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Tropical  
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**SUSTAINABLE APPROACHES TO VIABLE ENVIRONMENTAL MANAGEMENT (SAVEM)  
AND  
MANAGING INNOVATIVE TRANSITIONS IN AGREEMENT (MITA)**

United States Agency for International Development  
Cooperative Agreement Nos.  
623-0000-A-00-1035-00 (SAVEM)  
687-0113-3-60010 (MITA)

**Semi-Annual Report**

**October 1, 1996 - March 30, 1997**

**Submitted by:**

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**SAVEM:**

**Project Title:** Sustainable Approaches to Viable Environmental Management (S.A.V.E.M.)

**Country:** Republic of Madagascar

**Lead Institution:** Pact  
Washington, D.C.

**Collaborating Institution:** Development Alternatives, Inc. (DAI)  
Bethesda, Maryland

**Cooperative Agreement Dated:** September 20, 1991

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**MITA:**

**Project Title:** Managing Innovative Transitions in Agreement (MITA)

**Country:** Republic of Madagascar

**Lead Institution:** Pact  
Washington, D.C.

**Collaborating Institution:** Tropical Forest Management Trust (TFMT)  
Gainesville, Florida

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# I. PROJECT IMPLEMENTATION STRATEGY

## OVERVIEW OF PROGRAM DESCRIPTIONS

### I.A. SAVEM Goal and Objectives

The purpose of the SAVEM Project is "to establish sustainable human and natural ecosystems in areas of Madagascar where biodiversity is threatened." To this end SAVEM seeks, within the framework of Madagascar's Environmental Action Plan, to "identify and initiate systems for the management of protected areas of Madagascar and the peripheral zones adjoining those areas on a sustainable basis." The project will realize this purpose through five interrelated sets of outputs:

- 1) The establishment of a National Association for the Management of Protected Areas (ANGAP) with sufficient authorities and capacities to perform its coordination function.
- 2) The establishment of a biodiversity planning unit within ANGAP capable of tracking and communicating information on biodiversity conservation.
- 3) The implementation of interactive management plans in six protected areas of Madagascar and the adjacent peripheral zones.
- 4) Support for Malagasy individuals and communities interested in conserving biodiversity in 50 priority areas.
- 5) Enhancement of the managerial and technical capacity of GoM and NGO personnel active in the conservation of natural resources.

Under its original SAVEM Cooperative Agreement with USAID, Pact had four objectives:

- 1) The identification of effective development strategies/activities and interactive management structures which result in stabilized or reduced pressures on the natural resources in and around protected areas (hypothesis testing/learning).
- 2) Integrated Conservation and Development Projects (ICDPs) based on sustainable approaches which are effective in reducing human pressures on six high priority protected areas
- 3) Increased capacity of ANGAP, especially in management of USAID funds<sup>1</sup>
- 4) Increased capacity of national and local Malagasy NGOs and community associations to design, implement and evaluate participatory projects and

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<sup>1</sup> A major outcome of a Team Building workshops in November 1994 was agreement on ANGAP's long-term vision as a national park service. This expanded status was confirmed during the development of the program for the second phase of Madagascar's Environmental Action Plan late in 1995. It was decided that the management of USAID funds rather than grant management per se was more consistent with ANGAP's future status. Pact's third objective has thus been modified to reflect this change.

programs linking development with conservation in the peripheral areas of protected areas.

Prior to January 1995, Pact's institutional capacity building objectives (objectives #3 and #4, above) were addressed through a collaborative approach to working with ANGAP and recipient NGOs in the implementation of the grant programs. Beginning in 1995, a new Pact program, LOVA, took over primary responsibility for objective #4 (NGO capacity building). Up to 25 NGOs are receiving training, mentoring, and technical assistance through the LOVA program. The PADG and CAG grant programs also serve to foster the development of Malagasy NGOs and their effective involvement in the design, implementation and evaluation of projects and programs linking socio-economic development with conservation.

In addition to on-going collaboration and information sharing with ANGAP in the management of the Pact grant programs, the development of ANGAP's capacity to manage USG funds is being addressed by means of a Pact grant to ANGAP for the management of a protected area. ANGAP is thus being provided with an opportunity to receive, use and account for USG funds.

### **I.B. MITA Goal and Objectives**

In late November 1996, Pact signed a cooperative agreement with USAID that complements its program under SAVEM. The new agreement funds activities proposed by Pact to ensure a smooth transition of key USAID program elements to the new challenges of the second phase of Madagascar's Environmental Action Plan. In particular, the new agreement seeks to ensure an effective transition from the ICDPs to the landscape ecology approach within the context of the EP2. To contribute to that goal, Pact's MITA project proposes three objectives:

1. Tested strategies for the regional approach based on a multi-local/multi-sector/multi-actor approach and built on spatial analysis, informal platforms for information exchange, consultation, negotiation, and a leading role for the private sector. The models will include effective linkages between the regional level and national level institutions and emphasize transition of selected SAVEM ICDPs to the broader landscape ecology approach of AGERAS;
2. A broad range of individuals and institutions at the national and regional level with the capacities and skills to make the regional approach work; in particular, the required analytical skills to ensure effective programming and planning decisions
3. A National Park Service (ANGAP) with national and park-level operational capabilities commensurate with its mandate and firmly rooted as a key player in the regional approach.

### **I.C. Combined SAVEM/MITA Goals and Objectives**

Early in 1997, Pact proposed a combined workplan for the remainder of the SAVEM and MITA projects. Pact's overall goal for the period October 1996 through November 1998 is a successful transition to the second phase of Madagascar's Environmental Action Plan. Based on the lessons of the past year and in response to the new context, challenges, and opportunities of

the transition to the EP2, Pact and USAID established the following combined SAVEM/MITA objectives (result packages) which will guide the development, execution, and monitoring of strategies and activities through 1998 :

- ① *RESULTS PACKAGE 1:* ANGAP as Effective National Park Service
- ② *RESULTS PACKAGE 2:* Development of Strategies and Contexts Supporting the Multi-local Approach of the EP2
- ③ *RESULTS PACKAGE 3:* Improved Institutional Capacity and Human Resource Skills Responding to the Challenges of the Multi-Local Approach
- ④ *RESULTS PACKAGE 4:* Tany Meva as An Effective Grant Manager
- ⑤ *RESULTS PACKAGE 5:* Closeout of ICDPs<sup>2</sup> and CAGs

The interrelationships between these packages and their relationship to the overall objective can be summarized in the Results Package diagram at the top of the following page.

