistance | 2,500 | 2,066 | 83% |
| # of VSLA members who reported investing in WASH services or products (latrine, water connection, etc.) | 22,606 | 11,260 | 50% |

Legend

| | |
|---|--------------------------------------|
|  | Above 50% (50% of the time consumed) |
|  | 50% |
|  | Between 30% to 49% |
|  | Between 20% to 30% |
|  | Below 20% |



RANO WASH / Photos : Dahery Razaka Rafenomanana

Picture 4, VSLA community meeting in Marofaria, Foulpointe, Atsinanana

The project's implementation period is currently at 66%, and most of the outcome indicators are on track comparatively. About 61% of the communes targeted have increased their WASH budget as a result of the system strengthening approach, and the project has supported the mobilization of 65% of new funding for the WASH sector. This is a significant result as these investments, particularly public investments, have a meaningful effect in increasing people's access to WASH services. Also, as a result of RANO WASH's system strengthening approach, more than 69% of the targeted communes have a functional accountability mechanism in place. The project has also demonstrated high performance across behavior change outcome indicators, with respectively 81% of participants with access to basic sanitation services and 83% of targeted communities certified as ODF. Some indicators are underperforming and indicate areas for improvement. These indicators are mostly related to access to water (basic or safely managed). RANO WASH will need to adapt its strategies and activities to focus on increasing demand for WASH services in targeted communities.

In terms of disaggregating access to water per poverty quintile, most people who have access to water are from the second (37.1%) and third (34.7%) quintiles (Figure 3). Few participants (2%) who have access to water are in the first quintile. In a country where 75% of the population lives below the poverty line, this result could be explained by the fact that the poorest households

cannot afford connections, including social connections. The result is similar for the sanitation services, as represented in figure 4 below.

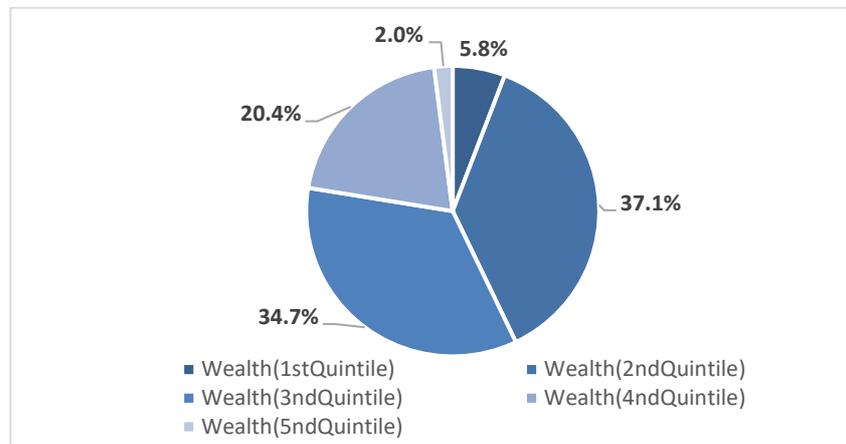


Figure 3. Distribution of people gaining access to water per poverty quintile

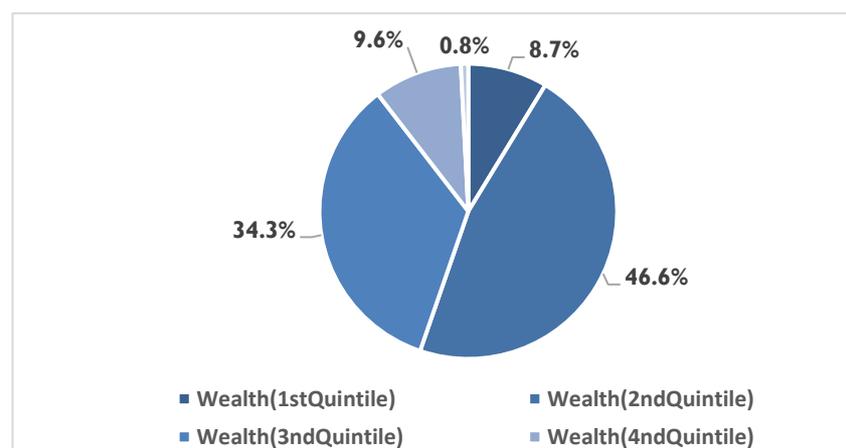


Figure 4. Distribution of people gaining access to sanitation services per poverty quintile

3.2.5. RANO WASH Sustainability

This section addresses the following questions:

- Extent to which the project has been designed and implemented with a strategy for sustainability
- Extent to which activities and results are expected to continue beyond the end of the intervention
- Extent to which activities are being/are expected to be replicated

The project’s systems strengthening approach tackles sustainability by design by focusing on strengthening the actors and the factors (technology, financing, coordination, service delivery, etc.) of the WASH system. The focus on governance and sector functions (e.g., planning, budgeting, and monitoring) at all levels, the STEAH model’s ability to monitor and support WASH services, and improved citizen participation through an active CSO network and feedback mechanisms all work to address institutional sustainability. Financial sustainability has been challenging due to the delays in developing the financing strategy, as discussed in the Relevance and Effectiveness sections.

The financing strategy remains a priority for the project, and major gains have been made – the project is working with the MEAH to cost its sector plan after finalizing the policy and legal frameworks and key sector documents. However, the project has successfully integrated the life cycle costing approach to ensure the MEAH has the capacity to identify the full costs of WASH service delivery, including infrastructure and support systems. At the commune level, the public investments and tax schemes indicate progress towards increasing resources available for WASH. Although market development has progressed at a slower pace than planned, the PPP+ model for water supply and corresponding WSP capacity-building package coupled with gains in behavior change mark important gains in sustainable and quality WASH services. Although interest rates remain high, the project’s work with the formal Malagasy banking sector to develop loan products for WSPs is an important component for sustainable services. The project will need to focus on building sanitation markets and service delivery models.

To address technological sustainability, the project’s pre and post-construction support has developed a small yet capable group of enterprises. The team has also developed several context-driven water quality methods. In line with the environmental sustainability component, the project follows the integrated water resource management (IWRM) approach, and water enterprises have developed different hydrogeological (e.g., hybrid dams) and ecosystem restoration solutions to meet water demands in an environmentally sustainable way. Communities also participate in monitoring and conservation practices (e.g., the “Let’s Go Green” campaign) to increase resiliency against shocks and climate change. Regarding social and behavioral sustainability, the project has been in line with its original goal of redefining gender and social norms and applying behavioral science innovations to its BC strategy to increase and sustain demand.

Orientation and training of project staff, government partners, private sector, and CSOs on topics like the life cycle cost approach and the building blocks and systems strengthening approach contribute to increasing the capacity of actors to apply learning beyond the life of the project. Consultation and coordination with the MEAH and the wider WASH sector in Madagascar have also contributed to sustainability. RANO WASH uses a demand-driven approach to select its intervention communes. The criteria are based primarily on the commitment of commune authorities to prioritize WASH services for the population and institutions within the commune and their interest in mobilizing stakeholders in their commune for inclusive and sustainable WASH services.

The project originally envisioned adapting the Sustainability Index Tool (SIT) for a participatory self-assessment with national and regional government partners across three sustainability benchmarks at national, regional, and community/service provision levels. Instead, the project has used the building blocks approach to analyze progress and gaps in sustainable WASH delivery.

Key risks to sustainability include:

- The profitability of WSPs is vital. Although PPPs are functional, WSPs require support to grow their customer base and diversify revenue streams. WSPs are still not successfully tracking profits.
- The ability to pay among households affects purchases of water and sanitation services despite the demand for these services.
- Election-related turnover among mayors and their staff requires re-investments in training and buy-in in procuring and managing PPP contracts and planning and delivery of WASH services. The risk of turnover is also high at the national and regional levels, particularly during presidential elections.

- Many mayors mentioned concerns with securing financing and adequate human resources/staff to manage WASH. A few also mentioned environmental protection/conservation as necessary. Thus, local government will need support in advocating for more resources from the central government and identifying strategies for conservation and management of water resources.

3.3 STRATEGIC OBJECTIVE I: GOVERNANCE AND MONITORING

3.3.1 SOI Governance and Monitoring Summary Findings

1. The project set up formal national and regional coordination mechanisms, strengthened planning and budgeting cycles at national, regional, and communal levels; and improved the timeliness and quality of the national monitoring platform. Regional technical teams (DREAH) have also improved their capacity to provide effective support to communes and define regional WASH priorities.
2. Local governance has been a key leverage point. The commune government-led training package and local government engagement have resulted in increased leadership and political will around WASH, improved capacity to procure and manage contracts for private-public partnerships for service provision, and increased engagement in the supervision of sanitation activities. With the support of the DREAH, communes defined their WASH priorities.
3. The commune Technical Service for Water, Sanitation, and Hygiene (STEAH) agents have proven effective for managing and overseeing commune WASH activities, particularly in supporting households. Oversight of private operators, however, is weaker.
4. High degree of multi-level (commune, village, and fokontany) coordination and collaboration among local stakeholders, including mayors and their STEAH, traditional leaders, civil society organizations (CSOs), and community representatives. Local problem-solving gains include tax schemes, investments in public sanitation, and rehabilitation of small water points. An estimated 61% of communes have also increased their WASH budgets – an impressive achievement. This commune network is also connected to regional technical services and the project team.
5. Local governance and coordination need to incorporate the private sector better, with ongoing, facilitated dialogue and communication with water service providers (WSPs).
6. An estimated 69% of the project's accountability mechanisms are functional and include tools and approaches like feedback and complaint boxes, public forums and dialogues, and the Community Score Card approach. However, their effectiveness is not yet measured.

3.3.2 SOI Governance and Monitoring: Relevance

Key diagnostic assessments, tools, and training have been delivered as designed – with some experiencing delays. The project adapted and re-defined the road map for each long-term objective, ensuring alignment with changing MEAH priorities. This highlights the complexity and unpredictability of working with national government leadership and national-level sector functions.

However, sustained engagement and mentorship to national and regional MEAH teams has led to improved ability to lead sector coordination (including COVID-19 response), monitoring, planning, and budgeting, and applying lifecycle and systems strengthening approaches.

Multi-level commune governance has been key in meeting needs. Project participants expressed high satisfaction with the regional and local governance activity package.

Key tools like the *Plan Communal de Développement EAH (Communal WASH Development Plans, PCDEAH)* and models like the STEAH have been key to meeting commune-level needs. PCDEAHs have been a good starting point for discussions and meaningful change in the communal WASH budgeting process with municipal councils. The STEAH are also key links between the commune and communities – and the visibility of their role in oversight of WSPs should be improved.

The table below outlines the key "Relevance" findings for **Strategic Objective I: Support governance and monitoring at national, regional, and communal levels for sustainable WASH services.**

Table 5. RANO WASH Relevance for SOI Governance

| INTERMEDIATE RESULTS | FINDINGS FROM DOCUMENT REVIEW | FINDINGS FROM FIELD DATA |
|--|--|--|
| Strengthened government and stakeholder commitment and accountability to sector development | Most activities were implemented as designed, despite delays due to external factors, which led to a readjustment of the timeline for activities. Achievements made by 2021 include updated sector documents and guidance for the use of SE&AM. Joint sector review and financing/resource development strategies not yet developed. | No data collected. |
| Improved sector monitoring, analysis, and learning for influencing WASH policy | Mostly implemented as designed. Delays in the sector plan at the national level delayed regional planning efforts and training packages for the regional Ministry teams. | DREAHs understand their roles and expressed satisfaction with logistical, material, and capacity-building support. DREAHs noted incompatibility between criteria for PPPs and service coverage for remote rural areas. Also noted funding gaps for day-to-day activities. Respondents from project team KIIs noted the importance of learning from the successes in local governance. |
| Strengthened sub-national WASH systems | The project delivered a training and coaching package to commune government teams. However, the reflection sessions on the national regulatory agency (SOREA) and the inter-communal ombudsman model | STEAHs understand their responsibilities; however, their role with regards to technical/financial oversight of WSP was rarely mentioned in interviews. |

| INTERMEDIATE RESULTS | FINDINGS FROM DOCUMENT REVIEW | FINDINGS FROM FIELD DATA |
|--|---|---|
| | (STEFI) did not occur due to low interest by Ministry. | Training and support consistent with community need and surpassed many expectations. The training of mayors and their teams was effective in ensuring their participation and leadership. Respondents noted the utility of project tools and partnerships that promote collaboration and coordination, including STEAH, WASH committees, local promoters, and PCDEAH. Commune governments have accepted their role as "maître d'Ouvrage." |
| Increased community control over WASH services. | Originally planned to prioritize the support (e.g., training) of CSOs in communities benefitting from water infrastructure but changed to support all intervention communes, given the importance of ownership and empowerment. All other components have been implemented as designed. | Some mayors noted challenges in acceptance by traditional authorities. Although the frequency of mentions was low, when CSOs and accountability mechanisms are mentioned, their relevance and usefulness are noted by all respondents. |

3.3.3 SOI Governance and Monitoring: Effectiveness

FY2020 represented a positive shift in SOI gains. The front-end investment that delayed Y1 and Y2 performance (including the sector plan, financing plan, and sector coordination) began yielding results at the national and local levels, including legal and policy frameworks, sector functions, and effective systems at the communal level.

Delay in activities affected the effectiveness of FY2018-2019 implementation. Sector-wide objectives were affected by external factors, including several ministerial changes. In FY2018, the project pivoted to organizing sector actors for quarterly meetings and promoting the sector plan, and discussing results of key tools/analysis (e.g., WASH-BAT and TrackFin) until a formal coordination mechanism was operationalized in FY2019-2020. Initially designed to take a year, the Sector Plan also experienced delays. Fluctuating MEAH priorities prevented this from moving forward, so the project pivoted to conducting bottleneck analyses to help define priorities. Once it was greenlit by the MEAH, the process was again delayed due to the quality of the consultant and a sluggish hiring process. The financing strategy and joint sector review (JSR) had to be pushed back to accommodate this new timeline. Commune development plans were delayed through FY2019 as these required building buy-ins from commune government teams. But, in FY2020, these led to significant wins at the commune level in terms of public investment in WASH.

The commune-wide approach to governance is a key leverage point. The project initially identified commune-level actors as key entry points. However, the integration of fokontany and village-level actors into the network has been beneficial. In Vatovavy Fitovinany, for example, it was

noted that coordination improved once it progressed from the commune level to involving the villages and fokontany. Mayors and their teams see their roles as coordinators, motivators, and supervisors for households and local actors (both communal and project-based) to increase awareness and uptake of WASH services and behaviors. There are varying levels of understanding of roles and responsibilities among mayors and their teams – ranging from just awareness-raising to conducting supervision visits, developing local laws and by-laws on sanitation, and providing public investment for water and sanitation services. Traditional authorities and leaders are also very involved and mostly demonstrate high levels of commitment. As of FY2020, 61% of targeted communes increased their WASH budgets. The variance does not seem to be due to new vs. old regions, so likely it is case-specific. For example, newer regions like Haute Matsiatra report increases in communal budget lines for WASH. While in older regions, community FGDs and KIIs note examples of low to no political will and involvement of mayors and/or traditional authorities. The commune-wide approach and role of commune government as a service authority requires ongoing coaching and supervision for mayors and their teams and further refinement and institutionalization of the commune WASH agents (STEAH). Some examples noted useful strategies for coordination including communes that use master calendars to plan and schedule supervisions/visits – this tool could be helpful for other communes. Although local authorities (municipal and traditional) are mostly engaged, there is no way to measure and document their discrete actions and levels of engagement. Local actors (mayors, CSOs, and community-based associations) expressed the need for support and training in administrative/resource development to identify financing (public and from TFPs) for priorities defined in communal WASH plans.

High levels of local problem-solving have led to context-based solutions in communes. RANO WASH has worked with communes and communities to innovate and find local solutions to their challenges. However, FGDs also reveal some gaps in the visibility and effectiveness of CSOs and accountability mechanisms, as well as some examples of tensions and conflict among 1) WSPs and commune government; and/or 2) WSPs, communities, and commune government. However, across the board, FGDs and KIIs note many examples of positive collaboration and coordination across a network of local stakeholders at the communal and fokontany that conduct awareness-raising and supervise/motivate households.

