

PD-ABT-084
107936



Pact

Participation and Poverty Project

United States Agency for International Development
Cooperative Agreement No. 687-0125-A-00-6138-00

Second Quarterly Report Covering October, November, December 1996

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List of Acronyms

ALJM	Association Libre des Journalistes de Madagascar Malagasy Journalists' Open Association
CERGRR	Centre d'Études et de Réflexion sur la Gestion des Ressources Renouvelables Renewable Resources Management Research Center
CIDST	Centre d'Information et de Documentation Scientifique et Technique Scientific and Technical Information Documentation Center
CITE	Centre d'Information Technique et Economique Technical and Economic Information Center
CBC	Comites de Reflex sur la Compétitivité Committee on Competitiveness
CS	Civil Society
Csnet	Civil Society Network
CSO	Civil Society Organization
FFE	Fondation Friedrich Ebert Friedrich Ebert Foundation
FFKM	Fikambanan'ny Fiangonana Kristianina eto Madagasikara Malagasy Christian Council of Churches
IPEP	Impact des Politiques Economiques sur les Pauvres Impact of Economic Policy on the Poor
KMF/CNOE	Comite National d'Observation des Élections National Election Monitoring Committee
NFO	Northern Field Office
PAIQ	Projet d'Appui aux Initiatives de Quartier Neighbourhood Initiatives Support Project
PH	Power Holder
SFO	Southern Field Office

I Period Overview - October to December 1996

I.A Recruitment

The period October to December 1996 represents the first operational three months of the project, with the project director in place in Antananarivo. Priority was given to recruitment activities for the positions in the central office, and two regional positions.

The nature of Rary work calls for personal qualities of diplomacy, commitment to objectives, as well as ability to manage complex issues. Extensive efforts at finding suitable candidates met with only partial success: two out of five positions were filled. The positions of Field Officer - Northern Field Office and Executive Assistant - Antananarivo went to qualified and enthusiastic candidates.

Unsatisfied with the first round of in-house recruiting efforts, Pact decided in December to hire a private firm and carry out a second round of recruitment and supply the project with two to three final candidates for each of the remaining three posts.

End December marks an important step for Rary with the recruitment of the Field Officer for the Northern Field Office (NFO).¹ Moving ahead on activities in the Northern sector will help Rary in the launching of activities for the Southern Field Office and on the national scene.

I.B Project Name

Through a concerted effort by Pact staff over a one-month period, the Participation half of P&P has found its rightful operational name: RARY, a Malagasy word meaning *to weave*. The name is of particular significance to the project, as Rary will promote and facilitate the weaving of closer ties between CSOs, and between CSOs and power holders. The name has been integrated into a logo, and initial promotional material has been prepared.

I.C Project Relationships

In addition to recruitment activities, the project established relations with key potential partners. Two types of partnerships are envisaged: core partnerships

¹Rary offices at Mahajanga and Fianarantsoa have been named Northern and Southern Field Office to reflect that the geographical scope of the project is not limited to the immediate regions where it has a presence. The issues on which Rary will concentrate will determine the geographical scope of the project. The geographical reach of each Field Office then, will be determined by these issues and by the physical and financial constraints of travel.

and working partnerships. Core partners are entities with which the project has a shared sense of purpose and similar objectives. Working partners are entities with which the project will work on specific issues, with the objective of having impact on policy and developing new processes and forums for debate.

I.D Publicity

The project has chosen to proceed cautiously until such time as all staff are in place with a clear idea of objectives and means. The first steps taken publicly will be critical to the project's success, and a lack of preparation could be detrimental to reaching the project's long term objectives. Rary must *prove it's usefulness* to OSCs and power holders alike early on in order to have impact on the process of public decision-making.

I.E Work Plans

After discussion with Jean-Paul Paddack, USAID PDA/PD, Pact has decided to submit the NFO Nine-Month Plan² at this time, independently of the integrated national plan, under development. This will enable the NFO to move ahead within a well-defined framework, and for USAID to remain up-to-date on the project's evolution. The integrated national plan, which was to be submitted by mid-February, will be delayed further by the difficulties encountered in recruitment. In the event that the team is complete by early March, an integrated national plan could be submitted by April.

I.F Northern Field Officer Orientation

At the writing of this report, end January 1997, Yvon Rakotonarivo, Field Officer for the Northern Field Office, has joined the Pact office in Mahajanga. Over a period of three weeks beginning January 6, Yvon underwent intensive orientation in Antananarivo, which included a training of trainers led by Tom Leonhardt and organized by Pact Madagascar for LOVA staff and participants from a network of service NGOs.

Through a number of discussions, brainstorming and planning sessions with the project director and Executive Assistant Lanto Rakotondrajoa, Yvon has acquired an excellent comprehension of project objectives. Having worked in

² Pact had proposed in it's First Quarterly Report to align it`s work year with other Pact projects in Madagascar, and with Pact and USAID's fiscal year. This entails a nine-month work plan to September 1997, followed by a one-year plan to end September 1998 and a nine-month plan to June 1999.

the Mahajanga region for 18 months, he has brought a precious contribution to translating the project's general objectives to the realities of the Northern region.

Indicators of success for the NFO have been identified, and are being worked into a national ME&R plan. This plan will be debated within CoRary, Rary's informal steering committee.³

II Activities

October to December 1997

II.A Partnerships, Networking and Coalition Building

Objectives for the Period:

- Establish initial relationships with CSOs, donors and power holders in order to evaluate the D/G environment, scout for staff and identify potential partners;
- Identify potential key partners and key partnerships;
- Engage in reflection with partners on strategy and tactics
- Collect baseline data and a monitoring system early on.
- Establish an operational office
- Awareness of the project is strong among target groups

II.A.1 Survey of Activities

The months October to December saw numerous meetings held and events attended in order to build project relationships and to identify potential partnerships. This effort resulted in the definition of several frameworks for partnerships with CSOs as well as with existing projects. The project also established relationships and alliances in the world of associative life, which translated into new insight into the fluid and changing forms of civil society as well as new insight into the perspectives of the project.

