Monitoring and Evaluation Plan

September 2012

USAID
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SIAPS
Systems for Improved Access to Pharmaceuticals and Services

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About SIAPS

The goal of the Systems for Improved Access to Pharmaceuticals and Services (SIAPS) Program is to assure the availability of quality pharmaceutical products and effective pharmaceutical services to achieve desired health outcomes. Toward this end, the SIAPS result areas include improving governance, building capacity for pharmaceutical management and services, addressing information needed for decision making in the pharmaceutical sector, strengthening financing strategies and mechanisms to improve access to medicines, and increasing quality pharmaceutical services.

Recommended Citation

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ACRONYMS AND ABBREVIATIONS

CPM	Center for Pharmaceutical Management
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria
IR	intermediate result
M&E	monitoring and evaluation
MCH	mother and child health
MSH	Management Sciences for Health
PIRS	performance indicator reference sheets
PMIS	Pharmaceutical Management Information System
PMP	performance monitoring plan
SMS	strategic monitoring system
SIAPS	Systems for Improved Access to Pharmaceuticals and Services [Program]
SPS	Strengthening Pharmaceutical Systems [Program]
TB	tuberculosis
THE	total health expenditure
USAID	US Agency for International Development

1. INTRODUCTION

1.1. Background

The US Agency for International Development (USAID) awarded Management Sciences for Health its five-year Systems for Improved Access to Pharmaceuticals and Services (SIAPS) Program in 2011 as follow-on to its Strengthening Pharmaceutical Systems (SPS) Program. The mandate of the SIAPS Program is to build capacity within developing countries to effectively manage pharmaceutical systems, sustainably implement USAID priority services, and ultimately save lives and protect the public's health by improving access to and use of medicines of assured quality.

SIAPS strives to build capacity within countries to effectively manage all aspects of pharmaceutical systems and services. To accomplish this, SIAPS takes an evidence-based, systems strengthening approach that is rooted in collaborative relationships with all partners and clients at the local, national, regional, and global levels. *Ultimately, SIAPS will be successful when we can demonstrate, not only outcomes, but evidence of their sustainability within the countries in which we are working.*

The SIAPS guiding framework is presented in Figure 1 below and shows a comprehensive set of dynamic relationships among the five health systems building blocks with a medical products building block overlay. This framework will provide technical focus and help to identify substantive areas of concern and the appropriate corrective measures. As is depicted in the framework, an important aspect of the approach is monitoring and evaluation (M&E) of the project's performance. By using this overall M&E plan to guide the alignment of SIAPS' anticipated results with strategic plans in an iterative process, we will be able to provide managers and decision makers with the data to make informed decisions and monitor progress toward attainment of results.

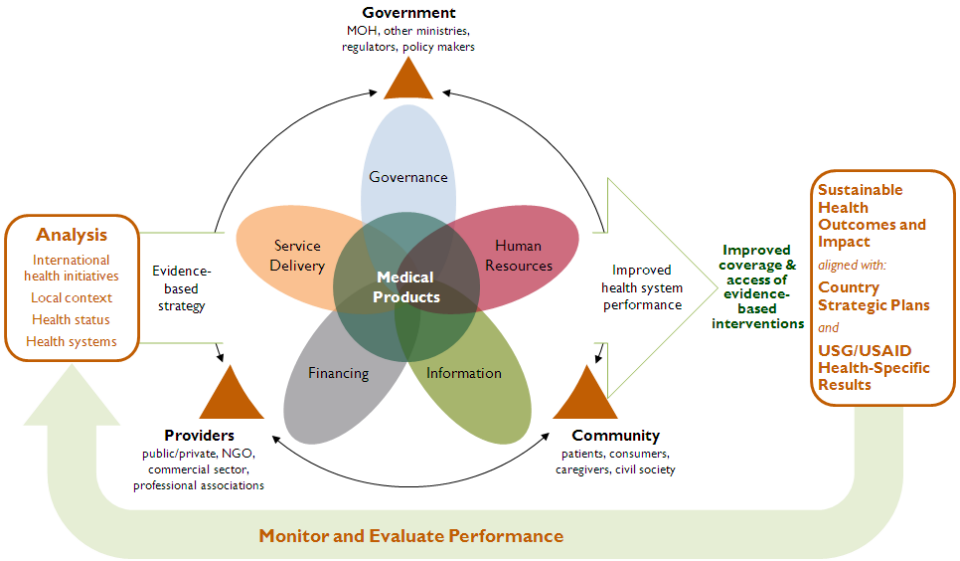

Figure 1. Pharmaceutical management framework

SIAPS uses M&E information to manage program activities, identify problems, and make evidence-based design, implementation, and resource allocation decisions during program implementation.

This document presents an overall M&E plan for the SIAPS Program. It will serve as a blueprint for assessing the outcomes of the full scope of SIAPS' activities. The realization of the ability to assess our results depends on the development and execution of individual portfolio M&E plans that will contribute to the data requirements of this plan.