When mentioned, accountability and local dialogue structures are influential in negotiating for increased public investment and placing pressure on authorities to deliver WASH services. However, the frequency of references was low, so it was difficult to assess how active CSOs are in their respective areas and the frequency/occurrence of public forums, discussions, etc. Many respondents mentioned the need for improved coordination and dialogue across several levels: between commune and fokontany actors, commune and WSP, and community and WSP. The project will need to reinforce accountability mechanisms and local dialogue spaces in every region to ensure these are actively and routinely used as spaces for dialogue and local problem-solving. It is also possible that communities recognize individuals instead of tools and positions.

The table below outlines the key “**Effectiveness**” findings **Strategic Objective I: Governance and monitoring of water and sanitation strengthened for sustainable and equitable WASH service delivery.**

Table 6. RANO WASH Effectiveness SOI. Governance

| INTERMEDIATE RESULTS | FINDINGS FROM DOCUMENT REVIEW | MIDTERM FIELD DATA |
|---|--|---|
| <p>Strengthened government and stakeholder commitment and accountability to sector development</p> | <p>Sector plan and coordination were initially planned for FY2018 but delayed until FY2020 due largely to shifting priorities among each incoming Ministry team. Monitoring and analysis were also mostly implemented as planned. The SE&AM upgrade progressing slowly due to external factors: time and resources had to be coordinated with UNICEF to recruit consultants.</p> | <p>N/A</p> |
| <p>Improved sector monitoring, analysis, and learning for influencing WASH policy</p> | <p>Annual reviews pushed back due to delays in sector plan (FY2019) and Covid-19 (FY2020). All other activities and training/coaching delivered, and DREAHs continue to show increased leadership in coordination and support to communes.</p> | <p>Coordination effective and regional coordination structures are useful platforms. DREAHs need support in addressing region-specific technical challenges (mostly around conflict and water availability). Direct communication between regional and national-level MEAH teams needs improvement. DREAH teams noted the project’s achievements against targets but also flagged concerns in meeting water and ODF targets.</p> |
| <p>Strengthened sub- national WASH systems</p> | <p>The Commune WASH development plans were developed later in the project than anticipated; however, as of FY2020, they yield significant governance gains and increase public investment in WASH at the commune level. STEAH model has been extremely successful and has been adopted by more communes than planned.</p> | <p>STEAH clear asset to their communities –through promotion/raising awareness and facilitating linkages among community-level actors. STEAH and mayors noted effective coordination with the team but recommended more field monitoring visits. STEAH also requested additional equipment/logistical support to reach villages.</p> <p>Project support key in willingness to mobilize taxes and set up local laws/regulations to regulate sanitation. Regional teams note at least two years are required for a commune-wide</p> |

| INTERMEDIATE RESULTS | FINDINGS FROM DOCUMENT REVIEW | MIDTERM FIELD DATA |
|---|---|---|
| | | <p>governance approach to begin yielding gains.</p> <p>WSPs also need support in setting up and using STEFI – there was reticence reported.</p> |
| <p>Increased community control over WASH services.</p> | <p>SLCs and accountability mechanisms set up on time but getting these structures to be operational and effective took until FY2020.</p> <p>Despite the strength and success of the project’s commune-level approach, local political narratives and promises that go against the national payment for water policy can have a negative effect on household motivation to pay for water connections and engage in other activities related to sanitation and hygiene.</p> | <p>Communal councils key in negotiating incremental communal budget increases. Key wins: public WASH investment, coordination, and dialogue.</p> <p>Notable examples of significant wins due to meaningful accountability (e.g., tax schemes, public toilets, and rehabilitated water points). Public consultations and dialogues are noted as useful tools to ensure citizens understand payment for water and the importance of sanitation and hygiene. However, accountability mechanisms are not often mentioned by communities, local governments, or the private sector. FGDs also state challenges in maintaining accountability mechanisms and keeping CSOs active.</p> |

3.4 STRATEGIC OBJECTIVE 2: PRIVATE SECTOR ENGAGEMENT

3.4.1 SO2 Private Sector Engagement Summary Findings

- I. The project has 24 operational water supply systems under Public-Private Partnership (PPP) management with an overall potential coverage of over 127,000 water users. However, access to water has not improved as quickly as anticipated, with a total of 13,046 people currently with access to safely managed water services⁷ and 42,543 with access to basic water services – representing only 14% and 20% of the project's overall targets, respectively. Despite a robust pre- and post-construction training and support plan, private operators still face challenges in increasing their customer base due to a lack of robust marketing, affordability, and knowledge of payment options, as well as lags between receiving connection requests and installing connections.

⁷ Safely managed: number of people with access to private connections; and Basic services: number of people with access to social connections or collective water points

2. The PPP process encompassed substantial work from FY2018-FY2020 at the national, regional, and local level, including clarifying roles and responsibilities between water enterprises and communes and improving the capacity of communes to procure and manage water PPPs. Currently, the project offers three types of services: private connection, social connection, and collective water point, as well as other hybrid management and maintenance models and sales of water filters. However, the hybrid management, maintenance, and rehabilitation components have experienced delays.
3. Post-construction training support should address customer service and service quality to a greater degree. Customers raised several issues, including service interruption, water pressure, and distrust in water meter readings.

3.4.2 SO2 Private Sector Engagement: Relevance

The project meets national priorities and meets sector needs by strengthening a nascent but growing Malagasy private sector. The project's strategies seek to create business opportunities in and for WASH while maintaining people and the environment at the center. Capacity building in technical and financial aspects like business planning and development is more advanced for WSPs than for smaller sanitation enterprises and entrepreneurs. The financial product component is also more developed for water services than for sanitation.

The team is committed to market development, but it has progressed at a slower pace than intended. These kinds of approaches require a lot of front-end investment, including market assessments and building buy-in and understanding among project stakeholders around the concept of private sector engagement and a market approach mindset. The team recruited project staff with marketing and business experience in 2019 to lead these efforts. The approach to the WASH market development plans has evolved to define greater specificity around opportunities and bottlenecks in terms of the business environment.

Pre and post-construction PPP model and capacity building package for commune government and WSPs meets needs and has been a key entry point. The package has been refined and tailored to meet the needs of WSP and commune government teams since FY2018. Key changes included a focus on performance in service management (for example, quality and profitability of services and increasing customer base). KIIs and FGDs revealed areas for additional training modules for the capacity-building package of WSPs and commune government, including a stronger focus on customer service and service quality.

The below table outlines the key "**Relevance**" findings for **Strategic Objective 2**: Increase access to water and sanitation supply through supporting private sector capacity and PPPs for sustainable water and sanitation supply across several regions in Madagascar.

Table 7. RANO WASH Relevance for SO2. Private Sector Engagement

| INTERMEDIATE RESULTS | FINDINGS FROM DOCUMENT REVIEW | MIDTERM FIELD DATA |
|---|---|--|
| Improved WASH products, technologies, services, and business models | Mostly implemented as designed, although market development has progressed slower than expected. The concept of market development is a challenge due to the community-based approach of the team. iDE's ⁸ support had been planned for 2020, but this will now be delivered in 2021. Financial products have focused on water services and VSLA groups. | WSPs, local masons, and seamstresses were highlighted as key community-level service providers. Respondents note that microcredit is often only available to VSLA groups. |
| Improved design, construction & management of WASH infrastructure. | Mostly implemented as designed. The "basic" PPP model is being delivered. Other models (PPP+ and others) have been designed, and a portion of these have been rolled out in the field. | Water is noted as a priority, but there are gaps in meeting needs among communes without infrastructure investment from RANO WASH. It's expensive right now for WSPs to extend their network to reach periphery households and ultra-remote communities, so households rely on open wells or other unsafe sources. |
| Strengthen technical & business skills and competencies | Mostly implemented as designed. Training and coaching packages for WSPs are advanced, while packages to sanitation and hygiene providers are more basic. | WSPs noted satisfaction with pre and post-construction training activities. They recommend more monitoring and supportive supervision for post-construction, including technical and operations. Local-level actors raised the need for improved regulation and oversight of WSPs. There is general satisfaction with water services. |
| Support professional associations, including the AOPDEM | Implemented as designed. Support and development of professional associations have mostly focused on AOPDEM but will branch out to support women and youth organizations. With the support from Villanova University, a certification program for WSPs is underway. | Data not collected. |

⁸ <https://www.ideglobal.org/>

3.4.3 SO2 Private Sector Engagement: Effectiveness

PPP pre-work took significant time but was an important predecessor to a successful model. The PPP process encompassed substantial work from FY2018-FY2020 at the national, regional, and local level to improve the implementation of water PPPs in Madagascar, including clarifying roles and responsibilities between water enterprises and communes, improving the capacity of communes to procure and manage water PPPs, improving the tendering and bidding process and contractual framework for 20-year leases, developing training and coaching packages to professionalize water enterprises and increasing access to finance for water enterprises. Currently, the PPP+ model offers three types of service: private connection, social connection, and collective water point, and other hybrid management and maintenance/rehabilitation models and sales of water filters. However, the hybrid management, maintenance, and rehabilitation components have not been operationalized.

Successfully mobilized interest of domestic private sector with 21 sites managed by 11 enterprises under 20-year invest-build-operate contracts. The project also successfully mobilized the banking sector in Madagascar to provide specific and tailored loans for WSPs. As a result, seven enterprises invested \$175,830 of their own money. Interest rates, however, remain high. Most enterprises had experience and qualifications in construction, but the vast majority required extensive business and management capacity building.

The project has challenges in meeting water targets; however, substantial progress was made in late FY2019 and FY2020. The performance of water (basic water and safely managed water services) targets increased from 0 in FY18 to 5,846 in FY 19 and finally 55,589 in FY20. Construction management, however, has been challenging and not progressing at desired pace due to some timing and sequencing issues of pre and post-construction activities. Time-intensive ESF and their approval by USAID and the development of a unifying construction contract across partners also create additional delays. In addition, pre-construction predecessors require time to develop joint PPP criteria as well as training events for commune government, tendering committees, and WSPs – which are key to the sustainability of the project's PPP model. Technical studies require validation meetings and completed commune selection. The commune selection process was revised in FY19, which created some delay in finalizing commune selection.



Picture 5. Rasoamanana Sina, first female local mason in Mahatsara, Brickville, Atsinanana

Once PPP sites are operational, there is an expected lag during which WSPs seek customers and place water connections. Water quality testing has also been delayed due to the limited capacity of the Institut Pasteur of Madagascar (IPM).

Market development has progressed slowly – particularly for sanitation. An important challenge in engaging the private sector resided in considering them as a development partner and ensuring stakeholders understand and adopt a market-based mindset. WSPs have been exploring and testing product diversification and steadily improving market penetration – although still behind meeting water targets. On the sanitation side, latrine technologies and add-ons (pit latrines with SanPlat slabs, elevated latrine in shallow groundwater areas, latrines requiring water for cleaning made of, pour-flush latrines with porcelain toilets or Sato-pan, septic tanks, and twin-pit latrines) are promoted in each region. Most FGDs mention local masons, and KIIs were conducted among local masons, which continue to be the principal suppliers of latrines and add-ons. However, sanitation enterprise development (e.g., business plans and revenue models) and marketing strategies are still underdeveloped, and local masons have trouble meeting demand. Local masons also requested more supervision, materials, and business management support as well as customer outreach. Hence, market penetration and supply chain cooperation for upgraded latrines is still low. Regions show examples of other service delivery models, including the Vatovavy Fitovinany local mason network and a sanitation co-op in Amoron'i Mania. Some regions note environmental

challenges of rocky (Haute Matsiatra), sandy (Atsinanana), and unstable soil. Vatovavy Fitovinany, in particular, mentioned land tenure issues.

Training for local masons is done, but support systems and supervision is not as robust as those for WSPs. Although local masons receive key capacity building and equipment as well as basic supervision, the RANO WASH team has focused its more sophisticated technical and financial assistance and supportive supervision towards water service providers.

The below table outlines the key “**Effectiveness**” findings for **Strategic Objective 2: Increasing and improving private sector engagement in WASH service delivery.**

Table 8. RANO WASH Effectiveness SO2 Private Sector Engagement

| INTERMEDIATE RESULTS | MIDTERM DOCUMENT REVIEW DATA | MIDTERM FIELD DATA |
|---|--|---|
| <p>Improved WASH products, technologies, services, and business models</p> | <p>WMDPs and review workshops had not been giving the range of results as envisioned, and after a review of the process in FY2020, they are now more effective.</p> <p>The development of a training/coaching package to support providers to implement WMDPs and marketing plans. Regional market assessments were conducted on time, but the analysis was weaker than expected. Support to local masons and seamstresses was delivered as planned.</p> | <p>Water: WSPs note high demand for connections; however, some FGDs noted high connection costs as a key barrier as well as difficulties in paying water bills. There is high demand for showers and bathing-related products, including tubs and buckets. Some regions still rely on river water to meet household needs for drinking, bathing, and laundry. Vatovavy Fitovinany reported high use of Sur’eau to treat water.</p> <p>Sanitation: Latrine masons and seamstresses note high costs of raw materials and lack of access to finance. FGDs noted a lack of low-cost options for some households, and environmental factors affect the uptake of upgraded toilets, particularly in Vatovavy Fitovinany and Haute Matsiatra. The ability to pay (ATP) is a barrier to household purchases across all regions. Older regions note relatively high demand for upgraded “modern” toilets. In newer regions, demand is more variable. High demand for public toilets and waste management. Some respondents noted the need for more local masons. Project staff also note that small providers face supply chain and marketing gaps</p> <p>MHM: Participants noted high availability of sanitary napkins and interest in purchasing products</p> |

| INTERMEDIATE RESULTS | MIDTERM DOCUMENT REVIEW DATA | MIDTERM FIELD DATA |
|---|--|---|
| Improved design, construction & management of WASH infrastructure. | PPP pre-work took time to develop and is a lengthy pre-construction process. Multiple pilots on management models – some are being tested in the field, and others have yet to be rolled out. | There is high demand for water among FGDs and local government, including HHs outside of the WSP service coverage areas and in fokontany with no infrastructure investment. In these areas, HHs rely on springs and wells that are often in disrepair. |
| Strengthen technical & business skills and competencies | Most enterprises had experience and qualifications in construction, but the vast majority required extensive business and management capacity building. The project has provided a robust pre and post-construction package. | WSPs requested need for a higher frequency of supportive supervision to resolve conflict/challenges. FGDs with community actors raise the need for more facilitated interaction between WSPs and community members, particularly around payment options. Atsinanana noted the lateness of promotional connection payments, and Vatovavy Fitovinany noted challenges in late payments due to late/damaged harvests. WSPs have an understanding of service delivery, but uptake of marketing and customer service is still lacking. Many still rely on the project for mass awareness. Not many references to dialogue/linkage with mayors, DREAHs or STEAHs. Some service quality issues among regions where service is at higher thresholds - water pressure, distrust in water meter readings, lack of communication regarding outages/service disruption. |
| Support professional associations, including the AOPDEM | Work with AOPDEM has focused on strengthening its internal operations and is now progressing into improving its ability to engage with national and regional-level actors and platforms. | N/A |
| Operational research | Villanova conducted two studies on transducers and electrochlorinators. Several are ongoing (WSP certification, water customer satisfaction, and factors linked to WSP success) | N/A |
| Advocacy | Delivered and focused on private sector investments for WASH and opportunities in WASH and financial access for water enterprises | N/A |

3.5 STRATEGIC OBJECTIVE 3: BEHAVIOR CHANGE

3.5.1 SO3 Behavior Change Summary Findings

1. The project implements an iterative behavior change strategy informed by rigorous formative research. The "Grow Up Sticker" approach is a multi-level strategy that promotes five key behaviors through an intervention package that includes mass campaigns, group discussions, and home visits. This approach is assessed on a three-month cycle, which has identified best practices and areas for course correction.
2. The project has achieved a significant increase in basic sanitation coverage, with nearly 77,000 people out of 94,500 targeted (81% of the overall target). Households moving up the sanitation ladder to a limited facility experienced a more moderate increase (48% of overall target) but are still on track. Much of these gains were made in FY2020.
3. 83% of communities (2,066 out of 2,500) have been declared ODF, and these achievements have begun to trigger a larger-scale certification with one commune declared ODF. Community-led total sanitation (CLTS) was modified to meet contextual needs in a process that involved commune government teams and local authorities.
4. Respondents noted changes in their behaviors, as well as their larger community, around maintaining a clean environment and clean water. Responses also explained some of the key barriers to eliminating open defecation that led to late adoption or reluctance to participate.
5. Village saving and loan associations (VSLAs) and model households are key social networks to reinforce behavior change, and contests have effectively mobilized interest and investment in WASH. In total, 50% of VLSA members (11,260 people) have invested in WASH services or products.
6. Market development for sanitation still needs to gain traction. Latrine technologies and add-ons (pit latrines with slabs, pour-flush latrines with porcelain toilets or Sato-pan, septic tanks, and twin-pit latrines) are promoted in each region, and the local mason remains the strongest link between sanitation service delivery and communities. However, sanitation enterprise development (i.e., business plans) and marketing strategies are still underdeveloped, and alternative service delivery models (e.g., the local mason network in Vatovavy Fitovinany) require more targeted and adapted business management support.
7. The WASH-friendly schools and health facilities approach has faced bottlenecks at the institutional level. As a result, this component had to re-adjust and add more advocacy-level activities.