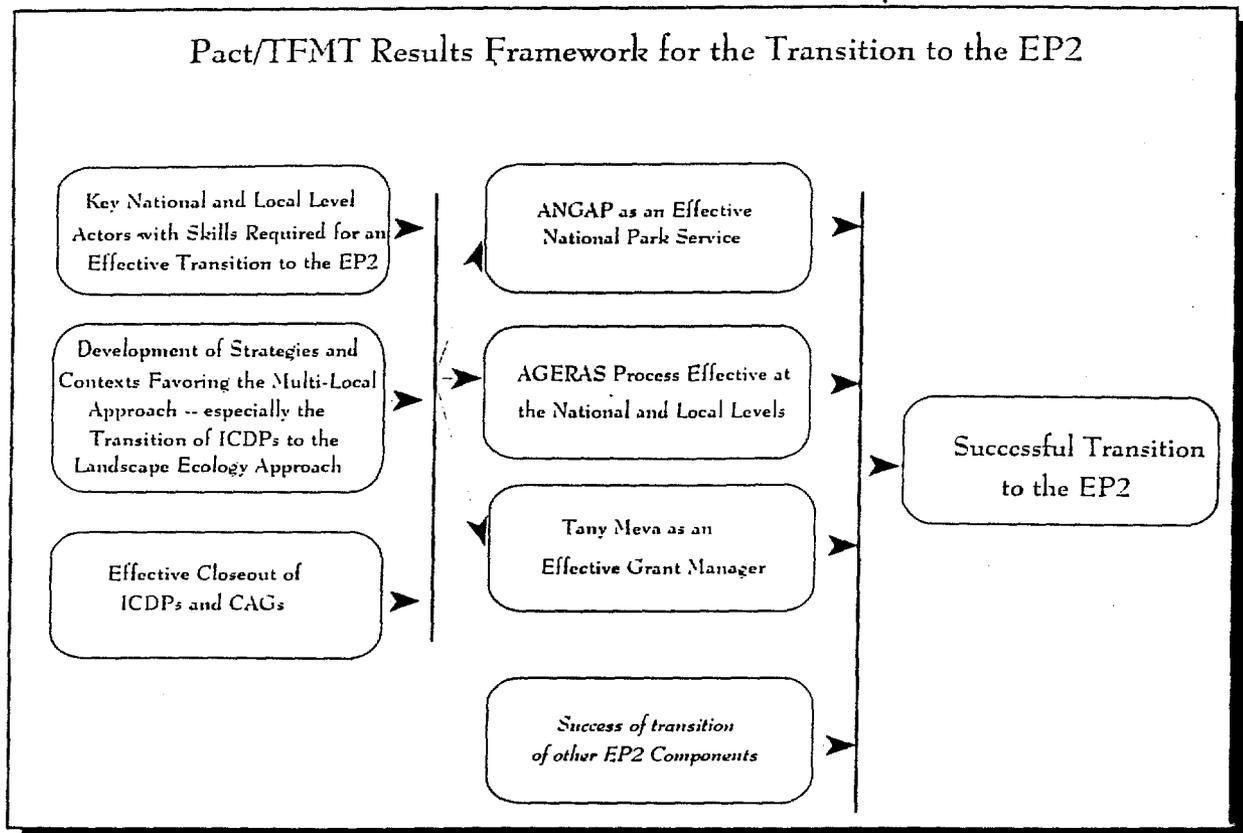
#### **I.D. Tasks**

To contribute to these results packages, Pact Madagascar and TFMT Madagascar have and will continue to undertake the following categories of tasks/activities:

- \* **Institutional Capacity Building:** At the national level Pact/TFMT will focus capacity building activities primarily through partnership with ANGAP, the AGERAS Unit of ONE, other national-level AGERAS actors and Tany Meva. At a decentralized level, capacity building efforts will be undertaken as part of our partnership with various NGOs and other members of civil society, regional AGERAS actors and ANGAP.
- \* **Grant Management:** Pact Madagascar's grant management activities will include grants to organizations currently implementing the development components of four SAVEM ICDPs for the continuation of key development activities and their transition to the landscape ecology approach of the EP2; grants to local NGO partners of the those organizations, and a grant to support ANGAP through the provision of regional technical assistants.
- \* **Networking/Dialogue/Facilitation:** Particular attention will be given in the coming year to this category of activity. At the both national and regional levels, Pact/TFMT will participate in and facilitate the development of networks of actors in the following areas: AGERAS, civil society and NGO support.

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<sup>2</sup> Pact will extend grants to existing operators of four SAVEM ICDPs to continue key development activities begun under the ICDPs while moving them towards the multi-local, landscape ecology approach of the EP2. The ICDPs as such will terminate on June 30, 1997.



## II. SUMMARY OF IMPLEMENTATION ACTIVITIES AND PERFORMANCE ASSESSMENT/IMPACT

### II.A. Results Package 1: ANGAP as an effective Parks Service

As a component of the MITA project, PACT/TFMT began providing support to ANGAP in January 1997. This support is principally in the form of one LTTA with modest budgets for STTA, training and marketing.

The major focus of this support is on institutional capacity building at the central, functional and park operational levels. This focus on institutional capacity is considered very important as ANGAP moves from a coordinator of ICDPs during EP 1 to the direct management of Madagascar's protected areas during EP 2. The component of EP 2 that ANGAP will be responsible for is referred to as the CAPE (Component for Protected Areas and Ecotourism). Five intermediate results have been identified as specific areas where PACT/TFMT can contribute to ANGAP's achievements during the transition from EP 1 to EP 2:

- ANGAP develops the institutional Capacity Necessary for the Management of parks and reserves;

- ANGAP has the ability to undertake the operational management of Madagascar's parks and reserves;
- ANGAP has the ability to provide and market a quality ecotourism experience
- ANGAP has improved capacity in collecting, storing, analyzing, and communicating data on biodiversity conservation in Madagascar's network of parks and reserves
- ANGAP has become an important actor in the multi-local approach of the EP2 and maintains solid relationships with communities and organizations immediately surrounding the protected areas.

It is important to appreciate that while PACT/TFMT are responsible for providing support, responsibility for achieving the results will be with ANGAP.

### **II.A.1. ANGAP Develops the Institutional Capacity Necessary for the Management of Parks and Reserves**

#### **Activities/Impact this period:**

A conditionality of the donors funding EP 2 is that ANGAP undergoes an institutional audit to assess its ability to fulfill its new mandate under the CAPE component of EP 2. Thus in the MITA annual work plan, the scheduling of most institutional capacity support was programmed for after the completion of the institutional audit. It was anticipated that the institutional audit would be completed before the end of March. However, due to ANGAP experiencing problems with World Bank procedures, the appointment of consultants to undertake the audit did not materialize by this date. Consequently, some of the institutional capacity building support planned by PACT/TFMT and finalization of additional activities based on the results of the audit have to be rescheduled into the second quarter of 1997.

Requests for proposals for the internal audit were sent out and proposals were received before the end of the first quarter. PACT/TFMT gave support to ANGAP and the multi-donor secretariat in the assessment of these proposals.