This M&E plan will also inform USAID as to how SIAPS contributes to the agency's global goals and objectives. This plan has been designed with the following objectives in mind:

- Strengthen mechanisms to increase involvement of beneficiaries and other concerned stakeholders in tracking the progress and impact of adopted system reforms
- Record information on the status of activity implementation, progress toward output and outcomes, completion of products, and linkages to USAID results
- Continuously monitor progress toward outcomes and identify state-of-the-art technologies and approaches, best practices, and lessons learned that could then be taken into account in the planning of subsequent activities
- Ensure that a reporting system is based on reliable, valid, relevant, timely, and accurate data that is easily accessible to program leaders and managers, as well as to USAID for activity progress reports

1.2. Gender Integration into M&E Plan

SIAPS is committed to addressing the needs and protecting the rights of vulnerable populations in target countries, including women and girls. To ensure that our efforts honor this commitment, indicators specifically addressing gender concerns will be integrated into country-level plans. Also, by disaggregating the data by gender where appropriate, we will maintain our focus on delivering results and assessing how we deliver activities targeted to women and girls in the populations we serve.

1.3. Modifying and Updating the M&E Plan

This plan is intended to be a living document. It will be reviewed regularly as part of the annual SIAPS Program review process to ensure continued fidelity to the actual implementation process; if the strategy or geographic focus of the program changes measurably, it will be modified accordingly. It is *not* expected, however, that the performance monitoring plan (PMP; expected results and indicators of success) will change. The indicators were developed and approved and a baseline assessment established with the intention of measuring change over time. Therefore, they are not expected to be altered before the final program report unless environmental or situational changes necessitate it.

2. MONITORING SIAPS ACTIVITIES

2.1. M&E within the SIAPS Program

The SIAPS M&E system will use a combination of cost-effective, rigorous, and timely approaches, methods, and activities to enable us to adapt to changing conditions and make mid-course corrections as necessary. As Figure 2 indicates, M&E will be facilitated by our web-based relational database, the Newdea Impact Platform, a cloud-based software that facilitates M&E and reporting management. This system is accessible to all relevant management staff, including those in the field. The system allows managers to document progress quarterly toward defined outcomes and track the completion of products. It produces data for routine reports and helps staff address ad hoc requests for project information. The M&E plan will support SIAPS key and core personnel and the entire technical team to make informed management decisions at all levels (in-country and home office) and foster quality programming and learning.

The Newdea system will facilitate standardized reporting and information sharing through an overall program database and reporting system. The system is intended to manage the large amount of information required to monitor the implementation of SIAPS program activities and to track progress against targets. By keeping the portfolio monitoring processes within a linked system and incorporating harmonized indicators and definitions, cumulative program-wide metrics are a practical goal and an important contribution to comprehensive outcome reporting.

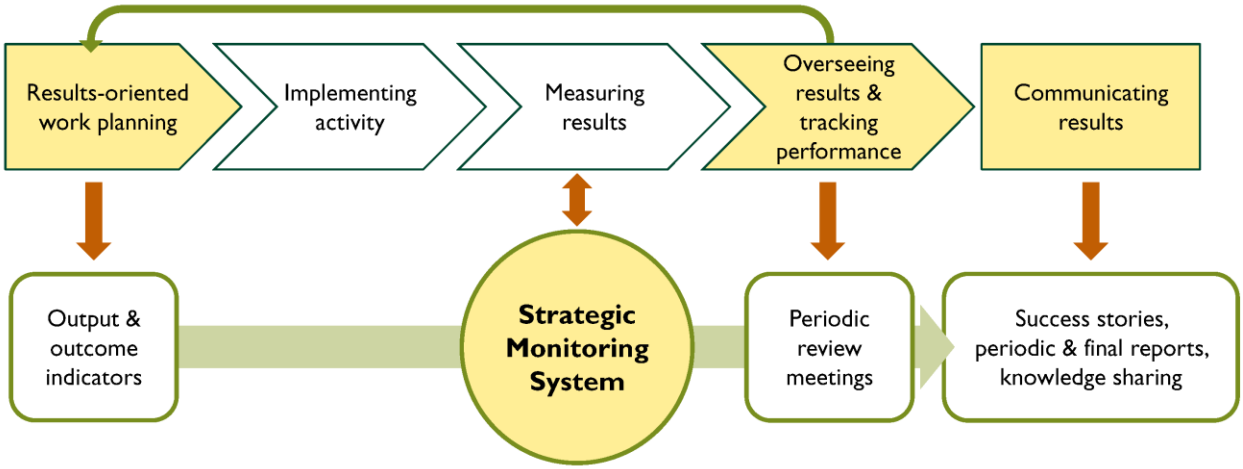

Figure 2. SIAPS's monitoring and reporting process based on the Newdea Impact Platform operates in parallel with traditional M&E processes

To consolidate the monitoring, evaluation, and reporting requirements, SIAPS shall develop portfolio-specific M&E plans focused on each country in which SIAPS works, as well as core programming (including TB, malaria, MCH, and common agenda). These plans provide guidance on what information is required to monitor program progress, assure data quality, support learning between countries, and facilitate information reporting.