3.5.2 SO3 Behavior Change Relevance

Activities align with the project's overall theory and approach to an iterative and responsive behavior change intervention package. RANO WASH conducted formative research in 2018 and 2019 while also implementing a basic package of behavior change activities. In late 2019, the project rolled out the first iteration of the "Grow Up Sticker" approach, which promotes five key behaviors (1) Use of improved and non-shared toilet, (2) Handwashing with soap at three key moments; (3) Use of safe water; (4) respect of food hygiene; (5) respect of menstrual hygiene) through an intervention package that includes mass campaigns, group discussions, and

home visits. This approach is assessed on a three-month cycle, which has identified best practices and opportunities for course correction.

Almost all respondents were able to identify the majority of RANO WASH target behaviors and noted high satisfaction with the project's approach. This shows a high relevance of the behavior change strategy, the identified drivers, and their roles in setting social norms and guiding individual behavior.

The WASH-friendly schools and health facilities approach has faced bottlenecks at the institutional level. As a result, this component had to re-adjust and add more advocacy-level activities. Schools and health facilities are resourced by the government, so the project has to coordinate across multiple actors and multiple priorities. This coordination has been challenging, and certification remains centralized, which affects the ability of the Education and Public Health ministries to provide effective support and certification at the commune level. Thus, the project has advocated for the decentralization of the training and certification process. Moreover, the project plans on focusing more on making sure that health centers and schools supported by the project will have better access to WASH services and that they have the means to manage these services. This includes better involvement of communal authorities, taking advantage of different available public funding, and partnership with the private sector.

The gender strategy has been implemented as designed. There are still instances of gendered domestic responsibilities, such as latrine building (men) and latrine maintenance (women), which shows that the project field teams need to promote gender-equitable roles and attitudes (instead of re-enforcing traditional roles). The project has positively affected national taboos around menstruation and made the topic "easier" to discuss more openly with family and friends. However, some respondents did note that negative perceptions do linger in some areas. Project staff and field teams also received targeted training in gender mainstreaming and social inclusion to transform their views and develop strategies to ensure equitable participation and targeting of beneficiaries.

The table below outlines the key "Relevance" findings for **Strategic Objective 3: Increase good hygiene and sanitation behaviors by identifying and addressing multiple behavioral determinants.**

Table 9. RANO WASH Relevance for SO3 Behavior Change

| INTERMEDIATE RESULTS | FINDINGS FROM DOCUMENT REVIEW | MIDTERM FIELD DATA |
|--|---|--|
| <p>Innovative hygiene and sanitation BC approaches through applied research</p> | <p>FY2018-2019 focused on gaining insight into Population, Health and Environment (PHE) and in FY2020 made significant gains in coordination and joint planning through MOUs. Research studies that were expected have been delayed.</p> <p>The desk review for WASH-Nutrition linkages was conducted on time; however, action research has been delayed. Not tracking nutrition outcomes and developing impact measurement, instead focused on</p> | <p>FGD respondents demonstrate an understanding and internalization of messages – specifically those around reducing open defecation and improving hygiene – supplying examples of changes they have made personally and within their homes.</p> <p>Supply chain actors (WSPs, local masons, seamstresses, and tailors), as well as community actors (local government and households), note high relevance and satisfaction with behavior change messaging.</p> |

| INTERMEDIATE RESULTS | FINDINGS FROM DOCUMENT REVIEW | MIDTERM FIELD DATA |
|---|---|---|
| | joint planning with other actors and contributing to key policy documents. | |
| Improved implementation of WASH BC at all levels. | Implemented as planned. Definition of criteria for safe sanitation evolved to better reflect the situation in the field. The implementation package for schools and health facilities has faced institutional barriers that have delayed certification of WASH-friendly status. | The project has successfully implemented an iterative and responsive behavior change intervention package as designed. CLTS and other demand-generating activities have helped the overall approach meet needs. Sequencing and timing with market development are still being tested. |
| Evidence-based WASH BC and hygiene promotion shared to influence policy and practice | Mostly implemented as planned. Although MEAH is aware of current behavior change approaches, their team has not yet translated this into funded research. | No data collected. |



Picture 6. Student from EPP Ampasimadinika, a WASH friendly school, District Toamasina II, Atsinanana

3.5.3 SO3 Behavior Change Effectiveness

The behavior change strategy has been effective, particularly once it was phased into the implementation package developed from formative research on behavioral drivers. Despite on-time delivery of formative research in FY18, the development of the revised implementation package with the London School of Hygiene and Tropical Medicine was rolled out in FY19. Translation of formative research into intervention design required some time, and tools and guides were not introduced until FY20. FGDs and KIs point to moderate to high levels of social cohesion and collective action around healthy WASH behaviors. For example, respondents demonstrate high knowledge levels of hygiene and sanitation messages and noted changes in their own behaviors as well as their larger community around a clean environment and clean water. This includes the perception that other community members also own and use, or desire to own and use, latrines. Collective action around sanitation and hygiene is stronger in older regions, where there is more redundancy – both through social networks and institutions/authorities. This is less notable for piped water services. The levels of redundancy can also be attributed to the “spillover” effect of the BC strategy, which posited that strategic targeting of villages and fokontany would influence other nearby villages and fokontany to adopt the key behaviors, as well as the involvement of institutions and small social networks like VSLAs. However, some communes/villages still have late majority adopters and also struggle with laggard households.

Sanitation and hygiene gains are most noted by respondents – both in the number of latrines constructed and meaningful behavior change. The positive motivators of self-esteem and pride have proven very effective, and the level of redundancy achieved (which is more noticeable in older regions) has contributed greatly to reported behavior change. CLTS and Follow Up Mandona (FUM) were implemented in cycles and experienced some delays in training facilitators and project staff as well as coordination with the FAA. There was slow progress in sanitation targets in FY2018. However, this has vastly improved in FY2019-2020, with ODF certification occurring at a larger scale (communes vs. just villages/fokontany). CLTS was modified to meet contextual needs, such as institutional triggering for denser villages and small towns and timed social marketing with local masons after triggering and during FUM. The STEAH and other local government leaders were actively involved.

The behavior change strategy and sanitation approach require and benefit from strong local governance. The SOI governance approach has been key in fostering and sustaining behavior change through reinforcement by local authorities that complements social information networks. Many respondents noted key wins when collaborating with local government, including tax-free market stands, commune WASH budgets, and public toilets. This is complemented by local laws and directives (like “Dinas”) and monitoring committees. However, traditions and customs around sanitation and body hygiene are still perpetuated by some traditional leaders and can be key barriers to behavior change.

Some areas still face environmental challenges (unstable soil, high water table, and weak local materials) and weak local governance, and as a result, respondents reported underperformance in sanitation. Villages identify reticent households as barriers to behavior change. In regions like Vatovavy Fitovivany, open defecation is still common in farm/agricultural land. And all regions noted the need for public toilets.

Gender analysis recommendations are integrated into activity design and training curricula both for the project team and project participants. The results obtained from the mayor's maps showed the low rate of women leaders. This led the project to further strengthen

women's leadership. The analysis of private providers also identified the interest of young people under the age of 30 in investing in WASH businesses. This led the project to strengthen these young private operators in entrepreneurship.

National level and policy level activities have mostly focused on dialogue, partnership building, and sharing rather than direction on policy-setting – this kind of influence requires time to gain traction due to the needed social and political capital. For example, the project contributed to the development of the government’s national Madagascar Madio 2025 sanitation strategy and WASH-Nutrition strategy in FY2020. However, the research component for each activity has progressed at a slower pace, with research protocols and agendas defined but not implemented. Covid-19 further delayed these activities.

The institutional WASH component has faced some policy-level challenges that have negatively affected field-level implementation. These policy challenges required the RANO WASH project to shift priorities towards advocacy and national-level discussions with Ministries of Education and Public Health. Institutional bottlenecks with MPH delayed coaching and training to health facilities and certification.

The table below outlines the key “**Effectiveness**” findings for **Strategic Objective 3: Adoption and acceleration of healthy behaviors and use of WASH services.**

Table 10. RANO WASH Effectiveness SO3. Behavior Change

| INTERMEDIATE RESULTS | MIDTERM DOCUMENT REVIEW DATA | MIDTERM FIELD DATA |
|---|--|--|
| Innovative hygiene and sanitation BC approaches through applied research | <p>Basic BC package delivered in FY18 and Grow up Sticker approach launched in FY19 and evaluated and iterated in FY20.</p> <p>Slow progress of PHE and WASH-Nut in FY18-19. FY20 resulted in joint planning and coordination with other actors and projects for PHE. WASH-Nut focused on the integration of nutrition-sensitive messaging into BC messaging, active participation, and contribution in regional and national dialogues.</p> | <p>Cleanliness and a clean environment important motivators and linked to the positive motivators highlighted by formative research (pride and self-esteem). Women are mentioned as involved in decision-making.</p> |
| Improved implementation of WASH BC at all levels. | <p>The sanitation strategy underwent modifications that led to substantial progress against targets in FY20 despite a slow start in FY18.</p> | <p>Targeted sanitation and handwashing behaviors are often mentioned by all respondents. BC activities have reached early adopters and late majority, but respondents noted challenges among laggard households. VSLAs</p> |

| INTERMEDIATE RESULTS | MIDTERM DOCUMENT REVIEW DATA | MIDTERM FIELD DATA |
|--|------------------------------|---|
| | | <p>and model households (sometimes overlap) are key social networks to reinforce BC, and contests have been effective in mobilizing interest and investment in WASH. VSLA competitions and model households have been key in motivating households and reinforcing behaviors within social networks.</p> <p>Local authorities and traditional leaders have been key change agents. Most respondents note an improved participation of mayors and their staff in WASH, particularly in WASH budget lines and supervision & motivation of households. Other key local laws and by-laws include “Dina’9s” and construction permit processes requiring toilets/showers.</p> |
| <p>Evidence-based WASH BC and hygiene promotion shared to influence policy and practice</p> | <p>N/A</p> | <p>No data collected</p> |

⁹ Dina” is a Malagasy term that refers to a traditional community regulation to manage resources in an efficient way. The dina is meant to reduce conflict between national laws and local customs and social norms and strengthen social cohesion. Rules, roles, and responsibilities are defined within Dina and can be legally recognized.

3.3. RANO WASH CONSORTIUM ASSESSMENT

As the final piece of the midterm review, the project conducted a consortium evaluation using a tool developed by Groupe URD and based on the continuous improvement self-diagnostic model (MADAC)¹⁰. A total of 18 consortium participants submitted self-reported assessments and represented RANO WASH PCT and regional staff, local implementing partners, USAID/Madagascar staff, CRS Madagascar, WaterAid Madagascar, CARE Madagascar, and CARE USA.

3.3.1. Consortium's internal processes



Figure 5. RANO WASH Consortium Internal Processes

The assessment of consortium processes covers strengths and weaknesses in:

- Organization (how the consortium is structured and led)
- Operational implementation (how activities are implemented within the consortium)
- Resources Management (use of resources, including HR, financial, etc.)
- Capacity building (using and building the expertise of organizations and individuals)
- Monitoring and Results (how information is collected, analyzed, and used)
- Process (the coordination and synergies of the different stakeholders)

The graph to the right summarizes the results. Overall, the results are quite good for all the criteria as all the scores are above 2.5 out of 4. Results are mostly similar for all respondents, with a slight difference in capacity building and monitoring & results.

Concerning **capacity building**, consortium members at the national level provided a good rating while their regional offices identified capacity building as an area for improvement. At the national level, consortium members mentioned that during design and start-up, the team conducted an

¹⁰ <https://f3e.asso.fr/madac/>

analysis of organizational capacities (human resources, materials, training needs, etc.). In addition, a company/organization sheet was required at the outset. Also, multiple trainings were provided to the team on several topics, including compliance training, REG, PPP training, good governance, MEAL, and use of the SESAM. Thus, according to national-level consortium members, trainings were carried out according to the needs of participants and staff. Regional teams, on the other hand, mentioned that the project provided insufficient capacity building and did not recall either the capacity assessment or the capacity building plan. Regional teams emphasized the importance of the continuous capacity building to ensure consistent implementation of the project.

Concerning **monitoring and results**, the gap between the national and regional teams is also wide. This aspect was well scored by consortium members at the national level who mentioned: (i) MEAL mechanisms in place at each level despite some gaps in definition/understanding; (ii) monitoring plan set up and shared with the entire project team and at all levels; (iii) workshops for a common understanding of the MEAL system; (iv) dedicated MEAL staff at PCT, regional and implementation partner level; (v) monitoring data reported and shared in a systematic way; (vi) frequent review meetings at national and regional level (e.g., Senior Management Team meeting, Project Steering Committee meeting, Regional review meeting, etc.). National-level respondents also identified areas for improvement, including (i) better coordination with program managers on project's implementation and performance status to facilitate decision-making, course correction, and cross-regional learning uptake; (ii) more efficient consortium leadership meetings and tools/processes for tracking recommendations; and (iii) improved collaboration between MEAL and program teams within the consortium.

Regional team perspectives differ from national observations. Regional staff does note a systematic exchange between regions and knowledge of project achievements. However, the methodology of counting beneficiaries is not clear for some indicators, especially among program staff. A dashboard has been set up to monitor the project's progress, but sometimes the meaning of the indicators is not well known or is understood late into implementation, especially for SOI indicators.

3.3.2. Consortium performance

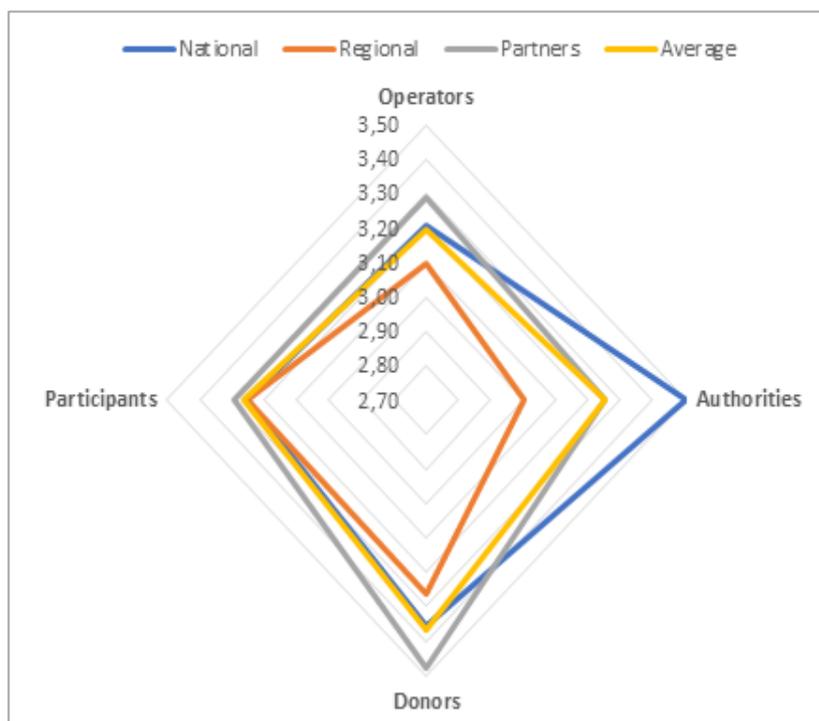


Figure 6. RANO WASH Consortium - Capital Gains

The assessment also measured the effectiveness of the consortium to identify strong points and areas for improvements across four key audiences: 1) member organizations (Operators); authorities of the intervention zone (DREAH and communes); USAID (Donors); and project recipients (Participants). The results are summarized in the graph to the right. Scores are all good, with the minimum score around 2.9 out of 4. Compared to the process portion of the assessment, there are visible differences in the effectiveness of the consortium for authorities, donors, and operators. The scores are similar for results concerning effectiveness for project participants.