#### **Activities planned for the next six months :**

The support given to this intermediate result during the next six months will be very much influenced by the findings of the institutional audit. It will nevertheless, be necessary to firstly give significant support to the audit while it is in progress. At this stage it is anticipated that the following support needs will be confirmed by the findings and recommendations of the audit :

- Formulating (through one-on-one consultation and workshops) high-level strategies and policies: financial sustainability; ANGAP's role in tourism; the role of the private sector; the delegation of management of certain protected areas to other organizations, associations, societies, NGOs, etc.
- Amending and consolidating the legislation relating to protected area management into a "National Parks Act".

- Re-evaluating ANGAP plans to take over the direct management of Madagascar's protected areas.
- Reviewing contractual agreements for the management of protected areas by other bodies e.g.: NGOs, consulting companies etc.,
- Decentralization of administration and management systems from head office to regional and park levels.
- Determining ANGAP's training needs and formulating a 5 year training plan accordingly.

All these building blocks of institutional capacity building will be given priority over the other intermediate results that follow .

#### **II.A.2. ANGAP has the Ability to Undertake the Operational Management of Madagascar's Parks and Reserves.**

##### **Activities/Impact this period:**

A consequence of the delay in the initiation of the institutional audit has been the lack of external input into planning the process of transferring the protected area component of SAVEM ICDPs to ANGAP. Assistance with this transfer process was an important part of the terms of reference of the institutional audit. It was also planned that PACT/TFMT support would be given both during and after the institutional audit. ANGAP proceeded with the transfer process without the institutional audit input and guidance and with very little PACT/TFMT involvement other than that involving the transfer of ICDP equipment and materials to ANGAP. The only other support of consequence provided by PACT/TFMT was the funding of a national consultant as STTA to ANGAP to advise ANGAP on the legal implications of transferring ICDP staff to ANGAP. The delay in the initiation of the institutional audit also delayed PACT/TFMT assistance to help ANGAP establishing financial plans and decentralized management and administrative systems at the four priority protected areas (Amber Mountain, Andasibe, Isalo and Ranomafana).

Some progress was nevertheless made with the development of tourism facilities at Andasibe and Isalo. At Andasibe, Roger Collinson provided support to two technical assistants that have been employed by VITA to speed up the construction of signs, trails, picnic sites, camping grounds and interpretation centers. The service zone at Isalo was re-planned to allow a portion of the original zone to be excised for lease to a private company that is planning to build an eco-lodge. Support was given to ANGAP with regard to negotiating a "partnership" agreement with this private company.

##### **Activities planned for the next six months :**

Since priority attention will be given to institutional capacity building at the national level, much of the field-level support for intermediate result package 2 will be delegated to regional park management technical advisors. At USAID request, Regional Technical Assistance will be provided via a SAVEM-funded grant to a conservation organization currently operating in Madagascar. A request for proposals was developed in conjunction with ANGAP and distributed to a short list of possible partners. Proposals are due on April 4, 1997. Until the regional technical assistance team is selected and fielded, Roger Collinson will continue to

provide assistance to field operations. Once regional technical advisors have been appointed it will be necessary to redefine the scope of work of the LTTA provided by PACT/TFMT to ANGAP as part of the MITA project.

**II.A.3. ANGAP has the ability to provide and market an ecotourism experience in Madagascar's parks and reserves**

**Activities/Impact this period:**

Apart from ad hoc activities such as participating in local tourism shows and exhibitions, support for marketing has been postponed until high quality facilities and services are provided in the four priority parks.

**Activities planned for the next six months :**

All support to the marketing of tourism will be suspended until ANGAP's tourism strategy has been reviewed and reformulated (see II.A.1. above).

However, during the interim, support will be given to the development of basic tourism facilities and services at park level but much of this will be delegated to the regional technical assistants as soon as they are recruited.

**II.A.4. ANGAP has improved capacity in collecting, storing, analyzing and communicating data on biodiversity conservation in Madagascar's network of parks and reserves.**

**Activities/Impact this period:**

During EP 1, ANGAP's capacity for collecting, storing, analyzing and communicating biodiversity data was strengthened considerably. Therefore very little support is to be given to this intermediate result during the MITA project. A workshop on "Guidelines for Ecological Monitoring Inside Protected Areas" was funded during the semester.

**Activities planned for the next six months :**

Due to the necessity of giving priority to institutional capacity building (II.A.1. above) low priority will be given to supporting intermediate result 4 during the next six months. However, some support will be given to facilitating ANGAP integrating its data and expertise for spatial information with the larger landscape approach and collaborating in this respect with other executing agencies.

**II.A.5. ANGAP becomes an important actor in the multi-local approach of EP 2 and maintains solid relationships with communities and organizations immediately surrounding protected areas.**

**Activities/Impact this period:**

The terms of reference for the organizational analysis by LOVA CFRs of four key local management committees (COGES) for the investment of the community share of park entrance fees were drawn and approved by ANGAP. Action has been delayed, however, awaiting a response from ANGAP on certain key aspects of the terms of reference for the COGES themselves. Several models have been established by different ICDP operators and ANGAP has not yet clarified which one it wishes to proceed with.

**Activities planned for the next six months :**

Continued efforts will be made to encourage ANGAP to become involved in the multi-local approach at all levels. Once technical assistants have been appointed at the regional level, they will be expected to encourage park managers to take active part in the AGERAS process. These technical assistants will also help park managers and their staff to implement sound neighbor relations strategies and policies - particularly with regards to COGES and ANGAP's new role in community development around parks now that some of the ICDPs have been terminated.

**II.B. Results Package 2: Development of Strategies and Contexts Favoring the Multi-Local Approach of the EP2**

AGERAS is a process, the success of which requires the commitment and active involvement of a multitude of actors at every level: ONE, EP2 AGEX, donors, NGOs, project operators, government technical services, local administrators and elected officials, and the private sector. Such a commitment can take place only if these concerned actors have the necessary understanding of what AGERAS means, how it can support them and how they can support it. During this first phase of AGERAS, Pact/TFMT, in close collaboration with AGERAS/ONE, focused their activities on communication and on informing key actors on AGERAS objectives and strategies.

Four intermediate results were initially proposed in the Annual Work Plan. Pact/TFMT now proposes to focus only on 3 intermediate results by merging "Improved information on regional context" and "Coherent multi-local strategies." Activities relating to these two intermediate results are closely linked and often interchangeable.

The remaining intermediate results to reach this result package are:

- Development activities initiated by ICDPs are included within the framework of the regional management of natural resources.
- Strategies developed for improved multi-local management of natural resources in areas where there is a favorable context.
- Improved information on regional context and coherent multi-local strategies.