Specific portfolio objectives have been established through strategic planning that was guided by the gaps, demands, and resources of host-nation ministries of health, country USAID Mission strategic objectives (outlined in country strategic plans) and projected SIAPS program results. In SIAPS, the program refers to this overlapping area of the different stakeholders' results needs as the "sweet spot", and this is where the program's focus is targeted (Figure 3).

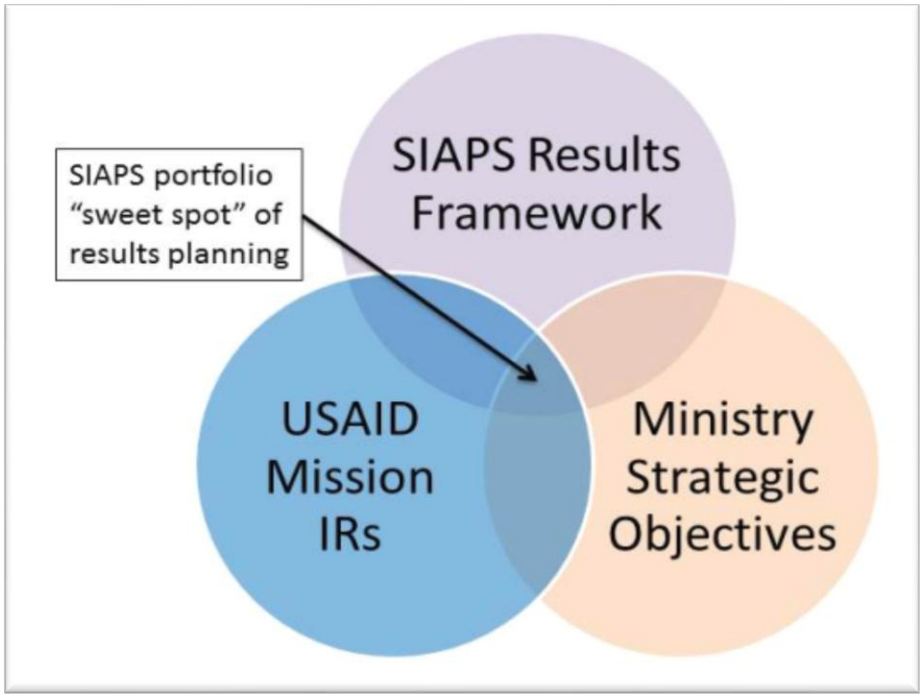

Figure 3. Specific portfolio objectives should be established by considering the objectives of the local Ministry of Health, the country USAID Mission, and the overall SIAPS Program

Within the complexity of a global program, SIAPS must also be able to report on how specific activities contribute to reaching individual portfolio targets in addition to overall SIAPS intermediate results (IRs). The following sections describe how results expected from local activities will contribute to SIAPS' overall global results and describe the output and outcome indicators that will be measured to determine if the results have been achieved (indicators detailed in Annexes A and B).

2.2. Results Framework

The SIAPS results framework presented in Figure 4 shows the expected IRs of the program. Included in this framework are the key results that SIAPS will achieve through its activities and which drive the key outcome-level indicators toward which SIAPS will contribute and present in the PMP (Annex A). The PMP is a planning and management tool. Within the SIAPS context, the PMP will be applied to present the appropriate indicators and targets to demonstrate progress

toward achieving the identified results outlined in the results framework. Based on these performance information metrics, program management decisions will be made to improve and refine (i.e., adjust) specific program activities to ensure success.