³ The name CoRary, for Comité d'Orientation Rary, has been chosen to signify the co-ownership of Rary by its principal partners.

Consultation with partners was carried out in several informal settings, and notably during a round-table discussion organised in the offices of KMF/CNOE with representatives from civil society, the field of research, the legal establishment, project IPEP, and attended by Pact CEO Louis Mitchell. The meeting resulted in the clarification of key concepts and assumptions of P&P. Beyond the KMF/CNOE round-table, the ideas behind Rary have also met with enthusiasm and interest in discussions with business leaders, women's groups, professional associations, researchers, parliamentarians and members of the administration.

Partnership and networking activities have resulted in the identification of concrete opportunities for common action towards shared goals. Many organizations subscribe to Rary's ideals and see in Rary opportunities to go further in their actions.

Difficulties encountered in recruitment have delayed the completion of Rary's ME&R plan. Pact judges as important that the team and the partners are associated in this exercise. The recruitment of the NFO Field Officer has moved the process forward. NFO ME&R indicators have been developed in January, and will be worked into a finalized national ME&R plan in March.

Project awareness, and more important, understanding, is strong between core partners and most of the D/G community. The project has received no publicity, and will not "go public" until such time as all systems are "GO." Pact judges this cautious approach to be judicious in order to establish credibility and interest at the onset, a crucial objective for a project such as Rary.

II.A2 Results

Presented below are the nascent partnerships developed during exploratory meetings. Most of them are Core Partnerships, with organisations that have common goals with Rary. Developing these nascent partnerships into concrete action will be the focus of partnership activities starting in January.

II.A21 National Organisations

Impact of Economic Policy on the Poor (IPEP)

Rary and IPEP (the policy analysis dimension of P&P) have met regularly to exchange information and develop a working relationship. Rary facilitated a meeting of IPEP with KMF/CNOE in the perspective that the KMF/CNOE could carry out ground truthing activities in partnership with P&P. This ground truthing could become instrumental in developing the KMF/CNOE

as a national information network linking communities and regions with policy makers in Antananarivo.

Macroeconomic data of significant interest to specific regions was identified. Additional meetings will allow all parties to work out how to best exploit the educational and civic opportunities brought about by a two-way flow of information between the community and the State.

Other Pact Programs

Within Pact Madagascar, Savem's LOVA component and the AGERAS Support Project (MITA) offer significant opportunity for collaboration. Both are pursuing the objective of increased exchange of information and of dialogue on local and regional issues between actors in the environmental and development fields. Meetings between Pact's objective teams to identify concrete opportunities are ongoing.

Scientific and Technical Information Documentation Center (CIDST)

CIDST is an EPIC (Public Establishment with Commercial and Industrial Applications). As an important public resource for information, CIDST shares with Rary the objective of putting information to use for development. It has significant know-how and resources in information gathering and processing, but is limited in its ability to disseminate information to the general public and to civil society. Recent efforts to bring information to the public, and especially to business concerns, have brought CIDST to open regional offices in Toamasina and Diego. The institution plans to open such offices in Mahajanga and in Fianarantsoa.

Information is an essential element of Rary. The circulation of targeted information to CSOs and also to regional and even national power holders is key to fostering and reinforcing public debate. This debate is seen as a fundamental part of the economic and social development of Madagascar. In that perspective, Rary wishes to establish a working relationship with CIDST to enable it to play a greater role in putting information to use in public debate.

Rary can be instrumental in helping to weave new links between CIDST and civil society, between information and public debate. CIDST will contribute to targeted research efforts carried out by Rary in response to specific needs identified by CSOs.

CIDST's contribution to these activities could prepare the institution to respond to specific demands of CSOs beyond P&P. The habit of seeking information and engaging in public debate will not develop easily. No such tradition exists and there are fundamental cultural barriers to such a use of information. There exists within CIDST, however, a concrete desire to move in the direction of a greater use of information in debate. It is Pact's opinion that efforts should be made to associate CIDST in such a way as to help it to move in that direction.

KMF/CNOE (National Elections Monitoring Committee)

KMF/CNOE is seen as a natural ally of Rary in fostering increased participation of citizens in public life. The Association's goals of greater government accountability and of a better informed citizenry willing to play an active role in public life are complementary to Rary's push for an expanded and enlightened public debate.

The Association has a national reach, with offices in roughly 90 Fivondronana (out of a total of 111). It has significant potential as a network for the exchange of opinions and of information among regions and between local and national entities. Its network, largely underused, is only surpassed by that of religious organizations. The Association has so far concentrated on communicating democratic principles and information on the general framework of laws and regulations, which has limited appeal on citizens increasingly uninvolved in public life.

Rary represents an opportunity for KMF/CNOE to move closer to issues where the principles it defends apply. People's concerns over health, education, jobs, land and other essential issues are at the root of participation. The KMF/CNOE's objective of fostering participation can only benefit from an increased role in the dissemination of targeted information on specific issues. This will in turn bring the Association to reassess its civic education activities and its actions at the community and regional levels. Information can bring KMF/CNOE to play an enhanced, and more intense role in public life and to initiate innovative value-added civic education programs.

Tradition et Progrès (Tradition and Progress)

T&P, an association linked with the Académie Malgache (Malagasy academy of arts & culture), has undertaken a significant effort to reexamine the concepts of democracy in Madagascar and explore avenues for a viable association between those concepts and Malagasy culture and tradition.

Rary has proposed to T&P a partnership in establishing the initial theoretical framework of the project from a Malagasy socio-cultural perspective. The principles that are proposed by Rary lead to fundamental questions about ways of communicating and relationships of power in Malagasy society. By working alongside Rary, T&P could develop expanded, enriched hypotheses and accompany the project to verify them. Integrated in the ME&R system and Rary's research activities, T&P's work can contribute to the social and cultural relevance of the models and lessons learned in Rary. For T&P, such an association can serve as a living, concrete laboratory of applied theory that can prepare T&P for actions beyond the scope of P&P.