Selected accomplishments during last six months for each Intermediate Result:

**II.B.1. The development activities initiated by the ICDPs are included within the framework of regional management of natural resources using a landscape ecology approach to biodiversity conservation.**

**Activities/Impact this period:**

During the transition period from the EP1 to the EP2, the operators of the development components of the protected area program will have the new challenge of moving into even larger geographic areas with a multiplicity of stakeholders, actors, and interests – many of which may be in conflict with conservation goals. Rather than “directing” a multiplicity of development activities themselves as they often did under the ICDPs, they will move towards specialization and professionalization in specific technical areas while still seeking synergies with other actors and programs through the participatory, consultative process of AGERAS. Pact’s strategy is to contribute to this process by supporting participating organizations and by fostering favorable contexts where AGERAS can succeed.

① Building on SAVEM’s accomplishments:

- ☞ Support to ICDP operators (both SAVEM and non-SAVEM) in working meetings and through the development of a guide for documenting accomplishments in the areas of strategy, participation, communication, financing, and institution capacity building
- ☞ Continued funding and active participation on the steering committee for the participatory, stakeholder “Lessons Learned” study being undertaken by Lynn McCoy and Haja Razafindrainibe
- ☞ The preparation of a workshop to discuss how to capitalize on the ICDP experience and the lessons learned from the ICDPs to enrich the AGERAS process. Input from the ICDPs on their accomplishments and learnings has been synthesized into a working document for the workshop which is scheduled for April 1997.

② Direct advice and accompanying of the ICDP operators during the transition

- ☞ During the semester, Pact has participated in various meetings helping to formulate and more specifically define this new strategy along with USAID, ANGAP, and the ICDP operators. Pact staff met individually with each of the organizations invited to submit applications for the continuation of development activities to answer questions and help clarify what was expected of them. While in Washington, Pact Country Representative George Scharffenberger met with each operator individually in addition to attending the NGO partner meeting organized by USAID. A specific workshop for the development partners in preparation for the launching of the request for applications for the transition period was not held –largely due to timing constraints. Instead, it was felt that organizing meetings between operators and AGERAS after the grants were made would be more productive.
- ☞ A key issue will be the sustainable funding of the new approach. While the goal is to mobilize existing development programs and projects as well as new more sustainable funding (including FORAGE), it is clear that such funding will not be

in place by the end of the ICDPs. While it was hoped that AID could directly fund the continuation of ICDP development activities during the transition period, contracting issues make that problematic. In its early February response to Pacts request for a no-cost extension for the SAVEM cooperative Agreement, USAID requested that Pact continue in its grant management role. Pact's counter proposal will integrate the decisions of the various partner meetings and propose a limited continuation of its grant management activities through March 1998. Pact will develop requests for applications for up to six NGOs involved in existing development activities of the ICDPs of Andasibe, Adohahela, Amber Mountain, and Ranomafana. Funding for local NGO partners of the international NGOs will be provided via a proposed grant to the Tany Meva Foundation.

③ Support for the participation of other regional actors in the AGERAS process

ESP Pact/TFMT staff began participating in regional AGERAS activities in November 1996. Invited to attend various meetings of the three UNDP-funded AGERAS pilots, Pact/TFMT staff promoted the idea of a less formal, more inclusive, and more participatory consultative process. During the period, support missions provided input to the development of the AGERAS processes in Fianarantsoa, Isalo, Toliara, Ambatondrazaka, and Morondava. A number of these regional meetings included non-participants in the EP1 – other sectoral technical services, local NGOs, local administrators, elected officials and, to a limited degree, the private sector. The meetings provided opportunities to explain the AGERAS process and to correct a number of misunderstandings.

ESP The eventual recruitment and fielding of the region-based Cellule Technique d'Appui – CTA (Or Regional Support Units) – of AGERAS will be critical to moving beyond the pilot phase in implementing the AGERAS process. The CTA will also be the key actors in ensuring the active participation of a wide range of local actors in the process. Pact/TFMT have provided advice to the AGERAS unit of ONE in the development of terms of reference for the CTA – emphasizing the need for strong facilitation skills. Input has also been provided in the prioritization of zones where the first group of 3 CTA will be fielded.

④ The development of a common vision

ESP The UNDP AGERAS pilots have demonstrated that a common vision/ understanding of the AGERAS process is critical. Unfortunately, because each local AGERAS process is under the control of a different implementing organizations, there is little consistency regarding the definition of the process or in the concrete interpretation of what it is to mean in the operational sense. While this diversity is to be expected and indeed encouraged to a degree there is the danger of moving too far towards a dead end and thus building expectations among local actors that will not be able to be fulfilled. Though it may have been better to develop a more coherent message BEFORE beginning the pilots, the pilots cannot be ignored. Pact/TFMT have made particular efforts to increase understanding, communication and broad participation in defining what AGERAS is to be:

- ✿ *Support to AGERAS/ONE in the development of the AGERAS concept.* Several meetings with the AGERAS/ONE team took place to discuss fundamental objectives and strategies, to share some lessons learned from ICDPs and to provide feedback on UNDP-funded AGERAS pilot activities. Joint field trips in Fianarantsoa, Tulear and Morondava helped to improve mutual comprehension and developed an effective partnership/team spirit between the Pact/TFMT and AGERAS teams.
- ✿ *Communication/information on AGERAS process to key actors:* As a new concept, there is a large likelihood of misinterpretation of what AGERAS means. Several key actors were targeted and visited to inform them about AGERAS and to receive their feed-back. Priority was given to national-level institutions and donors that could efficiently relay the message to authorities, to regionally-based structures and to projects. Reactions have always been very positive, constructive and mutually beneficial.
- ✿ *Support in the development of "informal" platforms for communication, exchange and negotiation:* Implementation of such platforms is included in the TOR of UNDP-funded pilot AGERAS executing agencies (ANAE, Tambiro, Orgasys). Support was given when requested by these executing agencies, especially to ANAE in Fianarantsoa area ("Grande Table", database managers meeting and various meetings relating to the Ranomafana-Andringitra region ecological issues).

**Activities planned for the next six months :**

- ✿ Workshop on the development component of the ICDPS – lessons learned and the transition towards the AGERAS eco-regional planning strategy
- ✿ Completion of SAVEM Lesson Learned Study
- ✿ Continued advice/support to the AGERAS unit of ONE in the development/refinement of AGERAS concepts and strategies – integrating the results of the Development Workshop and the 1997 EP2 COS
- ✿ Continued advice/accompanying of the AGERAS pilots – including information support to other actors interested in AGERAS involvement
- ✿ Facilitation for the better integration of USAID-funded activities in the Fianarantsoa region
- ✿ Support to the multi-donor secretariat and participation in the 1997 EP2 COS – especially in issues relating to AGERAS

## **II.B.2 Strategies developed for improved multi-local management of natural resources in areas where there is a favorable context.**

### **Activities/Impact this period:**

Pact/TFMT have encouraged a strategy which puts priority on the development of the AGERAS process in zones where there is a "favorable context" while at the same time, providing less intensive support to other areas to encourage the development of such a favorable context.