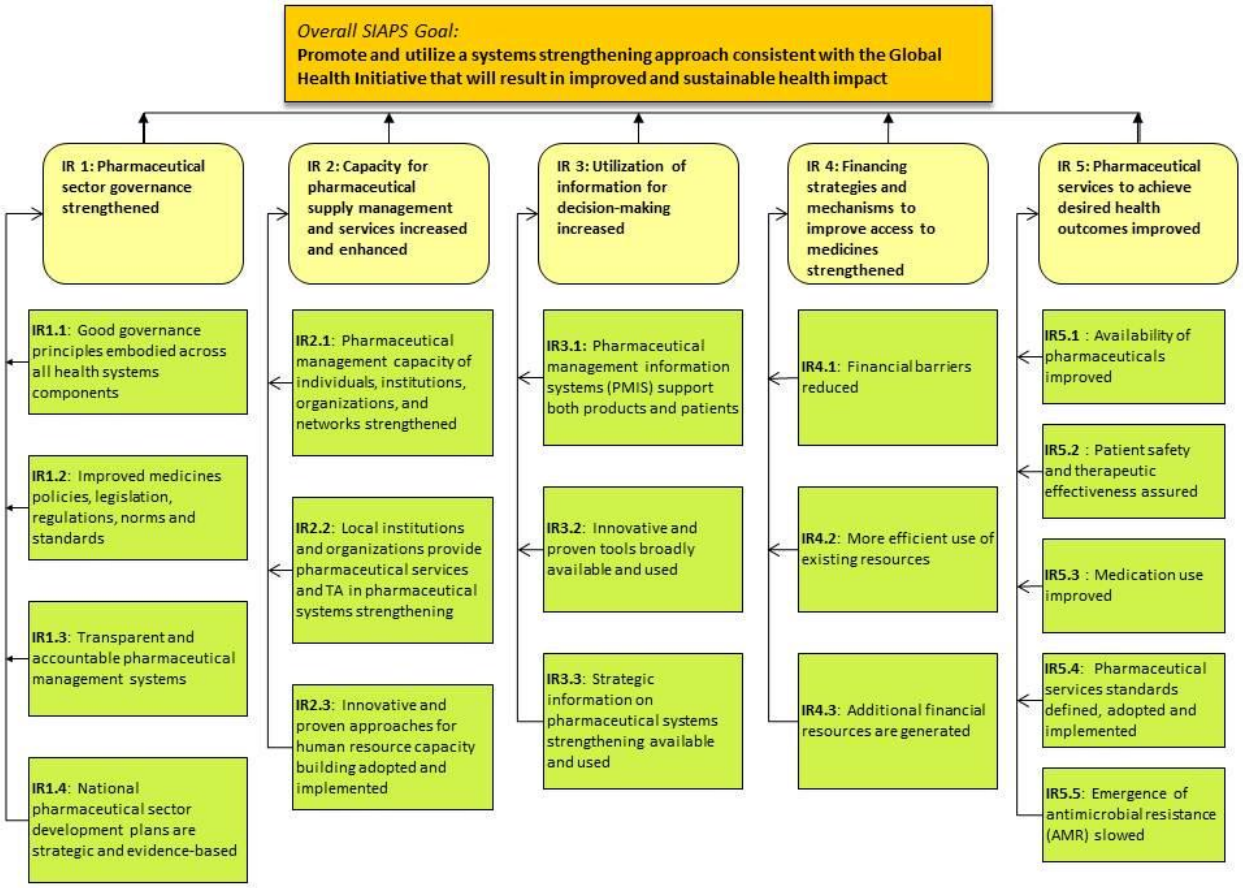

Figure 4. Results framework for SIAPS

The overall SIAPS M&E plan will monitor key indicators to gauge the effectiveness of conventional program activities and the overall impact of SIAPS worldwide. Each portfolio will establish an individual PMP that includes the indicators outlined in this overall SIAPS PMP to the extent that their results framework includes relevant objectives. That is, if a country program is conducting activities that are expected to address a given objective, they will be expected to report against the corresponding indicators and apply a standardized protocol for measuring and reporting this data (as described in the indicator's corresponding performance indicator reference sheet (PIRS). This is not meant to limit the indicators reported on by the portfolio, but to streamline the process across countries and ensure that the data is comparable and aggregable. Individual portfolios are expected to monitor additional indicators, depending on their specific mandates, Mission requirements, and strategic plans.

Each activity under this award falls under one of the SIAPS IRs. Each activity leads to a predetermined set of expected results measured in relation to defined output and outcome indicators. Information gathered is taken into account in the planning of subsequent activities to continuously optimize the program's efforts.

The SIAPS Program indicators presented in this plan (Annex A) are captured at the country-level by a set of indicators that were formulated through a participatory process that included the appropriate technical leads and managers. These country-level indicators were adapted by the individual portfolios' management team into the PMP and will, in aggregate, inform the results of the overall indicators. Data collection mechanisms that inform the indicators will incorporate proven qualitative and quantitative methodologies to illustrate the range of outcomes expected. The combination of quantitative data processes with rigorous qualitative designs provides an opportunity to answer not only the question of "if" something worked, but also "why". As a result, we will have an opportunity to enhance our understanding of obstacles, solutions, and ultimately, our impact, thus informing ongoing activities as well as future health systems strengthening projects.

2.3. Monitoring Plan

As activities are carried out at the field level, activity leads will be responsible for collecting all required data and supporting documentation to report on indicators listed in the implementation plan. The following subsections describe in general how this data will be collected. For the specific details of data collection for respective indicators—frequency, purpose, required tools, and data quality assurance—please consult the PIRS template in Annex C.

2.3.1. Performance Indicator Baselines

The program is committed to implementing an evidence-based approach to management that begins with establishing robust baseline measures. Baselines for the approved performance indicators will be established for countries in which we are working so that they may be aggregated for the SIAPS global program. These baseline assessments will generate data to serve as a benchmark against which outcome indicators will be evaluated, both for the overall SIAPS program and individual portfolios. Furthermore, tracking changes in these key indicators and correlating this data with specific program activities is an effective approach to gauging successful programming. This strategy of periodic program evaluation will be integrated through a review process to monitor achievements against periodic targets that were set according to baseline assessments.

Where feasible and appropriate, we will take advantage of data captured during the SIAPS predecessor (SPS) program implementation. SIAPS will also take advantage of secondary data and scheduled surveys by other implementing organizations [such as MICS4 (UNICEF) and

DHS[1]]. Surveys conducted and rigorously validated provide reliable data for evidence for resource allocation, activity messages, and the determination of impact.