An informal presentation of Rary and of this arrangement resulted in much enthusiasm among T&P members. Further meetings are expected to occur in February.

FFKM (Malagasy Christian Council of Churches)

The FFKM is a group representing the Christian churches present in Madagascar. It played a leading role in the democratic transition of 1991-92. The FFKM could become an important partner in advocating for the poor in public policy decisions. The institution, however, has encountered a setback in recent history, in its unsuccessful attempts to play a conciliatory role in national politics. Discussions with the FFKM on the interests of the poor have met with prudence on the part of the FFKM. New approaches will be attempted in the near future.

II.A22 Donors and International Organizations

Rary has met with potential partners in the Coopération française and the Friedreich Ebert Foundation.

Coopération française

Projet Urbain (Urban Project)

The Urban Project provides assistance to the seven largest municipalities in Madagascar with technical assistance on urban sanitation and administrative matters. Its presence in Mahajanga and Fianarantsoa could make them important partners should Rary work on municipal issues. Handling of sensitive issues such as water and taxation with old methods have proven to be a disaster for the new mayors. Municipalities could prove to be a fertile ground for Rary. The Director and staff of the Urban Project have expressed definite interest in working with Rary.

**PAIQ Projet d'Appui aux Initiatives de Quartier
(Neighborhood Initiatives Support Project)**

PAIQ is a project working at a grass roots level to assist neighborhood initiatives in seven cities including Mahajanga and Fianarantsoa. In the event that Rary should work on municipal issues, the project could prove to be an important information relay with opinion leaders. Regardless of the issues that Rary will focus on, the level of comprehension of issues by opinion leaders within communities is an essential element of a renewal of relations between citizens and authorities⁴.

⁴ The quality of interpretation of issues by citizens rests in large part on the ability of opinion leaders to form their own opinion. Opinion leaders at most levels of society have suffered from disinformation and extreme politization of information. Improving the flow and quality of information to opinion leaders is of interest to Rary.

The Friedrich Ebert Foundation (FFE)

The FFE has been working for several years on democracy issues in Madagascar. It provides financial and professional assistance to CSOs and PHs and has been involved in projects to foster regional initiatives in the context of decentralization. It is currently providing assistance to the Fivmpama (national business group) and to the FIFATA (large peasant association). A partnership between the FFE and Pact could pool resources to build these CSOs' ability to engage in public debate over business law reform and/or land laws - agricultural policy. The FFE and Rary are currently exploring this possibility.

FFE - MRTM partnership in the training of radio journalists

The FFE and Malagasy Radio and Television (MRTM) have entered into a partnership to set up a permanent training center for radio journalists both from public and private stations. In any training program, the difficulty lies not with the understanding of concepts but in applying those concepts in an environment which has not changed over the course of a training session.

Rary proposes to increase the outputs of the program by linking theory with practice in the training of journalists. Working in the field, FFE/MRTM trainers and Rary staff could train regional journalists on the coverage of concrete issues that are ongoing. From its vantage point, Rary could bring to regional, and possibly national journalists new sources of information not usually accessed and a deeper understanding of issues. Mentoring from FFE/MRTM in this context could have the added impact of concrete experience in journalism at a more professional level.

Initial reaction from the FFE is positive, and further meetings are planned.

II.A3 Project Advisory Committee

In Pact's view, sustainable change can only be initiated, designed and carried out by local institutions. For this reason, Rary's steering committee (CoRary) is centered around close project partners, and designed to promote a sense of

ownership in the project's principles and goals. The project brings new ideas, methods and means to work towards goals already pursued by several entities in Malagasy society. The project's core partners should become the true owners of the project and pursue its objectives beyond the project's scope and duration. In this light, Pact has proceeded in a prudent fashion in the identification of partners to compose its steering committee, to ensure that each partner understands and is truly committed to Rary's objectives.

The initial CoRary steering committee is composed of core partners : KMF/CNOE, the CIDST, IPEP, two influential members of civil society, an informal representative of the State, a representative of USAID and two staff members. Committee membership is not definite. CoRary can accommodate new members and persons invited to intervene on specific issues. Once the project staff is on board, CoRary could welcome representatives from the CRC (Committee on Competitiveness), the NGO Service of the Ministry of Population or the Structural Adjustment Secretariat.

It is expected that CoRary's role in the project will evolve over time. Initial meetings will be focussed on bringing about a common understanding of the nature and scope of the project. As it evolves, the committee's role could be expanded to decision making on principal issues and policy options. At this time, it plays a consultative role. A first meeting is expected at the end of February

II.B Information, Education and Communications

Objectives for period:

- Explore possible scenarios with potential partners for the scope, reach and focus of the Civil Society Network (CSnet)⁵ and its feasibility.

Results

Through several discussions between project staff and Rary's partners the project has given shape to the idea of a CSnet. At the core of the Net is a living databank on active CSOs. The objective of the bank is to link CSOs according to their activities, allowing for targeted information to widen the vision of CSOs on issues related to their interests. This essential link between CSOs and issues can facilitate the emergence of new networks and coalitions, and break the isolation of most CSOs.

II.C Research

Objectives for the period

- Gather initial data on the presence of CS in print media.
- Gather up-to date information on CS organization

Results

Rary has initiated clipping activities on all civil society related news items in the major newspapers and news magazines. More than 100 articles have been inventoried so far, covering 26 themes.⁶ This inventory will be the basis of an analysis of the presence of civil society in the public arena, and be integrated in baseline data for ME&R purposes. It will also serve as a source of valuable information on the activities of CSOs and on the evolution of the sector as a whole. Newspaper clipping is an ongoing activity.