- ① Support to AGERAS/ONE in the identification of areas where there is a favorable context:

The perception of what represent a "favorable context" was initially quite different among AGERAS team members. "Favorable Context Criteria" were finally established to identify and prioritize areas for AGERAS intervention. Fianarantsoa (included Ranomafana and Andringitra), Tulear, Alaotra-Moramanga (including Andasibe) are considered as top priorities. Mahajanga, Morondava, Tolagnaro and Antsiranana are second priority. It was recognized that AGERAS pilot areas (Fianarantsoa, Toliara, Alaotra), SAVEM ICDPs (Andasibe, Ranomafana, Andohahela and Amber Mountain) and other projects (Swiss-funded Menabe Program in Morondava, etc.) have initiated regional favorable context for AGERAS. The five conservation priority zones identified during the meeting held in Washington, DC among USAID's NGO partners are included in the AGERAS priorities.

- ② Definition of role, statute, function and sustainability of CTAs:

Terms of Reference were established as stated above. They will be presented and discussed during the coming Development Workshop and the COS97. If the role and functions of CTAs are better defined, a major remaining issue is to clarify the institutional situation of the CTA and their role vis a vis the regional planning mandate of the EP2.

- ③ Establishing a pilot CTA:

Fianarantsoa has been chosen to implement one of the first pilot CTAs. The strategy of implementation is still under discussion in order to ensure smooth transition with AGERAS pilot activities. Pact/TFMT will provide priority support to the Fianarantsoa CTA.

### **Activities planned for the next six months :**

- ☛ Support to AGERAS for the recruitment, orientation, fielding, and follow-up support of the three initial CTA (with special emphasis on Fianarantsoa).
- ☛ Support/advice/analysis to further prioritize zones for AGERAS activities
- ☛ Identification of key actors/decision makers in targeted AGERAS priority zones
- ☛ Support to ONE for training AGEX staff in using MapDecide and ER Mapper
- ☛ Study/Exchange tour for AGERAS Unit Director to increase knowledge of eco-regional planning/landscape ecology approach as implemented elsewhere and to develop a future support network for the development of the Malagasy model for these approaches

### II.B.3 Improved information on regional context and coherent multi-local strategies

#### Activities/Impact this period:

① Development of AGERAS technical capacity:

Three MITAS/AGERAS GIS technical staff were recruited, two of whom worked previously in SAVEM ICDPs (Masoala and Andohahela). It is a good illustration that the development of highly qualified human resource is one of SAVEM's major achievement. The third technician came from FTM. The visit of M. Verdin, USGS International Programs Manager, was a major step to arrange USGS/EDC support to AGERAS. Direct technical relationships exist now between AGERAS technical staff and USGS/EDC via email and Internet. Products and equipment have been ordered.

② Development of referential aimed to assure coherence between data/information coming from various sources:

Three majors standards are now available to facilitate data/information flow and access:

- a) FTM 1:500.000 data digitized by USGS is now considered as the general regional referential for GIS data. There is still a lot of work to do to ensure the coherence of all themes from this data set (roads, populated places, relief, etc.) before dissemination. Considered as the most urgent theme to be available, the GIS team completed the integration of all 1:500.000 administrative boundaries (up to Firaisana level) according to the INSTAT codification (see below). The GIS team is developing specific tools to assure conversion of existing geo-referenced data into this national/regional standards.
- b) INSTAT codification relating to National Census units (Firaisana). Every database using this codification can be now integrated into any GIS analysis thanks to the "administrative boundaries-INSTAT codification" integration accomplished by AGERAS GIS Team.
- c) MapDecide was chosen by ONE as a standard to establish catalogues of data stored in various institutions in order to integrate "meta-data" (information on data) into the Environmental Information System. Each EP2 AGEX will receive the necessary software, equipment and training from ONE to let them build their own catalogues.

#### Activities planned for the next six months

Regional reference GIS data (population, infrastructure, vegetation, etc.) available for Fianarantsoa, Tulear and Morondava areas in collaboration with FTM, DEF, INSTAT and ONE.

- ☞ Tools for geo-referenced data conversion to accepted standards
- ☞ Night fire data base operational in collaboration with USGS/EDC
- ☞ Installation of GIS computer equipment purchased by USGS/EDC
- ☞ Technical support, on request, to pilot AGERAS executing agencies and other projects in data collection, management and analysis.

## **II.C. Results Package 3: Improved capacity for Multi-local, Landscape Ecology Approach**

The success of the transition to the eco-regional/landscape ecology approach of the EP2 will depend, to a great extent, on the capacity of local actors. The strategy of Pact and TFMT is to use our respective experience and resources to strengthen a wide range of organizations at the regional and local levels. Pact and TFMT have chosen three intermediate results to contribute towards this overall result package:

- ☞ Reinforced capacity of multi-local actors
- ☞ Increased participation by regional actors in decisions concerning regional development
- ☞ Increased capacity/effectiveness of NGO support organizations.

### **II.C.1 Reinforced capacity of multi-local actors**

#### **Activities/Impact this period:**

A three-week auto-assessment of the LOVA program held in November and facilitated by consultant Monique Prieur identified three major points for LOVA to focus on in the immediate future in order to improve its services :

- \* more rational use of resources : LOVA needs to set up more rigorous criteria for selecting clients. This way, the one-on-one support from the CFRs will have greater impact and contribute to easier monitoring and follow-up. The concept is similar to that of AGERAS/MITA which seeks to target limited resources towards a "favorable context" in order to increase impact;
- \* assist clients in seeking other opportunities while broadening the geographic scope of activities : During its first two years LOVA focused largely on support to ICDP operators in order to improve their capacity to reinforce their local partners. This limited LOVA to protected areas and their peripheral zones. The EP2 approach encourages a broader geographic focus based on ecological and administrative regions and on broader-based participation by a wide range of actors in addition to those which had been involved under the ICDPs. Under the new program description for the SAVEM Cooperative agreement, LOVA will expand its operations to the regional level while encouraging partners to diversify their sources of support.

The strategy will be to work less with community-level associations and more with regionally-based NGOs and NGO support organizations to multiply the impact of training, mentoring, etc.;

- \* improve LOVA diffusion of results :Pact's efforts under the LOVA program, the lessons learned from its experiences (both through its successes and failures), and the positive impacts on client NGOs have been documented but are not yet well enough known. Activities, results and impacts need to be more widely diffused and communicated.