2.3.2. Performance Indicator Reference Sheets and Measurement Tools

The M&E indicators link to key results of the program's five objectives. To improve consistency and harmonization across the SIAPS portfolios that will report against the common indicators, PIRS (Annex C) have been produced. The PIRS defines the details characterizing individual indicators and specifies the data collection, analysis, dissemination, and use. Close collaboration between program M&E and relevant technical staff for each activity area helps assure realistic and useful indicator guidelines. The guidelines will incorporate feasible approaches connected with program activities and field reality, plus necessary technical expertise applied to assure validity, reliability, and data quality appropriate for these measures in target countries. These PIRS, developed by using the standard USAID format, are produced for the SIAPS indicators and subsequently incorporated by field-level M&E staff members.

By working with the country and core teams and helping them understand and operationalize the PIRS presented in this document, we will ensure that data is collected uniformly and used appropriately. The SIAPS M&E Unit will use these PIRS to support country teams as they construct the systems required at the local and national levels.

2.3.3. Monitoring Tools

Where applicable, the project will utilize innovative tools to capture data by using technologies designed to improve the quality, availability, and timeliness of the information. Further details of the tools will be communicated in portfolio M&E plans and be dependent upon the specific indicators selected by the individual projects.

2.4. Data Reporting Flow and Management

The primary source of data for this PMP will be the individual portfolio reports. This information will be incorporated through the SIAPS reporting system, powered by Newdea Impact Platform, which is a cloud-based M&E and indicator management system. Each quarter, portfolio M&E staff will report indictor values, including SIAPS common indicators, through the system. These reports will be aggregated at the central level to provide a SIAPS-wide report. This will afford a system to report results against expected targets, offer justification for any differences, and facilitate support through an ongoing evaluation process (Figure 5).

[1]MICS4, Multiple Indicator Cluster Survey, round 4; DHS, Demographic and Health Survey

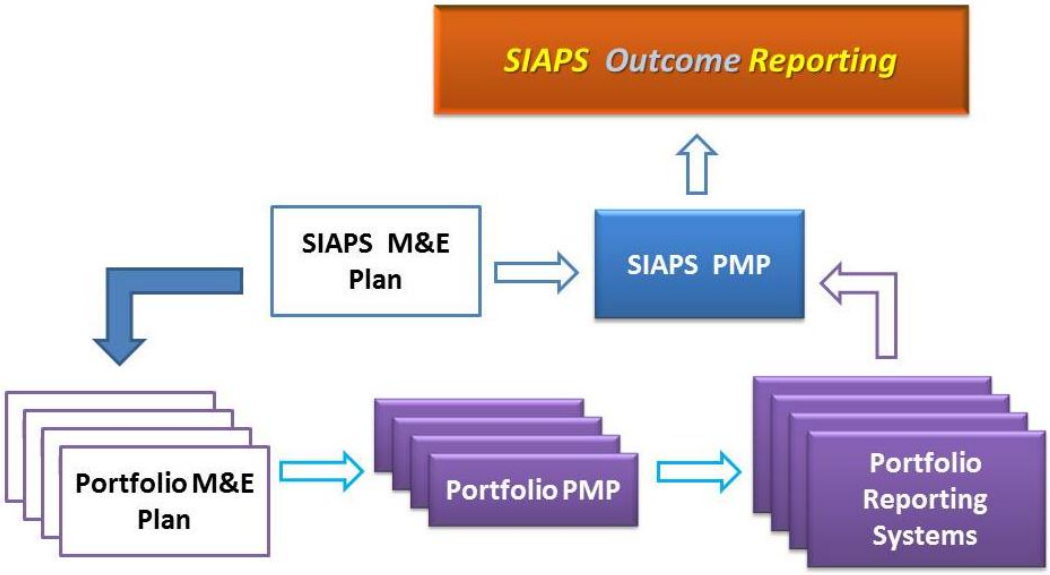

Figure 5. SIAPS integrated M&E system and relationship between SIAPS PMP and portfolio PMP

2.4.1. Data Management

The Newdea system manages the large amount of information required to monitor and report on implementation activities. The system facilitates results-based planning and management as well as the production of routine and ad hoc reports and program information. It allows program information to be tracked and organized by designated data elements.

This system provides an interface for the convergence of program objectives, activities, and results. It provides a structure for routine collection and storage of information on the status of activity implementation, progress toward output and outcomes, completion of products, and contribution to USAID results. It categorizes information and defines meta-data about tasks, activities, resources, and products to enable cross-program and cross-activity searches and correlations. Queries can be made and information generated based on indicator, objective, or other defining characteristics.

2.4.2. Data Quality Monitoring

To ensure good data, quality will be gauged at the country level through a systematic routine based on USAID's data quality assessment (DQA) process, which provides a common approach that can be utilized across projects and evaluated by USAID against common benchmarks. Through this process, the reported data is assessed and the underlying management and systems can be regularly monitored and improved. The process also serves to streamline the efforts of USAID's own data audit process by integrating similar measures of data quality, including accuracy, reliability, precision, and completeness.