A first analysis of the presence of civil society and of issues of public interest in the daily press was initiated in December. Using the month of November 1996 as sample, a research team has analyzed the presence of civil society and issues of public interest using several categories. As of this report (end January 1997), the study is completed and has produced significant information.

In November alone, civil society was mentioned 232 times in newspaper articles. Eleven articles referred to the institution of civil society and nine articles related to a CS - State partnership. In 29 cases, the CSO expressed a

⁵ The CSnet is a network to link CSOs together according to their interests, and to promote the flow of information between CSOs, the press and decision-makers on civil society and on issues.

⁶ Inventoried themes are listed in appendix 1

specific position with regard to a public policy issue or presented a claim or complaint directed at the State.

A total of 309 articles related to an issue of public interest⁷ In 75% of cases, the information was not put in context by the journalist, meaning that the journalist did not provide information coming from other sources or make references to facts outside of those communicated within the reported event. Out of that 75%, the information was judged to be "substantial" for 20% of cases and "limited" for 35%. In 23% cases, there was no information beyond a reporting of the event related to the issue.⁸ The results of research efforts will be used at the time of the project launch.

III Activities Planned

Period January to March 1997

III.A Period Overview

The period January to March will see the launch and start-up of project activities in Mahajanga and Fianarantsoa, the hiring of staff for the remaining two positions in Tana and the development of an integrated national work plan to September 1997. The Official national project launch will be carried out in April.

The Northern Field Office NFO is operational as of January 29. A nine-month work plan through to the end of September for the NFO has been completed and is integrated in this report. Support to initial NFO activities will be a priority.

The Southern Field Officer has been hired, and should be operational in Fianarantsoa by March. The work plan for Fianarantsoa will be presented along with the integrated national plan.

III.B Partnerships, Networking and Coalitions Building

⁷ The inventory included all articles relating to specific issues such as the environment, decentralisation, education, health. Reports on political activity were excluded from the study.

⁸ Articles were categorised as having no, little or substantial information based on the average quantity of information contained in newspapers articles over the course of the study.

Activities/Means

Initial CORARY meeting held.

Further meetings will take place with the IPEP project.

Partnerships with the CNOE and the CIDST will be formalised.

Initial exploration with the FFE and a general agreement on cooperation will be followed by more concrete talks with two departments within the Foundation.

New partnership opportunities will be explored with the CITE - Centre d'Information Technique et Économique (Coopération française) and the ALJM - Association Libre des Journalistes de Madagascar on the training of journalists.

An initial inventory of CSOs will be carried out, leading to the setting up of the data bank on CSOs.

III.C Information, Education and Communication

Activities/Means

Informal contacts will be made with journalists in preparation for launch and to identify partners for the CSnet.

An initial Rary CS Newsletter will be developed as part of the CSnet.

A promotional and information campaign will be prepared.

III.D Research

Activities/Means

The integrated national ME&R plan will be developed

Tradition & Progrès' involvement in the ME&R system will be established

III.E OD

Activities/Means

No organisational development activities are planned for the period

III.F Administration

Orientation will be carried out with the Southern Field Officer. It is hoped that the orientation for the Information Officer and the Training & Communications Officer will take place simultaneously. This will depend on the results of on-going interviews and the availability of the chosen candidates.

IV. Northern Field Office Work Plan

Nine-Month Plan running from January to September 1997

NFO contribution to overall project outputs

The NFO's contribution to overall outputs will be measured both by its regional achievements and by its contribution to national objectives. As a field office, it has a significant role to play in developing and reinforcing links between regional concerns and national policy. In tandem with the central office, it will be instrumental in the exchange of information and ideas between the capital and the regional and local levels.

Learnings

Initial activities in the Northern sector will lead to important learnings which will serve to orient Rary throughout project duration. Significant attention will be given to the NFO in the upcoming months, and learnings will be used in the development of strategies for the Southern Field Office and central office.

IV.A Project Outputs - Issues

Each project output raises issues that must be carefully addressed in order for the project to succeed. Addressing these issues will give the NFO and the project as a whole its initial shape and direction.

IV.A1 Output 1

Increased openness of power holders (PHs) to the participation of civil society in governance

Power holders in general are feeling pressure from donors, from civil society and the media to become more open, to carry out their activities in a more transparent fashion and to cooperate with civil society organizations.

Obstacles to more openness on the part of power holders come not only from attitudes and old habits. They also come from a general weakness of PH

institutions in information management, inexperience and a lack of resources to manage debate, a general disorganization and instability within PH institutions, as well as a politization and a lack of professionalism on the part of CSOs.

Power holders' perceptions of CSOs reflect a current reality in public life : it is dominated by persons and organisations vying for power and privilege, if not struggling for basic survival. In this context, issues themselves are moved into the background. Actors in debate are often unaware of the facts and have little or no resources for analysis. Poverty and ignorance combine to favor more profitable approaches to issues than the difficult, relatively costly route of open and habilitated debate.

For powerholders, there are risks and costs involved in more openness. To change the attitudes of power holders towards civil society, Rary must invest it's resources to lower the initial cost of debate, and to demonstrate to PHs that they can benefit from more openness, and that CSOs can become true partners in developing and implementing successful policies. To do so, it must work to bring CSOs involved in advocacy up to a technical level from which they can convincingly make their case and propose alternatives.

IV.A11 Definition of power holders

Rary considers it essential to establish close working with limited partnerships with donors, international agencies and donor-sponsored projects. Effective and productive debate between civil society and the State, especially in a regional setting, requires that the State be in a position to respond. With limited resources and information, and often within a context of disorganization and demobilization, State agencies are not always capable of the level of dialogue and involvement necessary to engage in constructive debate.

Increasingly, donor and international organizations are defacto policy makers. Through their interventions at the national level and the choices they make in the course of regional and sectoral projects, they have a major impact on policy. By moving in with resources that go far beyond that of the administration to fill weighty agendas, projects generate key issues that concern citizens and the State.