Concerning **authorities**, national and regional project staff report conflicting results. National offices note satisfaction, while regional offices note several gaps. For national offices, (i) the authorities at each administrative level are clear; (ii) sector coordination structure at the regional and communal level makes it easier to connect with authorities; (iii) the project emphasizes communes as project managers to ensure sustainability; and (iv) the project works with key ministries including MEAH, MSP, MEN, MID, Min Pop and their regional directorates. National-level respondents also mentioned some areas of improvement, such as (i) Sharing the consortium’s vision; and (ii) providing more resources to the DREAH and communes. On the other hand, regional offices rated the project’s effectiveness among authorities lower.

Concerning the effectiveness of RANO WASH among **operators**, the results are different depending on the type and level of organization. While national offices of each organization rated this component as average, regional offices rated it as below average and implementing partners as above average. Regional offices mentioned that the Covid-19 pandemic was an obstacle to strengthening links between emergency and development interventions, and there is a gap in capacity for research, innovation, and learning. Implementing partners, on the other hand, express satisfaction with the cooperation and complementarity with operators, the opportunity for

increased voice and power in policy development, and the increased mutual capacity for research, innovation, and learning among members.

National offices of consortium members reported that the consortium's strengths are mostly: (i) exchanges and reviews that are shared between consortium members ; (ii) diversity and complementarity ; (iii) participation in WASH cluster meetings (although it's difficult to mix the development and emergency budgets) ; (iv) emergency activities such as plague, measles, COVID-19; and (v) effective participation in the development of the National Sector Policy and Strategy. In terms of area of improvement, there is a need to strengthen documentation to enhance knowledge at the level of each organization and to further analyze data to inform decision-making and capitalize on the complementarity between operators.

Across **donors**, national offices of consortium members rated the consortium as average as the project is on track to achieve objectives outlined in the initial application and contractual commitments. Another positive point is the strong coordination and synergy in the project, which does require ongoing support. The project successfully influenced national initiatives, especially the adoption of the systems strengthening approach by the MEAH. This was the result of multiple training events provided to local authorities and advocacy conducted with the MEAH. Recommendations included ensuring that project objectives and key strategic and direction points are more effectively shared throughout the implementation process and that each organization and regional teams have a common understanding of the project's vision.

3.3.3 Other strengths and weaknesses of the consortium

The review workshop also identified some strengths and weaknesses not captured by the URD tools. In terms of strengths, workshop participants mentioned that:

- All the consortium members have strong expertise, extensive experience and are complementary in implementing the RANO WASH project.
- The role of each consortium member in the RANO WASH project is very clear and in line with its domain of expertise.
- Each organization contributes to meet cost-share requirements
- The project is in line with the policy advocated by the Malagasy government (which is supported by the members of the consortium)
- RANO WASH has improved financial monitoring and analysis throughout the project, and financial resources are more efficiently managed by the consortium

In terms of areas of improvement, participants emphasize that there is not enough space to share experience, expertise, and documentation. This also includes insufficient support from regional sub-offices and HQs of each organization and insufficient capitalization of consortium members' prior experience. Another challenge identified included delays in decision-making and procurement processes. Participants mentioned that approval processes were long and often delayed + implementations. This includes approval at the PCT level as well as approval by USAID. Both the quality and quantity of communication between PCT and regional offices are sub-optimal and were insufficient to support regional teams to improve implementation. Finally, the centralization of the communication team at the PCT level prevented support to regional teams for communication and prevented consultation with regional teams on the preparation of communication materials.



Picture 7. Célestine, a model household in Niarovana Caroline

4.0 CONCLUSIONS AND RECOMMENDATIONS

4.1. SUMMARY OF THE FINDINGS

Overall, RANO WASH has achieved significant and important gains for the WASH sector in Madagascar at the national, regional, and communal levels. Implementation has been non-linear and underscores the complexity of a systems approach and working with the government, which require continuous assessment of approaches to identify leverage points, new focus areas, and opportunities – and often difficult to capture in yearly implementation plans and monitoring systems. The building blocks analysis has been a useful tool to help the project re-assess approaches and strategic direction as well as benchmark progress.

National-level governance activities like the sector plan, monitoring platform, and coordination, for example, required adaptive approaches and patience, while commune-level planning required front-end investment in capacity building to get commune government teams onboard. These factors created opportunities at the commune level that have shown gains in local governance (e.g., WASH public investment), sector functions (coordination with DREAH, use of SE&AM, and WASH development planning), institutional arrangements (e.g., the capacity of communes to procure and manage PPPs), and some components of service delivery (e.g., behavior change, basic sanitation coverage and access to water). The moderate to high uptake of responsibility and engagement of mayors and their teams is another major accomplishment as local government can be left behind or not fully integrated into WASH projects. The project's behavior change, and local governance approaches enabled collaboration and coordination among a complex network of stakeholders and fostered local problem solving and collective action around WASH and MHM.

The project has also implemented a robust and iterative PPP model to address management structures, design and financing, effective and ongoing professional support, and business planning – all with a focus on equity and the environment. WSPs require ongoing support both for technical and operations in addition to business development, marketing, and customer service. Customer thresholds needed for profitability are still not met, presenting risks of low revenue and demand as well as underperformance of water access targets. More robust and targeted marketing strategies and a focus on customer service and service quality should be addressed more fully in training modules. Oversight of PPPs, both from the commune (e.g., mayors and STEAH) and community (e.g., accountability and regulation), must also be strengthened to ensure the PPP model remains equitable and responsive to both willingness and ability to pay. The hybrid management and maintenance models of the project's PPP+ strategy present key opportunities to address these challenges and will need to be operationalized at a larger scale.

While the project adapted most of its approaches, market development for sanitation and water did not adapt as quickly, leading to implementation delays and sluggish performance against basic sanitation targets. A prolonged start-up phase and construction delays also contributed to implementation delays. Lastly, despite important gains and iterative design, the project's learning system has not allowed the project to share its successes, innovations, and knowledge as widely as it could.



Picture 8. USAID visit in November 2020 - Alaotra Mangoro

4.2. MAIN RECOMMENDATIONS

PROGRAMMATIC

I. Ensure the project is reaching the people that it wants to reach with accountability mechanisms and that these are facilitating key conversations between the private sector, local government, and communities (Finding I.6).

The project will need to ensure accountability mechanisms and local dialogue spaces are actively and routinely used as spaces for dialogue and local problem-solving. Although mechanisms have high rates of functionality (69%), the TAs or regional teams should conduct a benchmarking assessment of SLCs and accountability mechanisms to identify communes that have scalable best practices and those that need additional support. Customer relations are also important in driving demand. SLCs/accountability mechanisms or community mobilization should consider facilitating targeted dialogue between WSPs and communes on issues like connection policies, billing and payment, and distrust of water meters. The project could consider conflict management strategies to equip mayors and their teams as well as CSOs and communities, so local actors are able to mediate and arbitrate existing and potential conflicts.

2. Extend the project's systems strengthening approach for a multi-stakeholder engagement at the regional and communal level (Finding 1.5.).

Regional project teams and commune-level actors can use this approach to coordinate, discuss challenges, and problem solve among the various project and commune-level stakeholders, including the USAID ACCESS project, DREAH, and other government actors from different ministries. The commune-level coordination spaces should include fokontany and village-level actors, including mayors, traditional authorities/chiefs, and representatives for youth and women.

3. WSP support package expanded and includes more coaching/mentoring on service quality, customer service, and market development (Finding 2.1).

Customer service and service quality were raised by FGD and KIIs and will need to be key issues in a capacity-building package. The study only interviewed 3 WSPs, and they voiced a need for additional post-construction supportive supervision in technical and operations components as well as customer service and service quality (water quality, quantity, reliability, and accessibility). WSPs also need support in linking with STEFI. Local-level actors also raised the need for improved regulation and oversight of WSPs. Regarding water connection and consumption, the KIIs and FGDs revealed affordability challenges and some service quality issues, late payments, and low collection rates. This points to the need for more flexibility in payment options and a post-sales strategy focused on customer service, transparency in transactions, and mediated facilitation between communities and the WSP (e.g., CSC report card or public forum). The barrier analysis the team will conduct on uptake of water services will surface factors to inform the WSP's marketing and value proposition. As revenues and demand increase, WSP training packages will need to address capacity to re-assess future demand (due to population growth and urbanization) as well as phased expansion (ideally modular) and planning for upgrades that are responsive to demand.

4. Operationalize PPP+ components (Findings 2.1, 2.2 and 2.3.).

More intense marketing of water filters and scaling and reinforcing the intervention package of targeted rehabilitation and supporting communes to identify and plan for meeting water needs. The connection policy of different sites should be reviewed and may need to be revised for some sites to increase the number of household connections – particularly the connection fee, method of payment, and frequency of billing. Public good investments that subsidize extensions and lower connection costs should be evaluated as an option to maximize RANO WASH's contribution. The project should conduct a rapid assessment to determine whether buying water from neighbors is a common level of service and review and adapt tariff structures as needed.

5. the role of STEAH in monitoring and oversight of WSP (Findings 1.3, 2.1, 2.2 and 2.3).

The STEAH have been effective in community engagement and supportive supervision for sanitation and behavior change; however, their role in monitoring and oversight of WSP will need to increase. STEAH may require additional capacity building and coaching so they can fulfill their mandate to provide oversight and financial monitoring of the WSPs, including technical and financial reports and recommendations.

6. Survey of customer demand and ability to pay (Finding 2.1).

Although the original market assessments cover willingness to pay, the project will need to identify the ability to pay data (e.g., vulnerability and affordability factors) to inform connection policies and pricing levels, customer segmentation, and marketing strategies for sanitation and water services.

7. Sanitation enterprise development to complement findings and recommendations from iDE's support (Finding 3.6.).

Targeted business management training for local masons to optimize production (producing excess stock, forecasting sales, etc.), business planning, and marketing support. Business planning should focus on ensuring that the value proposition is responsive to customer values and needs. Identify medium-sized enterprises (i.e., one-stop-shops) to support their expansion (if interested) and continue testing and scaling access to microloans through VSLAs and explore financial products from the formal sector, including MFIs.

8. Market development for sanitation should focus on reducing raw material and transport costs and developing targeted messaging and market activities for laggard households and traditional leaders (Finding 3.6.).

This will require building on the supply chain analysis from the regional market assessments and identify additional questions to answer through supply chain interviews at the commune and regional level. All respondents noted significant progress in sanitation and behavior change and the importance of eliminating OD, maintaining a clean environment, and handwashing. Late adopters and laggard households, as well as persistent cultural traditions, are barriers to uptake.

9. Once national-level financing strategy is finalized, provide capacity building for commune governments to identify and apply for grant financing (Finding 1.4.).

The project should consider developing a training package for commune governments on resource development, grant writing, and grant budgeting.

PROCESS

1. Review and reassess field-level supervision systems (Finding 5.4.).

RANO WASH should consider reviewing field structure and supervision frequency and scheduling (TA's and SZ's as well as community structures like STEAH, LPs, AC's and KRFF) to evaluate the existing supervision system and gauge whether the frequency is appropriate and how to improve quality and effectiveness of the project's supportive supervision. Some useful tools include calendars for joint supervision visits between SD/BP and each commune team.

2. Review training schedule and plan and validate with PCT staff and regional teams (Finding 5.3.).

Conduct a rapid training needs assessment at the regional level, including analyzing tasks (e.g., decision-making, communications, and WASH knowledge), identify respective gaps, and refine training materials.

3. Document local governance approach and key wins into a guidance document (Finding 5.2).

The documentation of the project’s key wins, including communal budget increases and tax schemes as well as helpful strategies, can be shared with other communes, particularly those with less active mayors and weaker collaboration and coordination among local-level stakeholders. A secondary audience could be sector practitioners interested in replicating an effective local WASH governance approach.

4. Reassess the learning system (Finding 5.2).

The regional coordination structures offer a promising platform for reflection, course correction, and uptake of new ways of working. The project should also provide guidance documents for regional teams to define a cycle of evaluation and quicker real-time reflection and response.



Picture 9. Water user in Ambatofotsy – Ikongo, Vatovavy Fitovinany

APPENDICES

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APPENDIX I RANO WASH MID-TERM REVIEW SCOPE OF WORK

| | |
|--|--|
| Project Name: | Rural Access to New Opportunities in Water, Sanitation, And Hygiene, Madagascar (RANO WASH) |
| Activity Start Date and End Date: | June 15, 2017—June 15, 2022 |
| Name of Prime Implementing Partner: | Cooperative for Assistance and Relief Everywhere Inc (CARE) |
| Cooperative Agreement Number: | AID-687-A-17-00002 |
| Name of Subawardees | Catholic Relief Services (CRS), WaterAid, BushProof and Sandandrano |
| Geographic Coverage | <u>250 communes in 6 regions:</u> Alaotra Mangoro, Amoron'i Mania, Atsinanana, Haute Matsiatra Vakinankaratra, and Vatovavy Fitovinany regions, Madagascar |

I. CONTEXT OF THE MID-TERM REVIEW

I.1 WASH CONTEXT IN MADAGASCAR

Madagascar reports some of the worst water and sanitation statistics in the world and is moving away from the 2030 goal of universal access to WASH services. The impact on health outcomes is clear: diarrhea is one of the leading causes of child mortality, and UNICEF estimates that 49% of children under five years of age suffer from chronic malnutrition. The Joint Monitoring Program for Improved Drinking Water Source shows that 65% of rural populations live without access to sustainable sources of drinking water, 81% without access to improved sanitation, and 52% practice open defecation. Due to rapid population growth, the number of people practicing open defecation increased by 65.2% between 1990 and 2015, increasing the risk of fecal-oral contamination and increased exposure to environmental enteropathy. About 90% of the poorest wealth quintile live without access to an improved drinking water source; less than 1% of the poorest wealth quintile have a hygienic latrine (ENDSOMD, 2013).

The challenges for accelerating and expanding the use of improved and sustainably managed WASH services are threefold: weak WASH governance, monitoring, and management capacity; weak private sector/WASH supply; and unhealthy behavior/low demand for WASH services.

To address these issues, the Rural Access to New Opportunities in Water, Sanitation and Hygiene (RANO WASH) project, implemented by Care International in consortium with CRS, WaterAid, BushProof, and Sandandrano, aims to increase equitable and sustainable access to water, sanitation and hygiene; maximize the impact on human health and nutrition, and preserve the environment in 250 rural communes in six priority regions: Vatovavy Fitovinany, Atsinanana, Alaotra Mangoro, Amoron'i Mania, Haute Matsiatra and Vakinankaratra.

I.2 SUMMARY PRESENTATION OF THE RANO WASH PROJECT

USAID awarded the five-year Cooperative Agreement AID-687-A-17-00002 for the USAID The Rural Access to New Opportunities in Water, Sanitation, and Hygiene Project (RANO WASH) to Cooperative for Assistance and Relief Everywhere Inc (CARE), on June 15, 2017. CARE manages the RANO WASH consortium that includes partners Catholic Relief Services (CRS), WaterAid, BushProof, and Sandandrano to implement the Project.