The SIAPS program will integrate the routine data quality assessment (RDQA) procedure into its systems. This process is designed to verify the quality of reported data and continuously assess the underlying data management and reporting systems for standard program-level output indicators. RDQA is a toolkit that is tailored for SIAPS programs to conduct semi-annual data reviews following a uniform approach. The methodology is straightforward and is designed as a self-assessment that yields active recommendations for improvement. Although these activities will be conducted at the country level, it's important to recognize that it's *this* level that provides the data necessary for the *overall* reporting systems to function reliably.

Providing consistent and useful feedback to activity managers and developing strong capacity to make use of the collected data encourages the teams to reliably maintain the Newdea database and ensures that reporting is complete and accurate.

The country portfolios will hold formal periodic technical review meetings to discuss progress, lessons learned, potential adjustments to enhance program effectiveness or efficiency, and new technical work opportunities. These meetings will be guided by the expected results and targets and contribute to the overall SIAPS Program reports. Through these meetings, we will identify data-supported success stories for sharing among SIAPS country programs, USAID, country partners, and the international health community in general.

2.5. Reporting

2.5.1. Reporting Cycle and Content

Each SIAPS portfolio will provide updated project status and monitoring information on a quarterly basis via the Newdea monitoring system. This information will be used by the Arlington-based reporting unit to generate an overall report that will be provided to USAID/Washington and USAID missions in target countries, as per our agreement, and according to the schedules outlined in Figures 6 and 7. These schedules are constructed so that quarterly reports are submitted within 30 days of the end-of-quarter and an annual report after the program year end.

In addition to standard program information (budget, activity lead, and dates), these reports will include a narrative description of the activities, progress toward results, barriers or constraints faced, and next steps to be taken. Ad hoc reports can be generated at any time, based on USAID requests or specific project queries. The quarterly reports will include—

- Narrative account
- Updated quantitative indicator data reported against anticipated targets
- Resources information
- Staffing changes
- STTA activities
- Evaluations planned and completed
- Additional supporting information (anecdotes, photos, quotes, etc.)