The path that leads to a wider, essential debate therefore begins with donor and international organizations. Essential information on issues stems from their activities. They are power holders in their own right, and have the same interest in fostering public debate to insure the viability of their interventions as their counterparts in the administration. The issues, information and dynamism necessary for debate should be channeled through to the administration and onto the public arena.

IV.A12 The costs of information and debate

An increase in the flow of information and a widening of debate require effort, and an investment in time. Internationally funded projects must produce measurable results within timeframes that often do not allow for substantive debate to take place. State officials and elected representatives are not in the habit of investing the time, and often do not have the resources necessary to give issues the level of analysis that they require.

In a politicized and information-poor environment, power holders do not generally recognize in civil society an ability to engage in sober and substantive debate, and are thus more inclined to see costs than benefits.

Yet recent events have demonstrated the potentially high short-term costs of an absence of debate. Ill-prepared municipal policies in two major cities had to be suspended due to public unrest.⁹ It is clear that investing in information and consultation can also be in the interest of power holders. Project Rary must be able to demonstrate that working on issues to widen debate will benefit power holders in the short and medium terms. Effective demonstration is key to changing perceptions.

Rary's approach to power holders is that of a consultant in the management of public interest issues. It responds to a need stemming from a growing public pressure for debate. The project will bring to power holders the expertise and the human and financial resources necessary to manage debate.

As mentioned above, donors and international organisations involved in projects in Madagascar are an essential part of the equation, and Rary will actively seek their support and collaboration. Recognition by projects of the need to increase the capacity of institutions with which they are in contact - governmental, social and political - in managing issues will be instrumental to the success of Madagascar in the liberal, global model.

IV.A13 Politization

⁹ The city of Mahajanga was recently forced to abandon a newly implemented system for water to be sold at city fountains, the only source of water for the majority of citizens. In the city of Fianarantsoa, an increase in property tax has been rejected by certain groups. Opposition to the plan has been exploited by political adversaries of the mayor and has been dominating political life for months. In both these cases, there was little or no public debate, and no information circulated before implementation.

Rary is working in a highly politicized environment in which political entities are quick to use new information and ideas to political ends, sometimes deforming or misinterpreting the facts along the way. Increasing the flow of information represents a political risk for PHs. It is thus necessary for Rary to establish and maintain contact with political forces in an effort to minimize the potentially negative impacts of such actions on the willingness of PHs to allow information to circulate.

IV.A2 Output 2

Qualitative and quantitative expansion of civil society in terms of broader participation, greater representativity and increased capacity.

As a whole, civil society must overcome several obstacles in order to become an effective relay between citizens and the State. The greater challenges civil society faces come not from the State but from itself.

Civil society is at an early stage of its development and its ability to engage in public debate is limited. Concerned with questions of survival, most organizations have flexible mandates and adjust to the issues for which international financing is available. While this is a normal occurrence, it nevertheless indicates a level of evolution and a relationship to funding which limits the ability of CSOs to develop positions that are their own.

Few CSOs are truly representative of their members and beneficiaries. The common interest is easily shadowed by the interests of individuals, and many experience debilitating crises in leadership. Yet in most organizations, there is a desire for change and a will to act. It is in the concrete translation of this desire into action that many become stalled.

In order to achieve the output of a qualitative and quantitative expansion of civil society in terms of broader participation, greater representativity and increased capacity, and in keeping with its B.E.S.T.¹⁰ strategy Pact will :

Promote the circulation of information within CSOs, between the leadership and the membership.

Expose CSOs to targeted information on issues of concern to their membership.

Concentrate on CSOs who represent a direct and vested interest for their

¹⁰ To successfully attain the desired outputs for P&P, Pact has developed the B.E.S.T. strategy of Building On existing potential, Educating in the principles at hand, Sharing experience and Testing its approaches throughout project duration. For more information, see Pact's technical proposal on P&P.

members (such as peasant associations, business groups, etc.)

Concentrate on issues that have a direct impact on the basic and immediate concerns of citizens.

Work with CSOs who are already active and sufficiently organized

Pact believes that to involve CSOs in the public debate, there must be a strong, readily apparent interest to defend. For this reason, the project will concentrate on issues where the link between policy and the immediate interests of a certain group is substantial and direct.

Successful advocacy by CSOs at the regional level faces significant obstacles, both cultural and organizational. In keeping in line with its B.E.S.T. strategy, Pact will build on a limited number of cases where chances of success in influencing policy are good.

Training of CSOs will be integrated into the project's mentoring activities, concentrating resources on CSOs actually involved in advocacy activities or in a position to enter the public arena.

Where a need for organizational development work is recognized, Rary will seek partnerships with organizations already involved in OD, such as Pact's LOVA team, rather than develop that competence itself. This will allow Rary to concentrate resources on advocacy skills development.

IV.A3 Output 3

A social and political environment more conducive to citizen participation in the formulation and implementation of policies, rules/procedures and resource allocations affecting the poor.

This project output is largely the result of the first two. More openness on the part of power holders and an increase in a participatory CSO activity in the public arena leads to a social and political environment more conducive to citizen participation.

To achieve this output, the project must be able to create precedents where more open debate and wider participation have yielded positive results. These precedents will serve as a living model of new approaches and principles to the use of information and debate.

Investing project resources in fostering precedents is Rary's core activity and its first priority in programming. On two to three issues, the project will engage in intensive mentoring activities with power holders, CSOs and the media to bring about a new model of dialogue.

IV.A31 Confrontational vs consensual advocacy

Rary does not position itself "on the side of civil society" in its relations with the State. CSOs have just as much responsibility as power holders in bringing about healthy debate, and their own weaknesses can hamper debate just as much as can those of power holders.

The Western model of advocacy is not well adapted to Malagasy culture, especially when applied to the regional level. Social and political culture in Madagascar favors the search for consensus to reach decisions rather than more confrontational methods such as majority rule.

While this cultural specificity should not hamper the ability of civil society groups to defend their interests, it has considerable impact on the way Rary will promote and foster advocacy. Clearly, a Malagasy model must emerge. Through its research activities, Rary will promote the development of such a model.