RANO WASH aims to increase equitable and sustainable access to water, sanitation, and hygiene services; maximize the impact on human health and nutrition, and preserve the environment in 250 rural communes in six high-priority regions: Vatovavy Fitovinany, Atsinanana, Alaotra Mangoro, Amoron'i Mania, Haute Matsiatra, and Vakinankaratra.

The project develops a systematic partnership with national and regional governments, water and sanitation institutions, communes, private sector actors, civil society organizations, and beneficiaries to achieve the objective of implementing a strategic set of supporting activities that contribute to three interrelated strategic objectives:

1. Strengthening the governance and monitoring of water and sanitation
2. Increasing private sector engagement in WASH service delivery
3. Accelerate adoption of healthy behaviors and use of WASH services

DEVELOPMENT HYPOTHESIS STATEMENT

IF WASH governance and systems, and capacities to manage WASH services accountably are strengthened;

IF quality WASH products and services are reliably available and affordable for all; and

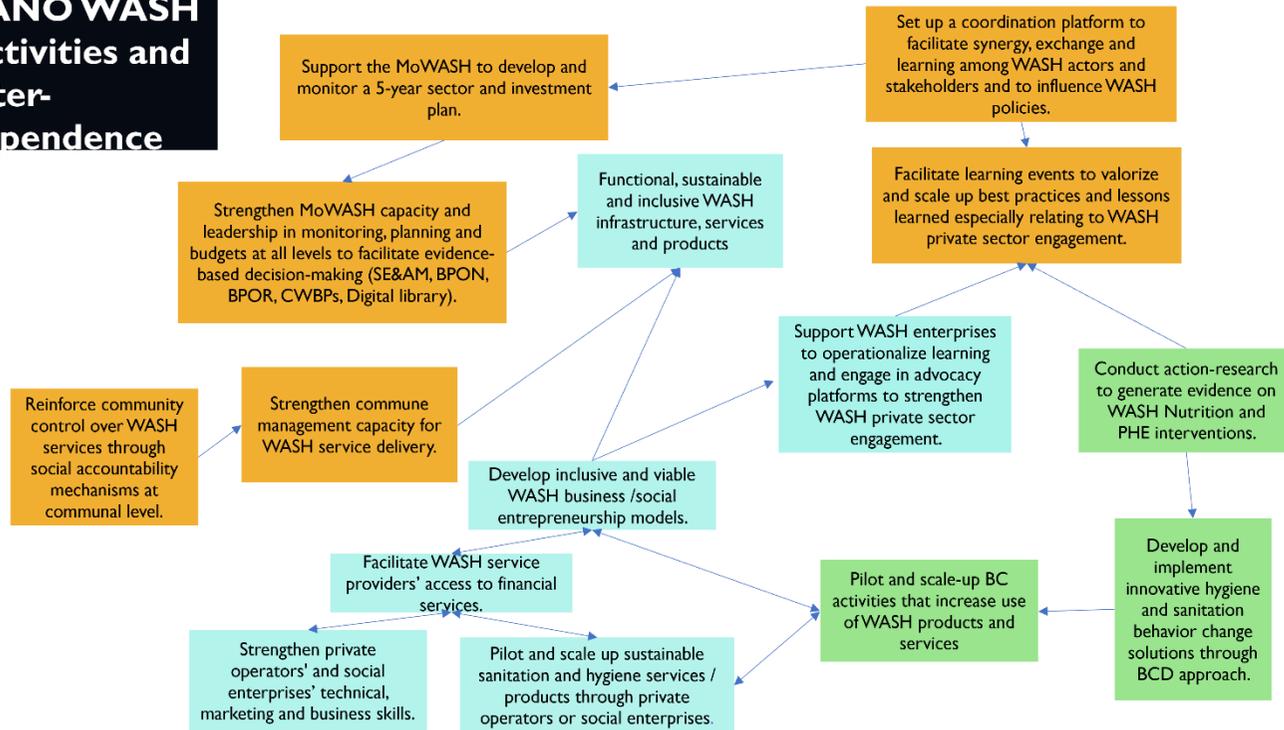
IF demand for improved WASH behaviors and services grows in an expanded consumer market;

THEN the incidence and prevalence of childhood diarrhea, exposure to environmental enteropathy, and under-five mortality rates will decrease. Our project will catalyze system-level changes and learning required to accelerate the delivery of sustainable and inclusive WASH services toward the 2030 goal.

Theory of Change



RANO WASH Activities and Inter-dependence



Community dialogue and engagement for a gender transformative approach to empower all people, especially women and girls



I.3 CHALLENGES AND CONSTRAINTS IN THE IMPLEMENTATION OF THE RANO WASH PROJECT

The delay in appointing directors at the MEAH and DREAH levels was one of the major challenges of FY20. The MEAH team's initiatives at the country and regional levels remain timid where Directors have not yet been appointed, thus limiting activities. In addition, the COVID-19 response was the top priority of the MEAH, which decided on some initiatives to strengthen the WASH system, such as a coordination meeting on all WASH interventions at the regional level to achieve common objectives, periodic report of routine sector data, etc. The MEAH also decided on a number of initiatives to strengthen the WASH system, such as a coordination meeting on all WASH interventions at the regional level to achieve common objectives, periodic reports of routine sector data, etc.

The uncertain evolution of the COVID-19 pandemic is a great challenge for all project stakeholders as it delays decision-making. The launch of the tendering and contracting process for the new water systems has been delayed by three months due to the containment, administration closure, and prioritization of the COVID-19 response from the MEAH. The project adapted its approaches to business continuity and took the opportunity to advance access to WASH services as a priority in responding to the pandemic. Travel restrictions at national and local levels delayed several activities, such as data collection to finalize the WMDP, MEAL data collection, or transportation of equipment for water systems.

The analysis of water quality by the Institut Pasteur of Madagascar was limited this year because it was difficult to mobilize the IPM for water analyses that require travel on-site since the pandemic. The water operators have continued the analyses with their own means.

The main challenges of private sector involvement in WASH service delivery lie in addressing the private sector as a development actor and partner and in ensuring that all stakeholders understand and adopt a market-based mindset. This starts with the project consortium members themselves, who are more familiar and comfortable with community-based approaches and distrustful of the private sector. The government and local authorities have always promoted the idea of free public services and have not developed an enabling environment for private sector engagement and investment.

2. MID-TERM REVIEW JUSTIFICATION AND OBJECTIVE

The monitoring, evaluation, accountability, and learning plan of the RANO WASH project provides for a mid-term review after two and a half years of implementation. Unfortunately, due to constraints related to the delay in the implementation of some key activities, but also and especially the Coronavirus pandemic, the team did not complete this important activity within the prescribed timeframe.

The objective of the mid-term review is to collectively analyze the progress and achievements made by the consortium members in the implementation of the RANO WASH project since its inception and to assess the relevance of the results and progress made, taking into account the changing institutional environment. The objective will also be to assess the extent to which the principles of strategic scope (gender, social inclusion, capacity building, sustainable development) have been reflected in the overall contribution of the RANO WASH project and, in particular, in progress made towards the achievement of relevant cross-cutting outcomes or themes such as gender and environment. At the end of the review, the team should revisit the RANO WASH project's Multi-Year Action Plan to better align it with current

needs. It should also highlight the difficulties encountered, weaknesses, and constraints identified during the 2018-2020 implementation period and make recommendations to address them and to better align the Multi-Year Action Plan with current WASH needs.

More specifically, the mid-term review will :

- Assess the progress made, both quantitative and qualitative, through the Annual Action Plans implemented during the period 2018-2020, towards the achievement of the expected results as set out in the results framework and in relation to their relevance to existing national policies and programs;
- Assess the sustainability of these results and the contribution of the activities/projects to the outputs/effects defined by the Government of Madagascar.
- Evaluate the relevance/efficiency/effectiveness of the project in relation to priorities and needs; verify the degree of compliance of the implemented project with the objectives and targets set at the time of its design and evaluate the degree of compliance of the achievements with the government strategy;
- Assess the functionality and efficiency of the consortium implementing the RANO WASH project and make recommendations of necessary changes.

3. METHODOLOGY

3.1 SCOPE OF THE REVIEW

The review team will assess the following aspects:

RELEVANCE

- Assess the project's contribution to the achievement of national objectives
- Analyze whether the project's community-based approach responds to the needs and demands of beneficiaries in a disaggregated manner (for both men and women) and the community response.
- Assess the relevance of the tools/instruments/inputs applied by the project to facilitate access to WASH services.
- Evaluate the relevance and impact of the project on community members.

EFFECTIVENESS

- Verify that the project has achieved its outputs. In particular, the review should examine
 - a. The criteria for selecting the area and its implementation
 - b. Targeting strategies for the identification of project beneficiaries, both men and women.
 - c. Any effects emerging from the project on the beneficiaries, both men and women. These may include health and nutrition aspects.
- Assess project performance to date with particular reference to the qualitative and quantitative achievements of outputs and objectives as defined in project documents and work plans and with reference to the project baseline

- Based on progress to date and the situation on the ground, suggest/recommend changes to be made to improve the quality of the intervention.

EFFICIENCY

- Assess whether the project used project funding in accordance with the agreed work plan to achieve the projected objectives.
- Analyze the role of project management structures and determine whether these forums are used optimally for decision-making.
- Assess the timing and quality of project monitoring and reporting
- Analyze the performance of the project's MEAL system and the use of various MEAL tools (e.g., GIS, all data available for the project, etc.).
- Identify factors and constraints that affected project implementation, including managerial, organizational, institutional, and socio-economic issues, in addition to other external factors unforeseen at the time of project design.

SUSTAINABILITY AND IMPACT

- Assess preliminary indications of the extent to which project results are likely to be sustainable beyond the life of the project (both at the community and government levels), and provide recommendations for strengthening sustainability.
- Assess the sustainability of project interventions in terms of their effect on the environment
- Based on the results (relevance, efficiency, effectiveness, sustainability, and impact), recommend whether the extension of this project can be justified.

NETWORK/LINKS

- Assess the level, degree, and representation of beneficiaries (accountability mechanism) and stakeholders (government and donor partners, etc.) in project implementation.
- Examine potential synergies and overlaps between the project and other WASH-related initiatives in the project regions and propose a strategy to enhance complementarities.
- Assess the project's knowledge management strategy, outreach, and communications with all stakeholders.

LESSONS LEARNED / CONCLUSIONS

- Analyze areas where program planning is improved, particularly with respect to goal setting, institutional relevance, and capacity for decision-making and project implementation.
- Identify important lessons or conclusions that can be drawn from the project in terms of effectiveness, efficiency, sustainability, and networking.

PARTNERSHIP (IMPLEMENTING PARTNER, GOVERNMENT, TECHNICAL PARTNER) :

- Analyze the functionality of the consortium in terms of collaboration between the different partners of the project ;

- Analyze the effectiveness and efficiency of collaboration with government and other technical project partners
- Analyze the effectiveness and efficiency of the consortium set up to manage the project.

3.2. ACTIVITIES TO BE CARRIED OUT

- a. **Literature Review:** The review team will review relevant project documents, including but not limited to the following:
 - Project Proposal
 - The project funding agreement
 - Annual work plans
 - Monitoring, Evaluation, Accountability, and Learning Framework
 - Project activity reports or deliverables, including strategy documents, toolkits, manuals, etc.
 - Quarterly and annual project reports (both narrative and financial)
 - Agreements with implementing partners
 - Minutes of meetings, including project management and implementation team meetings, project steering committee meetings, etc.
 - Project audit reports
- b. **Field Visits:** Fieldwork will focus on project initiatives in selected regions of the country. During these visits, the review team will make contact with, among others, national and regional government officials, local communities, the private sector, and others.
- c. **Interviews:** Interviews will be conducted during field visits with key informants and some project beneficiaries.
- d. **Review meeting:** Review meetings will be organized at both the regional and central project levels. During these meetings, the review team will present the main results of the project and open discussions on the points to be evaluated as described above.

4. JOURNAL DELIVERABLES

The expected deliverables of the mid-term review are mainly :

- A detailed methodology for conducting the mid-term review
- A full report of the mid-term review that includes actionable recommendations to improve the quality of the intervention.

AUDIENCE

- The evaluation findings and recommendations will be used primarily by RANO WASH staff managing the RANO WASH project and USAID to prioritize and inform activities in the final years of the project
- RANO WASH Consortium (CARE and its sub-partners) as they consider their strategy for the last years of implementation.
- RANO WASH institutional partners, GoM, Ministry of Water Sanitation and Hygiene, regional WASH directorates (DREAH) are additional intended users of the evaluation results as they consider priorities and support in the final years of the project and beyond.

APPLICATION

- The findings of this review will be used to identify areas for improvements and inform programming in the remaining years of the RANO WASH Project across the three objectives and cross-cutting areas.

4. SCHEDULE

| Activities | Responsible | December | January | | | | February | | | |
|--|-----------------|----------|---------|----|----|----|----------|----|----|----|
| | | | W1 | W2 | W3 | W4 | W1 | W2 | W3 | W4 |
| Develop the ToRs for the journal | Dir MEAL | x | | | | | | | | |
| Approve the ToR for the journal | CoP | x | | | | | | | | |
| Develop the detailed methodology of the review | Dir MEAL | x | | | | | | | | |
| Compile project information | MEAL Specialist | x | | | | | | | | |
| Assemble the review team | Dir MEAL | | x | | | | | | | |
| Train the staff involved | Dir MEAL | | | x | | | | | | |
| Conducting field visits | Team | | | x | x | | | | | |
| Organize review meetings | Team | | | | | | x | | | |
| Compile the information | Team | | | | | x | x | x | | |
| Prepare the review report | Dir MEAL | | | | | | x | x | | |
| Review the review report | CoP, Advisors | | | | | | | x | | |
| Finalize the review report | Dir MEAL | | | | | | | x | | |
| Submit the report to USAID | CoP | | | | | | | | | x |

APPENDIX 2 RANO WASH MID-TERM REVIEW WORKSHOP

TERMS OF REFERENCE

| | |
|------------------------------------|--|
| Project name | Rural Access to New Opportunities in Water, Sanitation, And Hygiene, Madagascar (RANO WASH) |
| Start and end date | June 15, 2017 - June 15, 2022 |
| Name of Principal Recipient | Cooperative for Assistance and Relief Everywhere Inc (CARE) |
| Approval number | AID-687-A-17-00002 |
| Sub-recipients | Catholic Relief Services (CRS), WaterAid, BushProof and Sandandrano |
| Geographical coverage | <u>250 communes in 6 regions:</u> Alaotra Mangoro, Amoron'i Mania, Atsinanana, Haute Matsiatra Vakinankaratra, and Vatovavy Fitovinany |

I. CONTEXT AND RATIONALE FOR THE REVIEW

I. I SUMMARY PRESENTATION OF THE RANO WASH PROJECT

The New Opportunities in Water, Sanitation, and Hygiene (RANO WASH) project, implemented by Care International in consortium with CRS; WaterAid, BushProof, and Sandandrano, aims to increase equitable and sustainable access to water, sanitation, and hygiene; maximize the impact on human health and nutrition, and preserve the environment of 250 rural communes in six priority regions: Vatovavy Fitovinany, Atsinanana, Alaotra Mangoro, Amoron'i Mania, Haute Matsiatra and Vakinankaratra.

The project develops a systematic partnership with national and regional governments, water and sanitation institutions, communities, private sector actors, civil society organizations, and beneficiaries to achieve the goal of implementing a strategic set of supporting activities that contribute to three interrelated strategic objectives

1. Strengthening water and sanitation governance and monitoring
2. Increase private sector engagement in WASH service delivery
3. Accelerate adoption of healthy behaviors and use of WASH services

I. II RATIONALE FOR THE REVIEW WORKSHOP

The monitoring, evaluation, accountability, and learning plan for the RANO WASH project calls for a mid-term review of the project after two and a half years of implementation. Unfortunately, due to constraints related to the delay in the implementation of some key activities, but also and especially the Coronavirus pandemic, the team did not complete this important activity within the prescribed timeframe. For this reason, it becomes more than urgent to conduct this mid-term review before the end of the current calendar year.