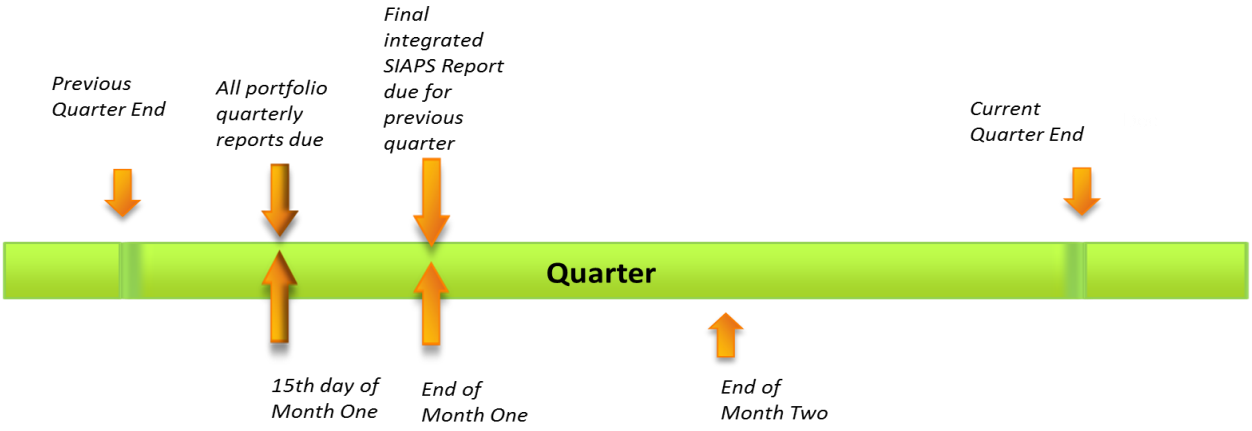

Figure 6. Quarterly reporting schedule

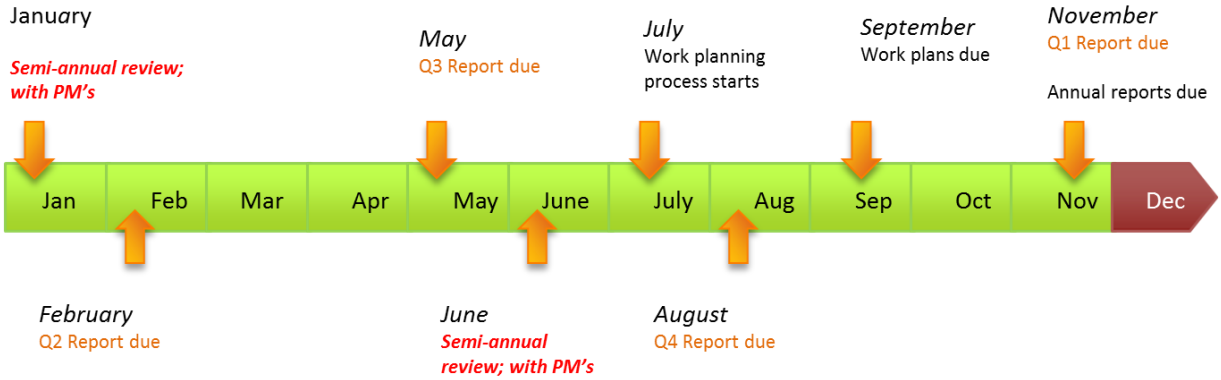

Figure 7. Annual planning and reporting timetable

The system is an important link in the knowledge management chain. Documentation in the form of quarterly and annual reports, technical papers, and other ad hoc reports can be filed, searched, shared, and accessed using this system. To build on lessons learned and eliminate replicating work done previously in different countries or during previous projects, both SIAPS headquarters and portfolio teams will have access to this database.

2.6. Human Resources Supporting the M&E System

Dr. Michael A. Cohen, Deputy Director of Performance Monitoring and Evaluation, maintains accountability for the program's M&E results and reporting. Additional technical assistance and expertise or backstopping from the MSH home office in Arlington will also be provided by Tobey Busch, M&E Specialist, and other internal and external consultants as needed to support program M&E. This support could include targeted requests for building in-country capacity or providing quality assurance, strategic design, evaluation, or other technical assistance.

M&E managers will be appointed in countries to provide technical leadership for the portfolios and oversee related activities in collaboration with relevant technical leads and program directors. In cases where budget or available local capacity does not allow for a dedicated M&E manager, a member of the program staff will be appointed as M&E lead. This person will be responsible for ensuring that project staff members are able to understand and use results information and can identify or analyze implementation obstacles and opportunities.

Quarterly M&E meetings to review common global issues are supplemented with frequent communication among regional M&E staff, program staff, and USAID through different venues. Open communication helps the program monitor progress across all results areas and assures that program achievements are correctly documented and verified.

All staff members have roles to play in M&E, from primary data collection and quality assurance to review, oversight, and use of program results and other M&E information. Any part-time or temporary staff roles in special data collection efforts will be engaged as needed.

3. EVALUATION PLAN

3.1. Program Reviews

MSH will conduct periodic internal reviews to determine the status of program implementation. These reviews will guide any remedial measures required to ensure that the program remains on course and that activities are implemented in the most efficient way.

The reviews will be designed to evaluate—

- Program achievements to date and the contextual factors that have facilitated or inhibited progress
- The program's intended results and key implementation processes to determine their continued relevance and appropriateness
- Any changes in program objectives, priorities, and resources resulting in the need for any modifications in the program's scope, approach, or activities
- Any concrete recommendations to strengthen or reorient the program, if required
- Stakeholders' satisfaction with the implementation methodologies

An end of program review will be conducted to—

- Examine evidence of program results and impact
- Provide lessons for the planning and management of future programs and identify opportunities to improve program approaches
- Identify the relative strengths and weaknesses of different approaches used by the program

These reviews, and potential external evaluations that USAID may wish to solicit, will be achievable as a consequence of a rigorous data collection system coupled with an approach to program design that generates "evaluable" results.

3.2. Evaluations

In addition to semi-annual program reviews conducted by portfolio management, the SIAPS M&E unit will assist the teams with program evaluations. These evaluations are expected to occur at the country level and the overall SIAPS level at the discretion of USAID. To prepare for these activities, terms of reference will be developed early on in the project cycle, well before the evaluation activities are expected to be carried out. Taking the new USAID evaluation policy

into consideration at all stages of the program cycle will allow for rigorous, accurate, and thorough assessments that can enhance future programming.

Objectives will be developed based on standard OECD/DAC (Development Assistance Committee) criteria, which focus on relevance, effectiveness, efficiency, impact, and sustainability.

Illustrative Evaluation Objectives

- Relevance

    a. Are the specific activities and outputs of the program consistent with the overall SIAPS goal and IRs?
    b. Are the portfolio objectives in line with Ministry of Health objectives?

- Effectiveness

    a. To what extent were the stated objectives achieved?
    b. What were the major factors influencing the extent of achievement of the objectives?

- Efficiency

    a. Were activities cost-efficient?
    b. Were objectives achieved on time?
    c. Was the project implemented in the most efficient way, compared to potential alternatives?

- Impact

    a. What has happened as a *result* of the project?
    b. What real difference has the activity made to the beneficiaries?
    c. How many people have been affected?

- Sustainability

    a. To what extent are the benefits of the project likely to continue after donor funding ceases?
    b. What major factors may influence the achievement or non-achievement of sustainability of the program or project?