IV.A32 Poverty

The poor represent the vast majority of the population in Madagascar.¹¹ In this context of increasingly widespread misery, the Malagasy are now facing a new reality : the end of universal coverage and the introduction of user fees.

The universal health care system is bankrupt, and care will no longer be officially free. Unofficially, the same is true of education. In certain places, road maintenance is being legally turned over to associations - which collect a fee from users.

In the context of the structural transformation of Madagascar's economy and social system into a liberal model, major policy decisions are being taken, from macroeconomics to health and education, that have impact on the average Malagasy. The overriding question behind policy decisions in this context is ***"Who should pay, and for what"***.

This question cannot be addressed by one debate, but by many. It arises in issues of macroeconomic policy, taxation, allocation of resources, health reform, land tenure, etc.

In pursuing the objective of a greater participation in policy decisions affecting

¹¹According to a recent study by the Madio project, 74% of Malagasy households live in poverty.

the poor, Pact will facilitate the representation of the poor by CSOs and work towards a wider, more open debate regarding such issues. This representation is conditioned by the existence of groups interested in engaging in the public arena over such questions.

Pact believes, however, that its involvement in issues should not be limited to fostering the participation of groups representing the interests of the poor. As was stated above, it is essential that Rary work equally with power holders and CSOs in making debate wider and more open. Madagascar is inexperienced in dialogue between the State and civil society. Rary, therefore, must provide assistance in developing debate as well as fostering participation by popular groups.

IV.A33

On selected issues, Rary will work as a public interest issues management consultant, providing the following services :

Counselling PHs on issue management

Facilitating the flow of information to concerned entities and the media

Fostering the creation/strengthening of networks or coalitions concerned by the issue

Researching complementary information when needed

Providing analysis of existing or proposed policy

Mentoring CSOs, elected representatives and the media in interpreting and analysing the issue

Facilitating formal and informal exchange between concerned entities

Facilitating debate

Providing training in advocacy

IV.B Northern Field Office Objectives and Activities

January to September 1997

IV.B1 Period Overview

An essential activity of the NFO will be to identify key issues which will constitute the core of its activities. For each issue, it will examine the potential for partnerships, for CSO and PH participation, for networking and coalitions, and the potential of the issue to mobilise public opinion.

The examination will be carried out over several months during which the NFO will establish itself as an actor in the regional landscape. It will also develop core partnerships at the regional level and set up its own advisory committee. This period is crucial to the project's success. Rary must be perceived as valuable by opinion leaders, power holders, CSO leaders and the media.

This interest is invariably linked to information. The circulation and management of information is key to the development of public opinion, to the interest of CSOs in the public arena and to the development of dialogue on issues. Rary must develop the interest of regional actors in information on issues of concern to themselves in order to establish its usefulness.

Information will be used to serve as a link between regional actors, and between regional and national actors and issues. The Northern Field Office will be an integral part of the CSnet, using a living databank to link CSOs to issues and potentially to networks and coalitions.

By end September 1997, the NFO will have begun work on one to two specific issues. It will develop with the central office an issue-driven living databank linking regional CSOs and opinion leaders, to be used by Rary and/or project partners. It will have worked with local media to reinforce its capacity to report on issues, and have regular mailings to opinion leaders. It will have an active steering committee and a working partnership with core partners. Training modules in advocacy, adapted to regional dynamics and realities will have been identified.

In order to attain the project outputs, the Northern Field Office will pursue the following objectives.

IV.B2 Objective 1

An increase in the general awareness and understanding of issues

Activities/means

Conduct an information needs/sources inventory in the Mahajanga region.

Conduct work sessions with regional and national CSOs to examine the inventoried information and identify points of significant importance to their interests.

Working with media and KMF/CNOE, carry out an information campaign on specific issues and using sources of information identified.

Through the inventory and subsequent campaign, sensitize the public and decision makers and citizens on the fundamental importance of information.

Develop and distribute project information packages to opinion leaders and keep them abreast of the project's objectives and activities

Through a partnership with the Friedrich Ebert Foundation and National Radio and Television (to be negotiated), reinforce the capacity and experience of regional journalists in covering issues.

IV.B3 Objective 2

An increase in the quantity and quality of debate

Activities/means

Through a partnership with the regional office of KMF/CNOE, provide a community framework for discussion on specific issues managed by local members trained by the project (to be negotiated).¹²

In partnership with sectoral projects, promote and organize informal and formal discussions between power holders, CSOs and opinion leaders on regional and/or national issues.

¹² In the context of a general agreement to be negotiated between KMF/CNOE and Rary that would introduce issues into the CNOE's methods of civic education, creating new venues for civic education.

Determine the training needs of CSOs and PHs and develop a training plan.

Provide specific training to CSOs and elected officials based on the needs assessment.

Provide informal counselling to power holders and CSOs on public interest issue management.

IV.B4 Objective 3

New and/or stonger links exist between CSOs and issues and between CSOs

Activities/means

Identify active CSOs and set up a thematic data base by sector of interest which will serve as the core of the CSnet.

Promote the use of the CSnet by regional and national level entities to inform, to collect information from CSOs or mobilise opinion on issues and form coalitions.

Through mailings and correspondance, measure the interest of CSOs to involve themselves in issues and coalitions.

Through partnerships with the CNOE or other CSOs, facilitate the flow of macroeconomic information between the local and regional levels and the capital and provide ground truthing for IPEP. In partnership with the CNOE, this information could serve as a base for a civic education campaign.

IV.B5 Objective 4

Examples of broader and more in depth debate exist

Activities/means

Identify one to two issues and begin mentoring activities.

Through partnerships, the CSnet, opinion leaders, the media and other means, broaden the reach of the issues debated beyond the actors directly invloved to include the general public.

IV.B6 Objective 5

There is a better understanding of the fundamental principles of the liberal democratic model in the context of Malagasy culture and society¹³.