The objective of the mid-term review is to collectively take stock of the progress and achievements made by consortium members in implementing the RANO WASH project since its inception and to assess the relevance of the results and progress achieved, taking into account the changing institutional environment. The objective will also be to assess the extent to which the principles of strategic scope (gender, social inclusion, capacity building, sustainable development) have been reflected in the overall contribution of the RANO WASH project and, in particular, in progress made towards the achievement of relevant cross-cutting outcomes or themes such as gender, environment. At the end of the review, the team should revisit the RANO WASH multi-year Action Plan to better align it with current needs. It should also highlight difficulties,

weaknesses, and constraints encountered during the 2018-2020 implementation period and make recommendations to address them and better align the multi-year Action Plan with current WASH needs.

Specifically, the mid-term review will:

- Assess the progress made, both quantitative and qualitative, through the Annual Action Plans implemented during the 2018-2020 period, towards achieving the expected results as set out in the results framework, and in relation to their relevance to existing national policies and programs;
- Assess the sustainability of these results and the contribution of the activities/projects to the outputs/outcomes defined by the Government of Madagascar.
- Evaluate the relevance/effectiveness/efficiency of the project in relation to priorities and needs: verify the degree of conformity of the implemented project to the objectives and targets set at the time of its design and evaluate the degree of conformity of the achievements to the government strategy.

The mid-term review was conducted in January and early February. With the preliminary results available, it is important to organize a review workshop to bring all project stakeholders together to reflect on the strengths and successes of the project that should be capitalized upon, as well as the weaknesses and areas for improvement.

II. OBJECTIVE AND EXPECTED OUTCOME OF THE CONSORTIUM EVALUATION

II. I OBJECTIVES OF THE CONSORTIUM EVALUATION

The objective of the consortium evaluation workshop is to use monitoring and evaluation data to improve the quality of RANO WASH project implementation. Specifically, it will:

- Analyze the current situation of the WASH system in Madagascar using the "building blocks" approach and identify areas for improvement that the RANO WASH project could prioritize.
- To analyze the actual situation of the project implementation both quantitatively and qualitatively and to harmonize the understanding of the stakeholders on this subject;
- Identify project strengths and successes based on the data, and define activities to capitalize on these strengths and successes.
- Identify project weaknesses based on the data, and define activities to help improve project implementation in relation to the weaknesses.
- Analyze the functionality, effectiveness, and efficiency of the consortium set up for the management of the project and make recommendations to make the consortium more efficient.
- Make actionable recommendations and translate them into a detailed RANO WASH project implementation plan.

II. II EXPECTED RESULTS

At the end of this workshop, the following results should be available and ready to be implemented by the RANO WASH project teams:

- The strengths and weaknesses of the WASH system are identified
- The strengths and successes, as well as weaknesses and areas for improvement of the RANO WASH project, are identified

- Recommendations for improving program quality are made and incorporated into the detailed RANO WASH project implementation plan.
- The report of the review workshop is available.

III. METHODOLOGY OF THE REVIEW

III.1 REVIEW WORKSHOP PARTICIPANTS

The MEAL system review workshop should involve the following staff:

Program (06 participants):

- Project Director
- Deputy Project Director
- Technical advisor governance
- Technical Advisor Private Sector Engagement
- Technical Advisor Behavior Change
- Technical Advisor Gender and Social Inclusion

MEAL (03 participants):

- Director MEAL
- MEAL Specialist
- Database management specialist

Finance (01 participant):

- Director of Administration and Finance

Regional team (18 participants):

- Regional Coordinator
- MEAL Officer
- Local partner technical coordinator

Consortium member (05 participants):

- WASH Program Manager

Government (02 people):

- Two representatives of the MEAH

USAID (Two people):

- A WASH manager
- A MEAL manager

MEAH representatives may take part in the WASH system assessment and presentation of project results, including discussions of the results. USAID representatives will be invited only to the presentation of the project results and discussions regarding the various SOs.

III. II CONDUCT OF THE WORKSHOP

The workshop will be held from Monday, February 22 to Thursday, February 25, 2021, in a room to be identified by the operations team.

The workshop will focus on the following points:

1. WASH system analysis: This is primarily a participatory consultation involving project stakeholders to assess the WASH system using the building blocks approach. This part of the workshop will be conducted as a single group discussion, ensuring that all participants have the opportunity to speak on the topics under discussion.
2. Evaluation of the consortium: Using the tool developed and tested by the URD, exchanges will also take place in one group to analyze the functioning of the consortium, its effectiveness, and efficiency.
3. The review workshop itself: The work of the review workshop will revolve around PowerPoint presentations and workshop or group work.

IV. WORKSHOP AGENDA

| RANO WASH PROJECT REVIEW WORKSHOP: AGENDA | | | | | | | | | |
|---|--|----------------------|--|------------------------|--|-----------------------|--|---------------------|-------------------------------|
| Monday Feb 22, 2021 | | Tuesday Feb 23, 2021 | | Wednesday Feb 24, 2021 | | Thursday Feb 25, 2021 | | Friday Feb 26, 2021 | |
| 8:00 - 8:30 | Arrival of participants and welcome (CoP) | 8:00 - 8:30 | Debrief of day 1 and agenda of day 2 (Volontaire) | 8:00 - 8:30 | Debrief of day 2 and agenda of day 3 (Volontaire) | 8:00 - 8:30 | Debrief of day 3 and agenda of day 4 (Volontaire) | 8:00 - 8:30 | VOYAGE DES EQUIPES REGIONALES |
| 8:30 - 9:30 | Presentation of the workshop objectives and rules to be respected (DMEL) | 8:30 - 9:30 | Presentation of the RANO WASH project results up to Q1FY21 (DMEL) | 8:30 - 9:30 | Review discussion on SO 3 based on project data (DCoP + SO3) | 8:30 - 9:30 | Evaluation of the consortium by the URD tool (DMEL) | 8:30 - 9:30 | |
| 9:30 - 10:30 | Reflection on buildings blocks (DMEL) | 9:30 - 10:30 | Review discussion on SO 1 based on project data (DCoP + SO1) | 9:30 - 10:30 | Validation of recommendations on SO 3 based on project data (DCoP + SO3) | 9:30 - 10:30 | Evaluation of the consortium by the URD tool (DMEL) | 9:30 - 10:30 | |
| 10:30 - 11:00 Coffee break | | | | | | | | | |
| 11:00 - 12:30 | Auto-évaluation des éléments de base des buildings blocks (DCoP) | 11:00 - 12:30 | Validation of recommendations on SO 1 based on project data (DCoP + SO1) | 11:00 - 12:30 | Review discussion on cross-cutting issues (Gender, social inclusion) in view of the project data (DCoP + Gender) | 11:00 - 12:30 | Presentation RANO WASH MEAL system review results (DMEL) | | |
| 12:30 - 13:30 Lunch break | | | | | | | | | |
| 13:30 - 14:30 | Lessons learned in the past 12 months (DMEL) | 13:30 - 14:30 | Review discussion on SO 2 based on project data (DCoP + SO2) | 13:30 - 14:30 | Validation of recommendations on cross-cutting issues based on project data (DCoP + Gender) | 13:30 - 14:30 | Validation of the main recommendations of the workshop and next steps (DMEL) | | |
| 14:30 - 16:00 | Validation of results on the WASH system (Ran'Eau) | 14:30 - 16:00 | Validation of SO 2 recommendations based on project data (DCoP + SO2) | 14:30 - 16:00 | Action plan including recommendations from the review (DMEL) | 14:30 - 16:00 | Evaluation workshop closure | | |
| 16:00 - 16:30 | Evaluation of the day | 16:00 - 16:30 | Evaluation of the day | 16:00 - 16:30 | Evaluation of the day | 16:00 - 16:30 | | | |

APPENDIX 3. INTERVIEW GUIDE KEY INFORMANTS: PROGRAM IMPLEMENTATION TEAM

| | |
|---------------------------------|--|
| Province / Region | |
| Full name of the authority: | |
| Function: | |
| Sex: | |
| Age: | |
| Date of the interview: | |
| Full name of the investigators: | |

Before you begin the interview, remember to:

- Introduce yourself and explain the purpose of the visit
- Obtain formal consent for the interview and provide a brief overview of the study objectives
- Request permission for the audio recording of the interview

I. Efficiency

- a) To what extent is the implementation of project activities making solid progress toward achieving its objectives and outcomes as originally planned? What internal/external factors are impeding the achievement of objectives, and what implementation and/or targeting adjustments can you recommend? (see RANO WASH results framework)
- b) Is the project on track to meet its indicator targets? If not, what are the internal/external factors that are hindering the achievement of the objectives, and what adjustments should be made? (see RANO WASH project document)
- c) What were the gaps, challenges, and risks (security, logistics, government policy, etc.) for you/your partners, and how were they addressed? Share evidence of innovative solutions?
- d) What were the successes? Why were they successful?
- e) What implementation and contextual factors are associated with greater/lesser effectiveness in achieving project objectives? What facilitated / hindered (logistics, environment, government partners, local practices) project / partner performance (outcomes / outputs)? Please share examples.
- f) What were the unexpected things (positive and negative)?
- g) What did the project do to correct the shortcomings and use the successes as leverage?
- h) What innovations did the project implement to achieve its programming goals (collaboration, learning, adaptation)?
- i) What are the key performance lessons from RANO WASH? Any documents/experiences you could share?

2. Coverage (Geographic & Beneficiary)

Geographic targeting

- a) How/why did RANO WASH identify priority areas for project interventions?
- b) What criteria were established for geographic targeting? How effective were these criteria?
- c) What were the gaps, challenges, and risks related to geographic targeting (access, security, weather, etc.), how were they addressed? Please provide evidence.
- d) What were the key lessons learned from geographic targeting for future use?

Targeting of beneficiaries

- a) What was the population coverage for your intervention, what was the composition of beneficiaries by different age groups?
- b) What criteria were established to identify beneficiaries? What process was adopted for the identification/targeting of beneficiaries, and how effective was it?
- c) How did you integrate gender equity in the targeting of beneficiaries, how effective was it (women, vulnerable populations, IDPs, refugees, returnees, disabled, etc.)?
- d) What were the main challenges, gaps, and risks in targeting beneficiaries, how were they addressed, and how would you do it differently in the future?

3. Relevance

- a) What were the priority needs of the beneficiaries and communities, and how did RANO WASH establish/assess these needs?
- b) How did the consortium decide to develop and implement the RANO WASH project?
- c) Was it timely?
- d) How did RANO WASH engage communities/beneficiaries in needs identification and prioritization? Was it timely?
- e) How were differential needs considered in the identification, prioritization, and adaptation/contextualization (women, men, youth, elderly, disabled)?

4. Efficiency

- a) Are the project activities being implemented as planned and described in the proposal and detailed implementation plan? Provide evidence
- b) Are the project resources being used in the best possible way to achieve the objectives? Why or why not?
- c) What can the project do differently to improve implementation and maximize impact?
- d) What were the efficiency challenges, and how could the project address them?

5. **Coordination**

- a) How has RANO WASH ensured effective coordination with key stakeholders at different levels, from national to local?
- b) To what extent has coordination facilitated/hindered the implementation of the RANO WASH program/project?
- c) Are program participants satisfied with the implementation and results of the project to date?
- d) What measures/mechanisms were in place for geographic coordination and collaboration to avoid duplication and ensure value for money? How effective were they?
- e) What are the expectations of the different collaborative partners, what are the gaps and challenges, and what do you think needs to be improved in coordination at different levels?

6. **Immediate impact and sustainability**

- f) What signs of change can you associate or attribute to RANO WASH program activities? What factors seem to promote apparent change or discourage planned change? Look for specific examples
- g) Looking ahead, which of the accomplishments to date are likely to be sustained or expanded without additional external support? Which of them would require additional support?
- h) Are structures, resources, and processes in place to ensure that the benefits generated by the project continue after external support ceases?

7. Do you have any other observations or comments?

APPENDIX 4. INTERVIEW GUIDE FOR KEY INFORMANTS: TRADITIONAL, RELIGIOUS AND CIVIL SOCIETY

leaders

| | |
|---------------------------------|--|
| Province / Region | |
| Department | |
| Municipality / District | |
| Village /Community | |
| Full name of the authority: | |
| Function: | |
| Sex: | |
| Age: | |
| Date of the interview: | |
| Full name of the investigators: | |

Before you begin the interview, remember to:

Introduce yourself and explain the purpose of the visit

Obtain formal consent for the interview and provide a brief overview of the study objectives

Request permission for the audio recording of the interview

1. What is the role of your agency/organization with respect to water, hygiene, and sanitation in this region/location?
2. Let's talk about your experience and knowledge of the work of RANO WASH in this locality. How involved are you in the RANO WASH project? How did you get involved?
3. What other NGOs/partners are working in this locality, and what type of projects are they implementing?
4. Do you think that the RANO WASH project was able to achieve the expected results/outputs?
 - a) To what extent are you satisfied or dissatisfied with the work done by RANO WASH in this locality over the past few years? Why are you satisfied/dissatisfied?
 - b) In your opinion, who benefits most from the RANO WASH project and why?
 - c) What was your role in the implementation of this project?
5. Let's talk about the relevance and timeliness of the RANO WASH project in this locality.
 - a) What activities have been carried out by the RANO WASH project in your geographical area of expertise?
 - b) Would you say that the RANO WASH project is effective assistance for the target beneficiaries and aligned with the explicit priorities and needs of the local community? Is it

timely and contextually appropriate? Please explain how/why for each of the intervention areas?

- c) What were the priority needs of the local communities, and how did RANO WASH establish/assess these needs?
 - d) To what extent has the project reached the targeted beneficiaries (e.g., men, women, elderly, youth, disabled, etc.)?
 - e) Do you think there were better ways to support the project beneficiaries? What would you have recommended to RANO WASH?
 - f) Did you play a role in the relevance and timeliness of this project? Please specify
 - g) Do you have any recommendations for RANO WASH in this regard?
6. What changes have occurred for the local government authority as a result of its involvement in the project? Give examples and/or initiatives.
7. To what extent / in what way has RANO WASH made a difference (positive/negative, short/medium, and long term) in the lives of program beneficiaries, including men, women, and youth? Please explain how and why for each of the following:
- a) How has RANO WASH supported/impacted the direct and indirect beneficiary populations in terms of immediate impact?
 - b) Improved access to water in targeted communities?
 - c) Improved WASH sector governance in your area?
 - d) Change in hygiene behavior?
8. In your opinion, how has RANO WASH coordinated effectively with key stakeholders at different levels?
- e) How did RANO WASH coordinate with you/your organization during the implementation of this project?
 - f) How would you describe the impact of this coordination on the quality of the project?
 - g) How effective was this coordination in terms of targeting beneficiaries, program design, avoiding duplication, facilitation, problem-solving, etc.?
 - h) What are the expectations of the different partners? What are the gaps and challenges, and what do you think needs to be improved in coordination at different levels?
 - i) What were the main lessons learned from the coordination for future use?
9. Looking ahead, which of the advances made to date are likely to be sustained or expanded without additional external support? Which of these would require additional support? What do you see as the key factors that could support or hinder the sustainability of the results achieved to date?

10. What can the project do differently to improve implementation and maximize impact and effectiveness?
11. Do you have any other key comments, concerns, or recommendations you would like to share with us?

Thank you very much for your contribution; it will be used to improve the work of RANO WASH!