ANNEX A. PERFORMANCE MONITORING PLAN

Project goal: assure the availability of quality pharmaceutical products and effective pharmaceutical services to achieve desired health outcomes

Result area	Indicator number	Performance indicators	Frequency of data collection
IR 1: Pharmaceutical sector governance strengthened	**1**	Number of SIAPS-supported countries with strengthened pharmaceutical sector governance	Annual
	1a	Number of SIAPS-supported countries with civil society organizations actively participating in and/or monitoring pharmaceutical management operations	Quarterly
	1b	Number of SIAPS-supported countries with NDRAs with improved registration systems and processes	Annual
	1c	Number of SIAPS-supported countries that have improved transparency in pharmaceutical management processes and decision making	Semi-annual
	1d	Number of SIAPS-supported countries with approved national pharmaceutical sector development plans that are strategic and evidence-based	Annual
IR 2: Capacity for pharmaceutical supply management and services increased and enhanced	**2**	Number of SIAPS-supported countries with increased capacity for pharmaceutical supply management and services	Annual
	2a	Number of countries with SIAPS supported pre-service training programs integrating pharmaceutical management tools, models and approaches	Semi-annual
	2b	Number of countries with SIAPS supported in-service training programs integrating pharmaceutical management tools, models, and approaches	Semi-annual
	2c	Number of SIAPS-supported countries with SIAPS-supported institutions and/or organizations providing consultancy services and/or technical assistance in pharmaceutical systems strengthening	Semi-annual
	2d	Number of persons trained in pharmaceutical management	Quarterly
	2e	Number of SIAPS-supported countries with innovative and proven approaches for human-resource capacity building adopted	Semi-annual

Result area	Indicator number	Performance indicators	Frequency of data collection
IR 3: Utilization of information for decision making increased	**3**	Number of SIAPS-supported countries with systems for utilization of information for decision making improved	Annual
	3a	Number of SIAPS-supported countries with functional pharmaceutical management information systems that support both product and patient information	Semi-annual
	3b	Number of SIAPS-supported countries using appropriate tools to regularly monitor the availability of essential medicines	Quarterly
	3c	Number of SIAPS-supported countries that reported on national indicators to measure the performance of pharmaceutical systems	Semi-annual
	3d	Number of SIAPS-supported countries with improved access to data for decision making	Semi-annual
IR 4: Financing strategies and mechanisms to improve access to medicines strengthened	**4**	Number of SIAPS-countries with strengthened financing strategies to improve access to medicines	Annual
	4a	Number of SIAPS-supported countries that have conducted funding gap analysis for commodities to support various major diseases	Annual
	4b	Number of SIAPS-supported countries implementing activities to reduce out-of-pocket payments for pharmaceuticals	Semi-annual
	4c	Number of GFATM proposals/grants developed and submitted with technical assistance from SIAPS	Quarterly
IR 5: Pharmaceutical services to achieve desired health outcomes improved	**5**	Number of SIAPS-supported countries with improved pharmaceutical services	Annual
	5a	Number of SIAPS-supported countries with improved availability of pharmaceuticals to patients	Semi-annual
	5b	Number of SIAPS-supported countries that have implemented medicines safety programs	Semi-annual
	5c	Number of SIAPS-supported countries with increased percentage of prescriptions in compliance with standard treatment guidelines	Annual (may be only baseline/ endline)
	5d	Number of SIAPS-supported countries adhering to procedures for managing additions and deletions to the formulary list	Annual (may be only baseline/ endline)
	5e	Number countries implementing facility-level activities to monitor and promote adherence to recommended treatments	Semi-annual

ANNEX B. COUNTRY-LEVEL INDICATORS

COUNTRY-LEVEL INDICATORS ARE CURRENTLY UNDER TECHNICAL REVIEW.

ANNEX C. PERFORMANCE INDICATOR REFERENCE SHEET (TEMPLATE)

(Complete PIRS forms will be distributed upon approval of plan)

Performance Indicator Reference Sheet
Objective & sub-objective: Specific SIAPS objective and sub-objective being addressed **Indicator:** insert indicator here
DESCRIPTION
Precise Definition(s): **Unit of Measure:** **Disaggregated by:** **Justification/Management Utility:** *Clearly define how this indicator will be used and what decisions will be based on it*
PLAN FOR DATA ACQUISITION by SIAPS
Data Collection: **Computation & Example:** **Data Source(s):** **Data Collection Periodicity /Timing of Data Acquisition:** **Estimated Cost of Data Acquisition:** **Data Collection Responsibility:** **Method of Acquisition by USAID:** **Individual Responsible for Data Acquisition by USAID:**
DATA QUALITY ISSUES
Date of Initial Data Quality Assessment: **Known Data Limitations and Significance (if any):** **Actions Taken or Planned to Address Data Limitations:** **Date of Future Data Quality Assessments:** **Procedures for Future Data Quality Assessments:**
PLAN FOR DATA ANALYSIS, REVIEW, & REPORTING
Data Analysis: **Presentation of Data:** **Review of Data:** **Reporting of Data:**
OTHER NOTES
Baseline Data Source: **contributed by portfolios** Baseline Year: **2012** Baseline Value: **TBD** Targets ► 2010: **[ ]** 2011: **[ ]** 2012: **[ ]** 2013: **[ ]** 2014: **[ ]** Actual Values ► 2010: **[ ]** 2011: **[ ]** 2012: **[ ]** 2013: **[ ]** 2014: **[ ]** Data Storage:
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