Activities/means

Promote formal and informal discussions between groups and resource persons to bring about an understanding of the new principles and their translation into Malagasy cultural, social and economic reality.

Report on issues and cases specific to civil society and to its relationship to power holders and include them into the CSnet.

¹³ The basic principles of the model of social and economic organization that is being developed in Madagascar are not understood by the vast majority of Malagasy. Democratic principles are only part of the new national environment. Efforts to reconcile these principles with tradition must be placed in the larger context of social and economic adjustment.

V. Advancement of activities to end September

V.A Objective 1

An increase in the general awareness and understanding of issues

activities	month initiated	advancement by end September	activity type	indicators
Conduct an information needs/sources inventory in the Mahajanga region.	April	completed.	IEC	Report exists
Conduct work sessions with regional and national CSOs to confront the inventoried information and identify points of significant importance to their interests.	May	completed.	IEC	Information significant to issues has been identified
Working with media and the CNOE, carry out an information campaign on specific issues and sources of information identified during the inventory.	June	ongoing. Subject to agreement with the KMF/CNOE.	IEC	Materials used, Rare reports.
Through the inventory and subsequent campaign, sensitize the public and decision makers on the fundamental importance of information.	Discussions in March. July.	Completed. Subject to agreement with the KMF/CNOE.	IEC	Report exists
Distribute information packages to opinion leaders and keep them abreast of the project's objectives and activities	April, June, August	3 mailings completed.	IEC	Information packages and mailing list
Through a partnership with the Friedrich Ebert Foundation and National Radio and Television (to be negotiated), reinforce the capacity and experience of regional journalists in covering issues.	Discussions in February	Subject to agreement with the FFE. Scope of mentoring and training can vary according to available resources. By September, mentoring of journalists will be planned and prepared on at least one issue by the project. Parallel	IEC	Agreement exists, training and mentoring reports

training in journalism depends on the results of partnership negotiations with the FFE.

V.B Objective 2

An increase in the quantity and quality of debate

activities	month initiated	advancement by end	activity type	indicators
Through a partnership with the regional office of KMF/CNOE, provide a community framework for discussion on specific issues managed by local members trained by the project (to be negotiated).	Discussions in August	September Subject to an agreement with the regional office of KMF/CNOE. The exact form of partnership is still to be developed with the Association. A working partnership will yield concrete activities in the field by September.	IEC	CNOE reports.
In partnership with sectoral projects, promote and contribute to informal and formal discussions between power holders, CSOs and opinion leaders on regional and/or national issues.	September	Discussion groups have met at least once on one issue, subject to the participation of regional projects.	PN&CB*	Reports.
Determine the training needs of CSOs and PHs and develop a training curricula.	September	Completed.	IEC/OD	Needs assesment report and training curricula
Provide specific training to CSOs and elected officials to improve their interpretation and comprehension of issues.	Dependant upon the adv. of work on core issues.	Dependant upon the advancement of work on core issues.	IEC	Training reports
Provide informal conseling to power holders on public interest issue management.	From the onset (informal) Formal counseling may be included in second WP	Ongoing activity. Number of PHs and counselling sessions depends on the predisposition of PHs and the number of issues at hand.	IEC	Activity reports

*Partnerships, Networking and Coalition Building

V.C Objective 3

New and/or stonger links exist between CSOs and issues and between CSOs

activities	month initiated	advancement by end September	activity type	indicators
Identify active CSOs and set up a thematic data base by sector of interest, which will serve as the core of the CSnet.	March	Data base operational.	PN&CB	Printouts.
Through mailings and correspondance, measure the interest of CSOs to involve themselves in issues and coalitions.	July	2 mailings completed, compilation of first mailing completed.	PN&CB	Content and list of addressees. Compilation report.
Promote the use of the CSnet by regional and national level entities to inform, to collect information from CSOs or to mobilise opinion on issues and form coalitions.	July	Initial promotional material sent to potentially interested parties.	PN&CB	Material used, reports.
Through partnerships with the CNOE or other CSOs, facilitate the flow of macroeconomic information between the local and regional levels and the Capital and provide ground truthing for IPEP. In partnership with the CNOE, this information could serve as a base for a civic education campaign.	Discussions in February	Ground truthing activities operational with local partners. Integration of macroeconomic issues in civic education program subject to discussions with KMF/CNOE.	IEC	Ground truthing information available.

V.D Objective 4

Examples of widened and reinforced debate exist

activities	month initiated	advancement by end September	activity type	indicators
Identify one to two issues and begin mentoring activities.	Potential issues identified by May and selected by June	One or two issues have been identified and work has begun on one issue.	PN&CB	Selected issues. Reports.
Through partnerships, the CSnet, opinion	Discussions in February	Working relationships have been established	PN&CB	Reports.

leaders, the media and other means, widen the reach of the issues debated beyond the actors directly involved.

with partners towards the use of their networks to widen debate. Use of channels is subject to the advancement of work on the issue.

V.E Objective 5

There is a better understanding of the fundamental principles of the liberal democratic model in the context of Malagasy culture and society

activities	month	advancement by end	activity type	indicators
Promote formal and informal discussions between groups and resource persons to bring about an understanding of the new principles and their translation into Malagasy cultural, social and economic reality.	initiated discussions with concerned entities in April	September One meeting has taken place.	Research	Reports.
Report on issues and cases specific to civil society and to it`s relationship to power holders and inject them into the CSnet.	July	One to two reportings depending on the opportunities.	Research	Press clippings, mailings, newsltr

VI. Monitoring, Reporting and Evaluation

Indicators of success have been adopted for each of the NFO objectives, to be incorporated into a national ME&R plan. Baseline data will be collected during the first four months of the current NFO work plan.