APPENDIX 5. FOCUS GROUP DISCUSSION GUIDE: HOST COMMUNITY DISCUSSION GROUP (YOUTH)

| | |
|---------------------------------|--|
| Province/Region | |
| Department | |
| Municipality/District | |
| Village/Community | |
| Full name of the authority: | |
| Function: | |
| Sex: | |
| Age: | |
| Date of the interview: | |
| Full name of the investigators: | |

Protocol

- 1) Welcome
- 2) Introduce yourself
- 3) Indicate your objective ("we are looking for your opinion")
- 4) Make sure the information will remain confidential
- 5) Inform the respondent of the length of the interview
- 6) Let the respondent know that participation is voluntary
- 7) Indicate the advantage of the responder's side
 - 1) Ask for the respondent's consent
 - 2) Do an introductory round: all participants say little about themselves
 - 3) Establish ground rules: include confidentiality, listening to others, relief, turning off the phone
 - 4) Answer the questions.

| A. Daily life in the community (icebreaker) | |
|--|---|
| <p>Let's start by talking about daily life in your community in terms of water, hygiene, and sanitation.</p> | <ul style="list-style-type: none"> ▪ Can you tell us a little bit about the water, hygiene, and sanitation challenges? Probe for: <ul style="list-style-type: none"> - Priorities and concerns of local communities? - Global priorities for the future of water, sanitation, and hygiene ▪ The RANO WASH project has been running in this locality for some time now. How did you hear about the project? ▪ How have you benefited from the project activities? Probe for: <ul style="list-style-type: none"> - Expectations of what the project activities would achieve for your community members (water, hygiene, and sanitation)? - Did the project meet these expectations for you? Why not? ▪ Has the project been relevant and useful in addressing the WASH issues you face? How and why? How can it be made more useful to you? |
| B. Extent to which access to water has been improved | |
| <p>I would now like to talk more specifically about the changes you have seen in terms of access to clean water in your community.</p> | <ul style="list-style-type: none"> ▪ In your opinion, how has the RANO WASH project improved your access to clean water so far? ▪ What kind of support for access to safe water has RANO WASH provided to you so far? ▪ As a result of the support received through the RANO WASH project, what would you describe as the main changes you have experienced as a beneficiary since your participation in the project to date? Look for concrete examples and positive and/or negative changes in terms of: <ul style="list-style-type: none"> - Easier access to drinking water; - Short distance and less effort to access drinking water; - Less expense and savings for access to clean water; - Better quality of water consumed in our household ▪ Are your most important drinking water needs met by the support of the RANO WASH project? If not, why not? ▪ How would you describe your satisfaction with the achievements of the RANO WASH project in terms of access to water? ▪ In your opinion, is the project's approach effective in bringing about positive and sustainable change? Are there gender differences in program outcomes related to water access? Ask how access to water has changed for women in particular? |

| | |
|--|---|
| | <ul style="list-style-type: none"> ▪ In your opinion, what benefits of RANO WASH assistance would continue after the project is completed and please specify why/how? How could these benefits be made more sustainable? ▪ What do you see as the key factors that may hinder the sustainability of the results achieved to date? |
|--|---|

C. Extent to which good hygiene practices are understood and applied by communities

| | |
|--|--|
| <p>Let's talk about hygiene practices in your community and how the RANO WASH project is helping to reinforce good hygiene practices and drive behavior change</p> | <ul style="list-style-type: none"> ▪ What is the overall state of hygiene (cleanliness of your environment, personal hygiene practices, handwashing, intimate hygiene of women and girls) in your community and locality today? Survey the state of things before and after the RANO WASH project? ▪ How does the RANO WASH project intervention address hygiene practice in your community? Probe for: <ul style="list-style-type: none"> - Changing attitudes and behaviors regarding hygiene - The willingness of individuals to apply the rules of hygiene - How involved are government authorities, non-state actors, and civil society in promoting hygiene in your community? ▪ How would you describe the benefits of the RANO WASH intervention to improve hygiene in your community? Please elaborate with specific examples and initiatives ▪ As a result of the support received, what specific role do men, women, and youth play in promoting hygiene in your community? ▪ Has the RANO WASH project had a positive impact on improving hygiene in your community? If so, how? Please be specific. What are the results of the intervention so far? What are the changes at the community level as a result of the project's interventions? ▪ What do you think is needed to improve the conditions and practice of hygiene in your community? ▪ Going forward, which of the advances made to date in terms of hygiene promotion and improvement initiatives are likely to be sustained or expanded without further external support? Which of these would require additional support? |
|--|--|

| D. Extent to which people access and use sanitation facilities | |
|---|--|
| <p>Understand the effectiveness of the project in improving access to sanitation infrastructure.</p> | <ul style="list-style-type: none"> ▪ To your knowledge, what activities have been carried out by the RANO WASH project in your region to increase people's access to sanitation infrastructure (latrines)? ▪ To your knowledge, what activities have been carried out by the RANO WASH project in your area to reduce open defecation? ▪ How does the RANO WASH project intervention address access to sanitation in your community? Probe for: <ul style="list-style-type: none"> - Changing attitudes and behaviors around open defecation - The willingness of individuals to use latrines - Involvement of government authorities, non-state actors, and civil society actors in providing and promoting the use of sanitation facilities? ▪ How would you describe the benefits of the RANO WASH intervention to improve sanitation in your community? Please elaborate with specific examples and initiatives ▪ As a result of the support received, what specific role do men, women, and youth play in sanitation in your community? ▪ Has the RANO WASH project had a positive impact on improving access to latrines in your community? If so, how? Please be specific. What are the results of the intervention so far? What changes have occurred at the community level as a result of the project interventions? ▪ What do you think is needed to improve sanitation in your community? ▪ In the future, which of the progress made to date in terms of sanitation initiatives can be sustained or expanded without further external support? Which of these would require additional support? |
| E. Extent to which the RANO WASH project has contributed to improved local governance of the WASH sector | |
| | <ul style="list-style-type: none"> ▪ Please tell me about the current community and local governance structures and capacity situation in your area? Probe for: <ul style="list-style-type: none"> - Observed changes and improvements in local community governance processes as a result of RANO WASH intervention (e.g., local water point management committees)? What changes have been observed? - Look for specific examples and initiatives to include population groups in civic participation? ▪ What differences have you observed in citizen participation in local governance processes in your community? ▪ Do you think that men, women, youth in your community have the capacity to participate in decision-making processes related to the WASH sector? (Project identification, project implementation, monitoring and evaluation of WASH projects) ▪ What do you think about the capacity of key local stakeholders (CSOs, religious leaders, traditional leaders, women, youth) to articulate citizen demand for participatory decision-making and accountability? |

F. Recommendations and final conclusions

Your findings

- Do you have any other key comments, concerns, or recommendations you would like to share with us?
- Do you have any questions or anything you would like to add?

Closing: Thank you very much for taking the time to participate in the discussion. Your responses are appreciated, very much so, and will remain strictly confidential

APPENDIX 6. RANO WASH CONTRIBUTION TO THE WASH BUILDING BLOCKS



Reach everyone with lasting WASH services
 Women and marginalized people are empowered and involved in government decision-making at all levels. Services are inclusive. Standards, policies and investment target range of products and services adapted to everyone and everywhere.

Moving forward together with clear roles and responsibilities
 All institutions at all levels have clear roles and responsibilities set out in government policies with adequate human and financial resources (setting-up, operation and regulation). Private operators have access to clear structures to promote their investment and commitment in the sector.

Coordinate WASH interventions to optimize impact
 A coordination structure, led by the government involving WASH actors and agencies meets regularly to coordinate activities toward one single WASH master plan. This structure is cross-sector and involves private sector and WASH CSO.

Measure progress to support evidence-based decisions
 SE&AM system monitors WASH service level with harmonized indicators including private operator performance, service quality and equity. Data are used to inform plans, investment and joint sector review process for each level. The system is government-led, regularly updated.

Clarify the vision and the way to get there
 A comprehensive WASH government owned plan toward 2030 with buy-in from all WASH actor is available for each level. This plan is based on detailed cost to reach sustainable government WASH target and on available fund. Policy documents promote enabling environment for private sector engagement.

Financing the plan
 A financial strategy is available based on detailed cost to reach sustainable government WASH target and the potential funding sources (taxes, transfers, tariffs, investments). It highlights strategies to facilitate private sector access to finance and to optimize the business environment to encourage private sector investment.

Engage private sector to deliver professional and sustainable WASH services
 Service providers deliver sustainable and professional WASH services. They increase their investment to expand WASH services and implement marketing activities to activate WASH demands. Models of profitable investment and affordable services are implemented. WASH service providers fulfill demands from all categories of people.

Empower citizen to speak up, encourage government responsiveness and activate services regulation
 Functional feedback mechanism between service users, providers and regulator are accessible to all. Community use these systems and actions are taken to address issues raised. Adequate regulation body monitors and holds into account government, service providers and other actors. It secures private sector investment and ensures that the quality of services is respected.

Manage water resources and mitigate threats to water quality and quantity
 Water resources are regularly monitored. Threats to WASH services, water resources and wider environment are understood and mitigated. Government, WASH service providers and communities are taking responsibility for the implementation of water quality assurance and environmental measures to secure investment and ensure the sustainability of WASH services. Adequate mechanisms are in place for the safe capture, storage, transfer, treatment and disposal of faecal waste.

How do RANO WASH interventions contribute to building a strong WASH system for sustainable and inclusive services?

Ingredients needed for a strong WASH system



Gender and Social Inclusion

Advocate for national, regional and communal policies, strategies, plans and sector monitoring tools that take into account specific needs of all population groups.

Citizen engagement including women and marginalized people in decision-making processes

Supplies of a variety of inclusive WASH services

Behavioural change activities that affect all social categories

Strengthening the leadership of women, girls and youth through discussion spaces and VSLA groups

Community level discussions to engage men for women's empowerment

Support model households, men and women in non-traditional occupations related to WASH services to transform social norms.

Participate in the celebration of international and national events for the promotion of gender and social inclusion.

Institutional Arrangements

Capacity-building of CSOs and the private sector at the national, regional and communal consultation bodies

Promote PPP and support the MEEH, municipalities, service users and private operators to implement the model.

Technical assistance to the DREEHs to train and coach communes in their roles as contracting authority

Train and coach local institutions (SLC, CSOs, ASUREP) to clarify their roles and to be operational.

Facilitate the implementation of local measures to improve/maintain healthy hygiene and sanitation conditions (e.g. Dina to maintain ODF status)

Strengthen civil society at the communal level to defend rights and discuss on the quality of WASH services.

Advocate to MEEH, MoID, MoPH, and MoNE to clarify roles and responsibilities in relation to WASH services at schools and health centers.

Sector co-ordination and integration

Advocate and support the MEEH to operationalize the coordination structure SNC-EAH at the national and regional levels.

Co-Lead the regional coordination structure in 4 regions and contribute as a member in 2 regions.

Participate in periodic meetings of the coordination structures at regional level to coordinate interventions, ensure synergy of actions and share achievements.

Facilitate reflection through research and evidence-based findings and foster learning to improve strategies and practices within the sector.

Monitoring

Advocate and support the MEEH to engage stakeholders to upgrade the SE&AM

As part of the Madagasikara Madio 2025 campaign, support the development of a standardised monitoring and evaluation system for ODF status.

Strengthen the capacity of the Communes / STEAHs in the management and monitoring of the performance of water utilities (quality of service and water, payment of fees, etc.)

Strengthen the capacities of local actors such as natural leaders, community workers, school directors and doctors in charge of health centers to correctly report WASH situations in their areas of action, in order to support the effort to update the WASH sector database.

Support the Commune and the DREEH to have the disaggregated data necessary for decision making for inclusive services.

Strategic Planning

Advocate and support the MEEH for the clarity and consistency of policy documents (PSEAH, BPON, BPOR, PCDEAH)

Participate in the elaboration of the framework documents, taking into account the needs of different social categories (girls, women and persons with disabilities).

Advocate for the participation of civil society and private sector in the development of WASH sector framework documents

Facilitate the elaboration and implementation of the regional WASH market development plans

Involve the private sectors in the elaboration and implementation of the PCDEAH

Support the development and implementation of local WASH action plans

Encourage the community participation, especially women, youth and persons with disabilities in local consultation bodies to discuss on public services including WASH services.

Financing

Advocate and support the Ministry to have plans and strategies with realistic cost estimates and a review of funding flows that can be mobilized.

Advocate for the State's financial contribution to the provision of services

Facilitate the linking of private operators wishing to invest in the provision of WASH services with financial institutions.

Develop and implement with the MEEH and the Municipalities the PPP model "Build, Co-invest, Manage" for water service provision in rural areas.

Promote VSLA to improve livelihoods of households and enhance their ability to pay WASH services provided by private operator.

Facilitate VSLA and financial institutions linkage to increase access to formal financial services

Promote local talent to provide affordable and appropriate WASH products and services for men, women and youth without discrimination.

Service delivery & behaviour change

Engage private operators to deliver professional and sustainable WASH services

Advocate for financial contribution from the government in the WASH service provision

Facilitate the development of different models of cost-effective, affordable and inclusive services (needs based services, services adapted to remote villages, payment modalities adapted to rural households).

Strengthen the technical, financial and commercial capacities of WASH service providers.

Conduct WASH behaviour change campaigns

Promote WASH in schools and health centers by working with relevant ministries

Accountability and Regulation

Encourage citizens to raise their voices in promoting rights and duties on WASH

Support communes and WASH service providers to be responsive to requests and complaints arising from accountability mechanisms

Promote the use of different accountability mechanisms adapted to different categories of people (girls, women, boys, men, people with disabilities) at the communal and local level

Evaluate the quality of services provided by WASH service providers

Train and coach Communes and water service providers to carry out periodically water quality monitoring.

Environment and Water Resources

Train and coach communes and water service provider to initiate mitigation measures to maintain the quality and quantity of water services.

Promote the use of the PHE approach with environmental stakeholders in the project's intervention areas to implement activities to protect water resources and the environment.

Strengthen the capacities of communes, private operators and communities and support them in the application of environmental measures for the sustainability of drinking water services and the mitigation of the negative environmental impacts of activities to be implemented at the commune level.

APPENDIX 7. RANO WAH PUBLIC-PRIVATE PARTNERSHIP MODELS

(extract from RANO WASH Private Sector Engagement Strategy)

RANO WASH identifies private sector development and private sector operations as drivers of change in the delivery of WASH services.

The Project focuses on a '**co-invest, build, operate, and maintain**' **PPP model** for all water supply systems, which promotes private sector investment in both construction and service provision.

Box 1. Definition of Public-Private-Partnership

A long-term contract between a private party and a government entity, for providing a public asset or service, in which the private party bears significant risk and management responsibility, and remuneration is linked to performance

Source: The World Bank

Furthermore, RANO WASH promotes a **People-first PPP model**, aligned with the standards set by the UNECE international PPP for excellence¹¹:

- **Increasing access and promoting equity**, which means that access to essential WASH services, especially to the socially and economically vulnerable.
- **Improving environmental sustainability**
- **Improving project economic effectiveness**: business initiatives must be financially viable, achieve value for money, and have a measurable social impact;
- **Be replicable** so that PPPs project can be scaled up and achieve the transformational impact required by the 2030 Agenda. the necessary training to do similar projects going forward; and
- **Engaging all stakeholders**, the MEAH, DREAH, ministries, communal authorities, private sector, communities, civil society organizations, SLCs, either directly involved in the PPP project or who are contributing to the governance and business enabling environments.

Box 2. People-first Public-Private Partnerships

People-first Public-Private Partnerships (PPPs) ensure that out of all stakeholders, 'people' are on the top. Its focus is on improving the quality of life of the communities, particularly those that are fighting poverty, by creating local and sustainable jobs, those that fight hunger and promote well-being, promote gender equality, access to water, energy, transport, and education for all, and that promote social cohesion, justice and disavow all forms of discrimination based on race, ethnicity, creed and culture. People-first PPPs must expand in scale, speed, and spread with more people having access to better services at affordable prices

www.uneceppp-icoe.org

A Public-Private Partnership (PPP) model in Madagascar's rural communes is one of the means implemented by RANO WASH to respond to the population's water demands and the government's priorities for meeting them.

¹¹ <https://www.uneceppp-icoe.org/people-first-ppps/what-are-people-first-ppps/>

The Project focuses on a '**co-invest, build, operate, and maintain**' **PPP model** for all water supply systems, which promotes private sector investment in both construction and service provision. Furthermore, RANO WASH promotes a **people-first PPP model**, aligned with the standards set by the UNECE international PPP for excellence¹²(Annex 1)

The type of PPP model depends on the population size and type of infrastructure to be build or rehabilitated. RANO WASH has identified three models according to the number of target populations:

| PPP Water Supply System Type | Description |
|------------------------------|---|
| WSS Type 1 | Type of contract: concession or lease contract with an initial term of 20 years Target population: + 4,000 Investment: + 100,000 \$ Infrastructure: defined in the ODAs but mainly gravity or pumped WSS. |
| WSS Type 2 | Type of contract: concession or lease contract with an initial term of 20 years Target population: between 2,000 and 4,000 Investment: 50,000\$ to 100,000\$ Infrastructure: defined in the APDs but mainly gravity or pumped WSS. |
| WSS Type 3 | Type of contract: new lease contract or extension of an existing lease contract Target population: between 600 and 2,000 Investment: 20,000\$ to 40,000\$ Infrastructure: defined in DsAP but mainly gravity WSS systems |

3 Products proposed for this Business Model:

PRIVATE CONNECTION: to supply water to a household without restriction on the quantity and time of drawing and of verified quality in accordance with the standards in force (quality criteria corresponding to access managed in complete safety).