Following the assessment, LOVA adopted a new strategy focused on three axes :

- \* emphasize the "mentoring" aspect of the program : redefine the meaning of "client" to include others than NGOs but support a more limited number of clients to concentrate resources; negotiate and come to partnership agreements with each client prior to the start-up of the capacity strengthening process;
- \* establish a networking relationship among the partners and stakeholders and/or integrate into existing network;
- \* improve LOVA internal organization particularly monitoring, evaluation and reporting in order to disseminate LOVA results.

The partnership between AGERAS/ONE and Pact/TFMT has evolved towards a common vision of regional participation and of the need to increase technical, analytical, organization, mediation, conflict resolution, and other skills. Technical supports from Pact and TFMT are increasingly solicited from AGERAS/ONE. One of the immediate results of this technical assistance is the enlarged and long-term vision gained by AGERAS/ONE on the regional approach, validating the ICDPs experiences and lessons learned. This partnership and teamwork focus on two points – technical support and strategic vision – in an as-needed and flexible assistance format which requires neither a formal cooperative agreement nor a written partnership contract.

Specific results/impact during the semester under this intermediate result include<sup>3</sup>:

- ☞ Pact has been actively involved in providing information about AGERAS to a wide range of local actors – in conjunction with the UNDP pilot projects (see above), through AGERAS/MITA staff in other areas, via support to ICDPs and through the LOVA program's Conseillers/Formateurs Régionaux;
- ☞ 18 clients from among Pact's existing NGO clients have been selected under the new LOVA strategy. An additional 6 clients are expected. CFRs have begun facilitating clients self-evaluations in relationship to their missions using Pact's OCAT capacity assessment tool. The results will serve as the basis for developing tailored mentoring/training plans for each client;
- ☞ Approximately 8.5 person months of training/mentoring were provided to clients

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<sup>3</sup> The tables in annexe X present more details of results during the semester.

- ☞ Six organizations have received funding using SAVEM funds (2 CAGs and 4 Project Identification Grants). Two other LOVA clients have been supported in receiving financing from other donors;
- ☞ Numerous meetings with the AGERAS/ONE team have established the credibility of the Pact/TFMT technical assistance team, developed team spirit, and put in place a participatory process of goal setting and strategic planning.
- ☞ A consultant in Organizational Development provided 1 person/month in training and consulting services resulting in the development of the new LOVA strategy;
- ☞ A consultant conducted a 11 day "training-of-trainers" workshop for 13 participants representing LOVA staff and clients.

#### **Activities planned for the next six months**

- ☞ Final selection of LOVA clients for this year at the regional level
- ☞ Needs assessments completed for all clients, agreements established
- ☞ Development and a three-step extension of reference data sets for regional decision makers (including natural resources, demographics, boundaries, basic infrastructure, etc.): first among Pact/TFMT staff, then to USAID and AGERAS/ONE and then to the regional CTA
- ☞ 6 additional Project Identification Grants; additional clients referred successfully to other donors
- ☞ Negotiation of a more formal support technical assistance agreement for the AGERAS/ONE unit to cover more long-term, strategic areas of need, as well continued on-call support
- ☞ Participation in the selection, orientation, and field support of the CTAs
- ☞ Exchange visit to the US for key AGERAS/ONE staff
- ☞ Continued improvement of LOVA services – staff training, updating/adaptation of the OCAT capacity assessment tool, establishment of monitoring, evaluation, reporting system.

#### **II.C.2 Increased participation by regional actors in decision making concerning regional development**

##### **Activities/Impact this period:**

Pact and TFMT play a pro-active role in facilitating or in leading meetings both at the national and the regional level (see B.1 and B.3 above).

At the regional level, Pact/TFMT staff have collected data on potential institutional partners, on themes and issues of common interest, on information needs and on existing information

systems. Pact has played a particularly active role in the establishment of an informal platform for information managers in the Fianarantsoa region.

LOVA team participated in exchange meetings led by partners as of the World Bank, COMODE, other training institutions.

#### **Activities planned for the next six months**

See B.1 and B.3, above. Continuation of support to the Fianarantsoa information platform as a pilot for other regions.

### **II.C.3 Increased capacity/effectiveness of NGO Support Organizations**

#### **Activities/Impact this period:**

LOVA has modified the shape of its Advisory Board in order to meet and to respond to its new orientation. This Board of 15 members is representative of LOVA stakeholders (donor community, NGOs coalition, training institution, client, NGO support organizations). One of the main results of the first meeting held in early March is the commitment from the Board to serve as a resource for the identification and the information that respond to the LOVA needs.

The first impact of the Board actions was their active participation in the preparation of a meeting in early April that will gather all the NGOs support organizations that act at the national level. The Board was very active in identifying these institutions and in informing LOVA on their findings. This action was very helpful for the program, permitting both a quick and available data collection and a rapid assessment of their interest and expectations from the meeting. The NGO support organizations meeting was itself the result of a focus group of LOVA partners held during the organizational development consultancy in which a number of organizations working either to build NGO capacity or with an interest in that process (especially donors) expressed the need for better collaboration and information/resource sharing.

#### **Activities planned for the next six months**

- ☐ Two additional meetings of LOVA advisory board
- ☐ First "round table" meeting of national-level NGO support organizations
- ☐ Organization of similar meetings at regional level
- ☐ Participation in the fielding of AGERAS CTAs

### **II.D. Results Package 4: TANY MEVA as and Effective Grant Manager**

This semester marked the beginning of an active Pact - Tany Meva collaboration. In this early stage of the relationship, all efforts during the reporting period focussed on Intermediate Result

1: Tany Meva and Pact have identified potential areas of collaboration and technical assistance needs.

#### **Activities/Impact this period:**

Meetings began in September and continued through December to exchange information on the mission, goals and activities of both organizations. During these meetings Pact staff advised Tany Meva on steps to take to advance its understanding of the EP2 and to begin to promote itself as a grant-making organization with funding available for the program. Pact staff provided information about its activities in Madagascar and elsewhere and attempts were made to plan site visits together. Overly ambitious schedules unfortunately prevented several planned trips from happening, but both organizations continued to keep each other informed of various activities.

While at first the idea of collaboration with and assistance from Pact met with resistance from Tany Meva, informal discussions and sharing of information helped to build a climate of trust. Pact's CEO, Lou Mitchell, met with Tany Meva staff during his visit to Madagascar in November, and offered his support and personal interest in building a relationship with Tany Meva.

In December, Tany Meva requested Pact assistance in the following areas:

- ✎ Development of a means to recover management costs or overhead from potential donors wishing to establish a "window" or sub-account within Tany Meva.
- ✎ Development and implementation of a Grant Accounting System within the general accounting system established for the organization.
- ✎ Conception and/or refinement of a model grant/contract document for the provision of grant management services.

A more detailed "terms of reference" for this assistance is included in Annex Y.