The period January to September 1997 will be essentially taken up by the establishment of initial activities and methods, and will most probably not have a measurable impact outside of the partnerships. Pact proposes that a first evaluation take place in early August of 1998, so that the results be incorporated in orienting the third project period. In September 1997, evaluation can measure initial appreciation of the project by the entities and persons who were exposed to it. It will also be necessary at that time to review the level of expected success in meeting objectives, after an initial experience in the regional context.

The objectives set out in this work plan combine to produce the desired outputs of P&P for the NFO.

If

there is an increase in the quantity and quality of debate

and

if examples of widened and reinforced debate exist (and are promoted),

there will be

an increased openness of powerholders to the participation of civil society in governance.

If

there is an increase in the general awareness and understanding of issues,

and

if new and/or reinforced links exist among CSOs and issues and between CSOs,

and

if there is an increase in the quantity and quality of debate

and

if examples of widened and reinforced debate exist (and are promoted),

there will be

a quantitative and qualitative expansion of civil society in terms of broader participation, greater representativity and increased capacity.

Positive impact in the above areas, along with a better understanding of the fundamental principles of the liberal democratic model in the context of Malagasy culture and society, will lead to a social and political environment more conducive to citizen participation in the formulation and implementation of policies, rules/procedures and resource allocations affecting the poor.

VI.A Indicator tables

VI.A1 Objective 1	indicators	target by August 1998*	means of verification
An increase in the general awareness and understanding of issues			
critical assumptions	Local journalists put information in context and mention their sources more often.	100% increase from baseline	Press monitoring
Journalists will develop that reflex through project activities and will have the means to access sources of information.	Public interest issues are more present in media	Substantive regional coverage of 4 issues in last twelve months from evaluation date. Expected baseline 0.	Press monitoring
Journalists` interests in issues will increase through project activities and journalists will have the means to access different sources of information.	Issues affecting the poor are more present in media.	Substantive coverage of 2 issues affecting the poor in last 12 months from evaluation date. Expected baseline 0.	Press monitoring
There is an interest in those issues on the part of CSOs and the media and the issues are timely.	PHs communicate more frequently with the public.	30% increase in the frequency of information releases in the last 12 months over baseline	Survey of PH and media entities
PHs are convinced of the utility to inform and have the means and the will to carry it out.	PHs are more responsive to requests for information	3 PHs have examined their policies - or lack of - on information and are exploring new policy on the circulation of information. Expected baseline 0.	Survey of PHs
PHs are convinced of the utility to inform and have the means and the will to carry it out.			
There is an increase in the number of	100% increase from baseline.	Survey of PH and other sources	CS will develop an interest in issues and

requests for information on PHs and other information sources

Expected baseline 0.

information

*To be adjusted end September 1997

VI.A2 Objective 2
An increase in the quantity and quality of debate

indicators

target by August 1998*

means of verification

critical assumptions

There is a "substantive increase in informed debate" in pilot communities of the CNOE/RARY partnership

100% increase in formal or informal discussion between citizens and CSO leaders and or PHs.

CNOE reports

Introduction if information on issues will spark interest at the community level.

There is a "substantive increase in informed debate" in the media and other forums (city council, CSO meetings, etc.)

Over 50% of people surveyed have observed the increase.**

Survey

Information and ideas circulated by Rary and partners will have sufficient appeal and reach.

*To be adjusted end September 1997

**From a sample of elected officials, CSO members, public officials, journalists and opinion leaders.

VI.A3 Objective 3
New and/or stonger links exist between CSOs and issues and between CSOs

indicators

target by August 1998*

means of verification

critical assumptions

Number of active partnerships and/or

3 new active partnerships or

Project relationships

exist

critical assumptions	Number of issues on which CSO participation was reinforced*	2 to 3	Project relationships
PHs willing, CSOs present and interested, significant issues at hand.	Number of issues where CSO participation had an impact on the issue	2 to 3	Project relationships
Ability and will of CSOs to work towards a wider understanding of issues	Number of debates/discussions initiated by CSOs on issues	2	Project relationships
Will and organisational capacity of CSOs, recognition of their interests in this activity	Satisfaction expressed by CSOs in their experience in round tables and other meetings and discussions on issues	Significant increase in the number of participants satisfied to those unsatisfied as compared to baseline	Surveys

Factors previously stated

Satisfaction expressed by PHs in their relationship with civil society	Significant increase in the number of participants satisfied to those unsatisfied as compared to baseline	Surveys	Factors previously stated
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*The CSOs were able to participate knowing the ins and outs of the issue and having developed their position.

VI.A5 Objective 5 There is a better understanding of the fundamental principles of the liberal democratic model in the context of Malagasy culture and society.	indicators	target by August 1998	means of verification
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critical assumptions

Perception of opinion leaders	Opinion leaders have an idea of the principles in question	Surveys	none
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Appendix 1

Inventoried themes relating to Civil Society From press clippings - November to December 1996

COMMUNICATION / INFORMATION
Communication/Information

COOPERATION BILATERALE/ MULTILATERALE
Bilateral and multilateral aid

DECENTRALISATION
Decentralization

DROITS DE L'HOMME
Human Rights

ECONOMIE
The Economy

ECONOMIE - EXPLOITATION MINIERE
The Economy - Mining

ECONOMIE - FINANCES / BUDGET
The Economy - Finance and the Budget

ELECTION
The Elections

ENERGIE
Energy

ENVIRONNEMENT
The Environment

INSTITUTION / SOCIETE CIVILE / GROUPEMENTS
Institutions, Civil Society, Groups

LIBERTE D'EXPRESSION
Freedom of Expression

MAJUNGA

PARTICIPATION COMMUNAUTAIRE
Community Participation

PAUVRETE
Poverty

PNUD
UNDP

POLITISATION
Politization

ROUTES
Roads

SANTE
Health

SONDAGES
Surveys

FEMMES ET DEVELOPPEMENT
Women and Development

FIANARANTSOA

GROUPES SOCIAUX
Social Groups

INDUSTRIE
Industry

TOURISME
Tourism

VIE NATIONALE
National Issues