SOCIAL/SHARED CONNECTION: to supply water to a group of 5 to 10 households with the same quality criteria as for the social connection except that the water point will be installed in a courtyard common to the user households (basic access).

COLLECTIVE WATER POINT: to serve all persons located within 30 minutes (including round trip and waiting time) of the water point and to distribute water protected from any source of contamination (basic access).

1.1.1 PPP+ MODEL

The PPP+ model will extend the scope of delegation of private operators in order to expand services that can provide permanent revenues to facilitate cost recovery for the private operator. These are peripheral villages (about a 5 km radius) that will be connected to the piped water network in the above PPP model and also include water points. Several options can be considered:

¹² <https://www.uneceppp-icoe.org/people-first-ppps/what-are-people-first-ppps/>

| PPP+ Water Supply System Type | Description |
|-------------------------------|--|
| PPP+ WSS Type 1 | <p>Type of contract: concession or lease contract to be amended</p> <p>Target population: below 1000</p> <p>Investment: \$5,000 USD (infrastructure, equipment, maintenance, business set-up)</p> <p>Infrastructure: Extension of the existing PPP network</p> |
| PPP+ WSS Type 2 | <p>Type of contract: concession or lease contract to be amended</p> <p>Target population: below 1000</p> <p>Investment: + or - \$5,000 USD</p> <p>Infrastructure: Isolated water point (Drilling - Isolated water point)</p> |

Option 1: The PPP+ business model is a business aiming to reach remote villages around or in the vicinity of the PPP systems to benefit from the economy of scale.

Option 2: Still keeping the principle of economy of scale, one option that can be considered is a co-investment with an existing system. A new operator can offer its services and co-invest with an existing operator and would thus benefit from existing resources both technically and legally.

Option 3: These can also be independent systems that an operator operating in neighboring municipalities (same district/region) may propose to serve. Either a co-investment or an own investment, the objective being to extend its scope of delegation.

Business models can offer the same types of products and be assessed according to service adoption, affordability, and performance analysis.

1.1.2 SMALL SYSTEM MARKETS

This market represents an opportunity to take over existing systems but non-functional (e.g., boreholes with dysfunctional pumps), but requiring rehabilitation or small extensions. For several years now, private or State entities have started programs for the construction of isolated water points. Often lacking an effective program for sustainable development, many of these systems are falling into disuse, leaving an open market.

1.1.3 MANAGEMENT SUPPORT FOR THE DEVELOPMENT OF COMMUNITY-BASED MANAGEMENT MODELS

In collaboration with the RANO WASH governance team, a process will be undertaken to convert community-based management models to private management, with the aim of ensuring sustainability.

1.1.4 WATER TREATMENT

RANO WASH's mission is to engage the private sector to meet the population's needs in WASH. The Project will set up a capacity-building program to encourage ...In the water sector, few SMEs have the financial resources that the VSE or SME can meet. This is the market for items that make water safe to drink: chlorine products, water filters (BioSand, ceramic)....

I.1.5 MANAGEMENT SUPPORT FOR PRIVATE OPERATORS IN THE DEVELOPMENT OF THEIR BUSINESSES

The life of the PPP contract is in two stages, separated by the construction of the WSS infrastructure. From its experiences, RANO WASH has identified a lack and need for capacity-building support for operators. Key topic areas include:

| PPP Phase | Main Topics |
|---|--|
| PRE-CONSTRUCTION TRAINING MODULE | <ul style="list-style-type: none"> ▪ Presentation of RANO WASH ▪ Introduction to PPP and RANO WASH Approach ▪ Market concepts, global and fixed-price contracts ▪ Technical design and use of ferrocement ▪ Introduction to business plan ▪ Fraud, code of ethics ▪ Presentation of AOPDEM (opportunity to register) |
| POST-CONSTRUCTION TRAINING MODULES | <ul style="list-style-type: none"> ▪ Public-Private Partnership (PPP) ▪ Gender and Social Inclusion ▪ Accountability ▪ Management of PPP Delegation Contract (with Communal Authority) ▪ Operation and Maintenance ▪ Business Plan and Financial Management ▪ Water Quality: Analysis and Treatment ▪ Social Marketing ▪ Service Management ▪ Treasury management ▪ Field visit / Exchange and learning visit ▪ Reporting to the Contracting Authorities ▪ Strategic Development <ul style="list-style-type: none"> - Connection policy - Network development planning optimized to reduce the cost of installations in the community - Commercial and promotional activities |

This involves supporting the communes to play their role as Contracting Authority while providing opportunities for private operators to co-finance the design, construction, and management/operation/extension of public infrastructure.

The Project has pre-qualified potential Private Operators and established a shortlist of private individuals likely to invest in establishing and managing water supply services (WSS) in its regions of intervention. This investment is governed by a PPP contract of the Construction - Co-Investment - Management type with an initial duration of 20 years.

Based on the most advantageous offer, and to increase the private sector's commitment, RANO WASH provides the design (APS and APD studies) and co-financing of the construction of the water infrastructure, up to 80 to 90% of the total amount. In return, the company undertakes to finance 10 to 20% of the budget necessary for the construction.

The commune, as Contracting Authority supported by the Ministry of Water, Sanitation and Hygiene (MEAH), then signs a long-term PPP management delegation contract with the Private Company, or the selected Group of Private Companies, for :

- co-financing,
- construction or rehabilitation of the WSS

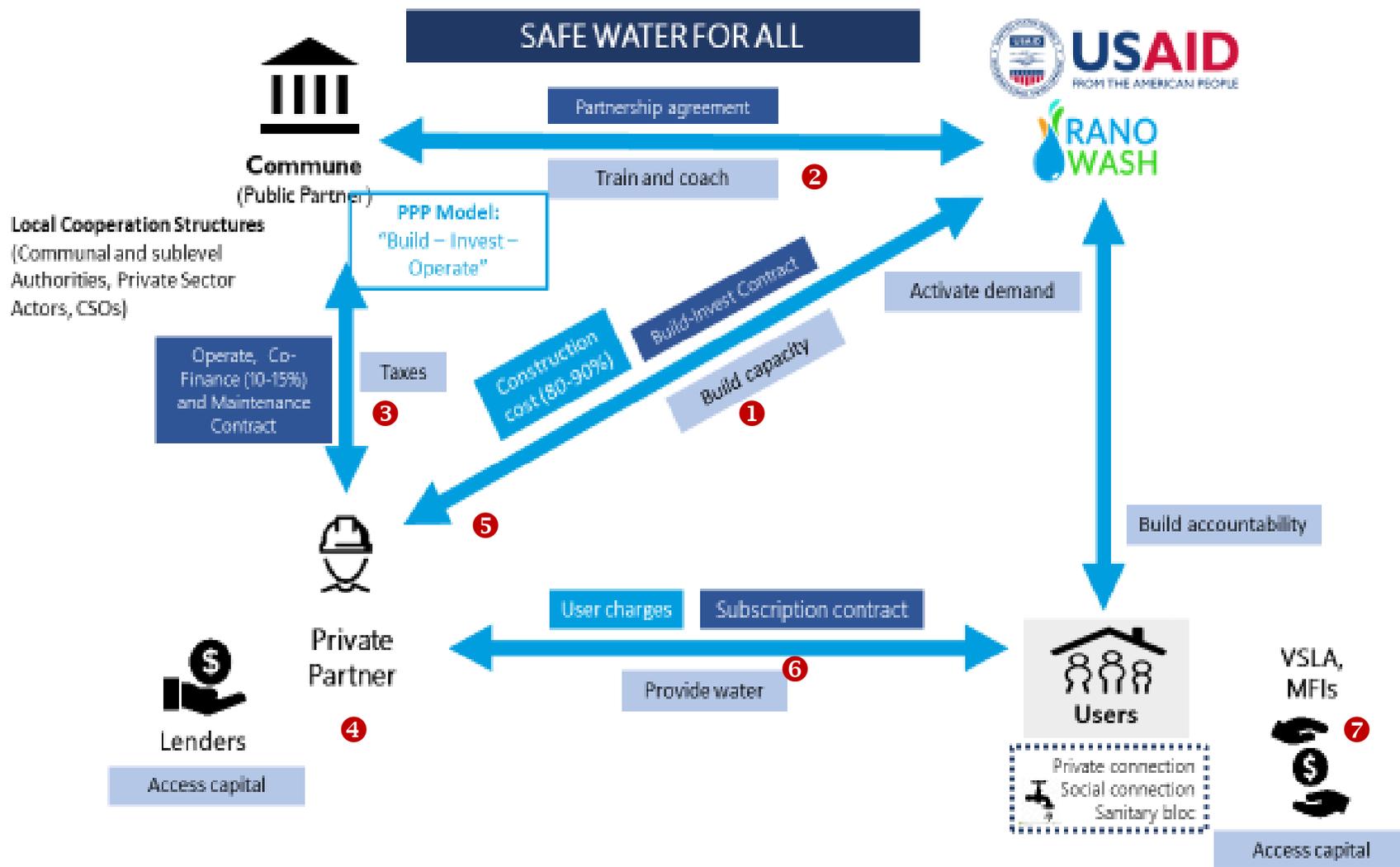
- management and operation of infrastructure built under long-term public service contracts.

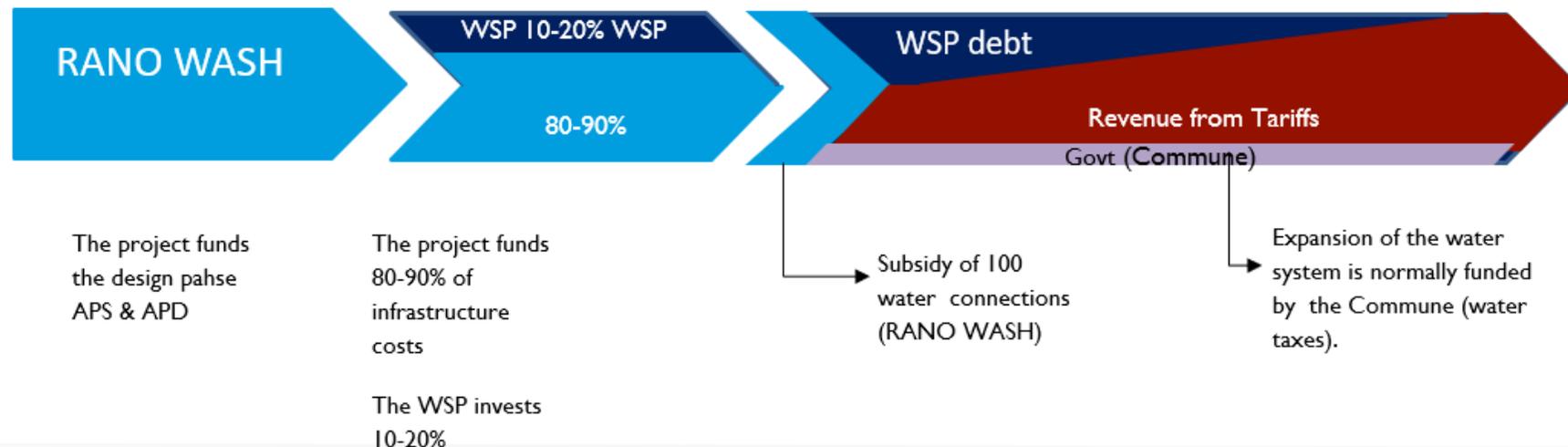
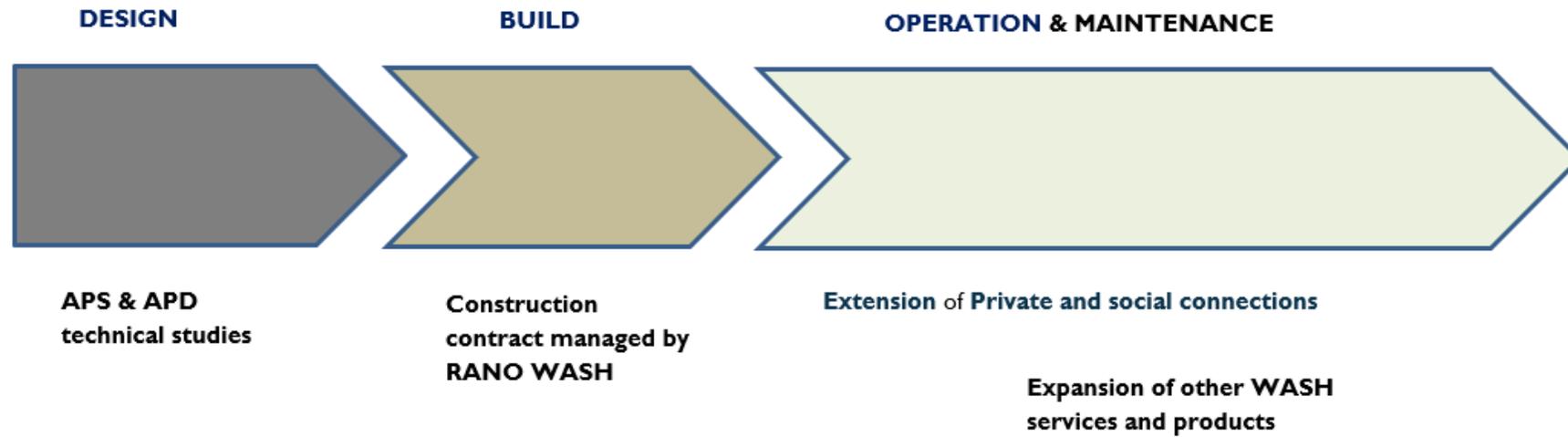
Under this contract, the commune remains and will remain the sole owner of the infrastructures built. At the same time, the private sector ensures the management delegated by the commune by contributing its specific expertise throughout the contract. Operation and management of the infrastructures include maintenance work and possible extensions to the system. The co-investor manager will be remunerated solely by the volume tariffs, spread throughout the contract, that he or she will have received from subscribers (users). Users will then benefit from all the services of the WSS as a public service

Water System: 'co-invest, build and operate' PPP model (Figure3.)

This small-scale-PPP model is based on user payments in which the initial financing is made through RANO WASH (at 80-90% initially, the operator provides 10-15% of co-financing).

- ① RANO WASH conducts technical surveys (APS, APD) for all water systems and initially supports 85-90% of infrastructure costs (construction). The Project also provides training on PPP to all preselected tenderers. The selected operator is required to provide 10 to 15% of co-financing as part of the contract awarding selection criteria.
- ② RANO WASH provides technical and advisory support to Communal authorities, including local cooperation structures
- ③ The private operator and the Commune sign a 15-20-year concession agreement to operate, maintain and extend the water system.
- ④ Private sector access to financial loans is facilitated through the USAID SHOPS Plus project and linkages with other commercial banks. To promote private sector engagement for WASH services, access to financial services is one of the main challenges. RANO WASH has set up a partnership with SHOPS Plus to benefit its expertise in linking the private sector to banks. Banks are currently exploring and created specific loan products and services for private operators supported by RANO WASH, and the Project provides training to these operators to be able to manage their business well.
- ⑤ The operator pays 10% of taxes to the commune from the user charges, 8% of which must be kept and reinvested over time by the commune into infrastructure extension.
- ⑥ Under this user-pays PPP model, the Operator derives its revenue from water consumption fees (1-2 Ariary per Liter). The Operator provides private, social (shared) connections with water meters and public blocks (with water points, washing facilities).
- ⑦ RANO WASH promotes and facilitates users' access to microfinance (VSLA, MFIs) and promotes the set-up of accountability mechanisms towards the commune.





RANO WASH

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