In January, Pact and Tany Meva began working on the development of a management cost recovery system. A number of questions arose in the discussion of Tany Meva's new grant program, its accounting system, its bylaws and procedures concerning management of its assets. The challenge is to develop a system which is transparent and attractive to donors, yet that does not place undue burden on Tany Meva administrative staff. Pact shared with Tany Meva staff a number of alternative methods of recovering costs used by non-profit organizations. Some of these are in conflict with Tany Meva bylaws or are not practical given the existing accounting system which must respond to both French and Anglo-Saxon reporting requirements. At the end of the reporting period, Tany Meva staff have a solid understanding of what overhead is and of various ways of defining their own overhead or management costs. But both Pact and Tany Meva agree that we need more information on how other foundations are recovering these costs. Both organizations agreed that information gathering should be the next step and a priority for the coming months.

While focussing on cost recovery issues during the first quarter of 1997, Pact also assisted Tany Meva in other areas such as the development of a proposal for submission to USAID to extend the contract of the current Long Term Technical Advisor (LTTA). Assistance was provided in reviewing the proposed terms of reference for the extension period, as well as in offering

comments on the overall proposal. At the end of the reporting period, the proposal had been submitted to USAID, but Tany Meva was waiting for the response. Pact raised the issue that certain elements of the terms of reference for the LTTA were similar to or the same as those of assistance requested from Pact. Pact remains concerned that there may be overlapping responsibilities and/or lack of clarity over what is expected of Pact during the coming six months. Further, the Pact management advisory has institutional expertise in some elements of the terms of reference for the LTTA, especially in the areas of organizational development. These issues were raised with the Deputy Executive Secretary and we look forward in the coming semester to working with him and with the LTTA to develop a work plan that maximizes available resources to meet Tany Meva's objectives while avoiding duplication of effort and conflicting advice.

In early discussions, Pact offered Tany Meva the possibility of a grant to provide funds for a 'window' or sub-account, under which Tany Meva would gain practical experience managing an activity for another 'donor' and thereby establish a track record. This activity would, of course, be in addition to its own grant program to be funded from the income from its endowment. In February, Tany Meva approached Pact to say that it would like to take advantage of this opportunity. Pact proposed to provide funds to Tany Meva from SAVEM-grant funds remaining at the end of current ICDPs, to fund that portion of the follow-on "Development for Conservation" grants (see Results Package 2) attributable to local NGOs or other partners. We described for Tany Meva the long term program envisaged by USAID, and Pact's responsibilities to fund the first 6 - 12 months of the program using funds remaining after ICDP closeout. Tany Meva agreed to the plan in principle, but both Tany Meva and Pact felt it critical that USAID agree to the plan both in the short and long term. In other words, if one of our mutual objectives is to begin to build relationships between local NGOs and Tany Meva, a future local funding source for those NGOs, then the program proposed by Pact would only be viable if USAID committed to continue it through the EP2. Pact and Tany Meva made a joint proposal to USAID in February to proceed with the program, and requested USAID's commitment to continue funding Tany Meva for this purpose through the next phase of the grants, estimated to last three years.

Though the USAID technical office agreed in principle to the proposal, with the support of the Regional Legal Advisor, the Controller's office raised questions about Tany Meva's management capability. Though subsequent discussions with Tany Meva staff and the mission's Environmental Officer indicate that these questions have been resolved, there has not been formal approval from USAID to proceed with the proposal, as of the end of the reporting period. Pending final approval from USAID, Pact and Tany Meva have been moving ahead with plans to award a grant to Tany Meva during the coming six months.

Finally, at the end of the reporting period discussions were held on other potential areas of collaboration for Pact and Tany Meva. A meeting is planned for early April between the full staffs of the organizations to further explore the question. One example is in the area of monitoring and evaluation. Tany Meva has expressed interest in learning about Pact's Organizational Capacity Assessment Tool (OCAT), and in perhaps using OCAT to assess their own institution during their upcoming staff retreat.

#### **Activities planned for the next six months**

The focus for the next six months will be on the negotiation and award of a grant to Tany Meva, finalizing a management cost recovery system, information sharing about other Pact activities

with Foundations worldwide and expanding Pact – Tany Meva collaboration as Tany Meva begins to implement its own grant program. Once the grant to Tany Meva has been awarded, Pact will initiate monitoring activities in the same manner we monitor other subgrantees.

## **II.E. Results Package 5: Close-out of PADG and CAG Grants**

### **II.E.1 Protected Area Development Grants**

#### **Activities/Impact this period:**

Procedures for the close-out of the Protected Area Development Grants (PADGs) were finalized in draft form and discussed with ANGAP in early January, 1997. The procedures were also shared with the PADG recipients and with USAID. No additional comments were received from the operators or USAID so the procedures were considered final. As required, WWF Amber Mountain, WWF Andohahela, VITA and Ranomafana submitted initial inventory lists with suggested distribution of property prior to February 15th. CARE (Masoala), Conservation International (Zahamena) and ANGAP (Isalo) had not submitted the requested inventories by the end of the semester.

These lists were shared with ANGAP and a meeting was held on February 25th to discuss close-out procedures and particularly the property disposal issue. According to the close-out time table, ANGAP was to have provided feedback response to the operators' proposals by 28 February. Unfortunately, that feedback was not received until one month later, March 26. ANGAP had made an impressive effort in comparing its needs to the property being recommended for ANGAP by the operators. ANGAP's needs, however, were determined using more or less standard mathematical formula rather than a specific needs assessment and operational planning for each site. Regrettably, Roger Collinson, the TR&D park management advisor, was not included in ANGAP's analysis. His experience and operational viewpoint could have added veracity and practicality to ANGAP's needs assessment. In addition, ANGAP's recommendation that operators use remaining SAVEM grant funds to "fill the gap" between what was offered and the perceived need was unrealistic given budget constraints and the spirit of the ICDP grants.

Due to the active involvement of ANGAP and Pact staff in various meetings/missions during April (most notably the preparations for the 1997 EP2 COS and field missions related to the transfer of park management to ANGAP), a further meeting between Pact and ANGAP on the property issue could not be held until May 5th. This meeting clarified what was and was not possible regarding the purchase of new property using SAVEM funds and resulted in a harmonized understanding of how to proceed, including individual meetings with each ICDP grantee.

#### **Activities planned for the next six months**

Meet with ANGAP and each grantee to finalize property disposal recommendations to USAID prior to the end of the ICDPs (June 30, 1997)

- ☛ Re-contact CARE, Conservation International and ANGAP regarding their inventories and disposal proposals
- ☛ Develop format for End of Project technical report
- ☛ Final close-out of all PADGs prior to September 30th.

#### **II.E.2. Conservation Action Grants**

##### **Activities/Impact this period:**

- ☛ 17 projects closed
- ☛ 8 projects in process of close-out
- ☛ 5 projects in active status. Expected end of projects: June 30, 1997; expected close-outs, no later than September 30, 1997

(See presentation of CAG status in table form, Annex Z)

#### **II.E.3. Additional Administrative/Financial Activities**

(See Admin/Finance report, Annex ZZ)

**ANNEX ZZ: Finance and Administrative Report  
RAPPORT SEMESTRIEL (Octobre 1996-Mars 1997)**

**SDAP**

L'élaboration de la procédure pour le close out des SDAP a été mis en place le 11 Janvier 1997. Elle a été discutée avec ANGAP le 16 Janvier 1997 et déjà partagée avec les opérateurs. Comme convenu donc, WWF Montagne d'Ambre, WWF Andohahela, VITA et Ranomafana ont soumis leurs listes d'inventaire avec les propositions d'affectation à temps, le 15 Février 1997. Ces propositions ont été données à ANGAP pour avoir leurs feed-back et une réunion entre Pact et ANGAP s'est tenue le 25 Février 1997 au cours de laquelle Pact a fait part de ses impressions et aussi il a été discuté lors de cette réunion, à ce que ANGAP nous soumette dans le plus bref ses commentaires et/ou contre propositions afin que la date du 28 Février 1997 envoi des commentaires Pact/ANGAP aux opérateurs soit respectée. Malheureusement, ANGAP n'a pu envoyé ses propositions que le 26 Mars 1997. Ces propositions n'ont pas tenu en compte la limite de budget allouée pour les équipements de chaque opérateur. Une deuxième réunion de mise au point entre ANGAP /Pact a eu donc lieu le 05 Mai 1997, et c'est suite à cette réunion qu'on a constaté que des réunions avec chaque opérateur s'avèrent nécessaire.

**SAC**

17 projets cloturés  
8 projets en cours de cloture  
5 projets en cours, fin projets 30 Juin 1997

voir tableau en annexe

**RAPPORT D'ACTIVITES ADMIN/FIN**

**PERSONNEL;**

**Recrutements:**

Standardiste : 22 Novembre 1996  
Assistant Logisticien : 25 novembre 1996  
Assistant Administratif RARY : 02 Décembre 1996  
Chauffeur : 03 Janvier 1997  
Responsable RARY Secteur Nord : 06 Janvier 1997  
Traductrice : 06 Janvier 1997  
3 Techniciens SIG : 30 Janvier 1997, 05 Mars 1997, 24 Février 1997  
Secrétaire Comptable : 03 Février 1997  
Responsable RARY Secteur Sud : 18 Février 1997

**LOGISTIQUE**

**\* BUREAUX**

RARY : 15 Aout 1996  
MITA : 13 Décembre 1996  
CENTRE : 19 Février 1997

\* INSTALLATION RESEAU  
RARY : 30 Octobre 1996  
MITA : 14 Janvier 1997  
CENTRE : 28 Fevrier 1997

\* ACQUISITION VEHICULES  
2 Motos :28 Fevrier 1997  
2 Vehicules : 20 Mars 1997

\* MOBILIERS  
Acquisition:

08 Janvier 1997  
30 janvier 1997  
10 Fevrier 1997  
20 Fevrier 1997

Envoi

Tamatave : 07 Fevrier 1997  
Fianarantsoa : 12 Mars 1997

\* INTERNET

Le 20 Mars 1997, Pact a passé un contrat de service avec le groupe "Marasco Newton" pour l'installation et le test de connection de network/internet pour 4 projets financés par l'USAID.

## FINANCE

### LOCAL PROJECT SUPPORT COST ALLOCATION SYSTEM FOR PACT MADAGASCAR

Pact Madagascar began operations in Antananarivo in 1991 when it started the SAVEM project funded by USAID. Pact Madagascar operated using a project approach until late FY 1996 when it signed a new Cooperative Agreement with USAID for the implementation of the Participation and Poverty project. Pact Madagascar envisaged during its planning for 1997 the start-up of a new project called MITA during the first quarter of the fiscal year, which also fit well into the program approach adopted.

As part of Pact's planning to manage its three projects using a program approach which identified organization-wide objectives encompassing activities of all three projects, staff also reviewed its management structure.

After analysis and discussion, it was determined that, given Pact's sound track record of management and administration and the quality and experience of its existing staff, that it would be more efficient to expand the SAVEM administrative and financial management unit to provide support to all Pact objectives in a uniform manner consistent with a program approach. We have subsequently reorganized our administrative and financial unit to redistribute responsibilities under this new approach.

Consistent with the reflections and subsequent reorganization described above, Pact undertook an analysis of the costs of supporting Pact's activities using one administrative and financial management unit. This analysis identified those costs, aside from personnel costs related to the

staffing of the unit, which are not linked to any particular activity, but which are rather common costs necessary to adequately support the program. Those costs identified as Local Program Support Costs.

Given that the types of costs included in the Local Project Support Cost pool are generally fixed costs, Pact's overall portfolio will save the U.S. government (currently Pact Madagascar's only donor) approximately 40% if managed in this fashion.

In terms of reorganization of personnel, terms of reference and positions, the work has been largely completed. Likewise we have revised our accounting procedures and trained accounting staff in the implementation of this system.

## FORMATIONS/ATELIERS

\*Atelier sur l'Evaluation d'impact environnemental

Periode: 15 au 18 Octobre 1996

Participants: 44 personnes

\*Supervisory skill

Periode : 16 Décembre 1996

Participants: les Superviseurs

\* Formation IMATEP

Dans le cadre de l'amélioration des valeurs des ressources au sein de Pact/Madagascar, une formation a été dispensée aux employés pendant 5 jours du 13 au 17 Janvier 1997. Cette formation était axée surtout sur l'organisation et le management des activités, gestion des services logistiques et la gestion du temps.

Le nombre de participants à cette formation est de 15 dont cinq venant des 5 antennes de Pact/Madagascar.

## VISITES

\* Appui Antennes

Depuis l'existence des antennes de Pact dans les 5 régions de Madagascar, Pact s'est fixé un objectif comme quoi chaque antenne devrait être visitée au moins une fois par an par Pact Tana.

Pour cette année, une visite a été faite jusqu'à maintenant c'est pour l'antenne de Mahajanga.

La visite a eu lieu du 16 Avril 97 au 18 Avril 97. Pact a choisi cette antenne pour être la première étant donné qu'il y existe deux projets et que le démarrage du deuxième projet était en Janvier 97.

## PCDI

Comme tous les ans Pact devrait visiter les PCDIs pour voir la gestion des subventions sur terrain. Le parc National d'Isalo a été visité par l'équipe USAID - Pact du 24 Mars au 27 Mars 97 pour voir l'évolution du projet depuis l'audit du cabinet CABRAM en Juin 96.

## SAC

FMTI CAG 020/95 : mission d'appui le 18 Mars 1997