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## ACRONYMS

<b>ADIFCE</b>	Association des Detenteurs d'Intérêt de ligne Ferroviaire Côte-Est
<b>AGERAS</b>	Appui à la Gestion Régionalisée et à l'Approche Spatiale
<b>AJM</b>	Association des Journalistes de Majunga
<b>AMAS</b>	Association des Médecins et Amis de la Santé
<b>ASF</b>	Actions Sans Frontières
<b>CEDII</b>	Centre d'Echange et de Documentation Inter-Institutionnel
<b>CFSIGE</b>	Centre de Formation en Système d'Information Géographique et Environnemental
<b>CGE</b>	Comptabilité Générale de l'Etat
<b>CIDST</b>	Centre d'Information et de Documentation Scientifiques et Techniques
<b>CINU</b>	Centre d'Information des Nations Unies
<b>CITE</b>	Centre d'Information Technique et Economique
<b>CMP</b>	Comité Multi-local de Planification
<b>CMP</b>	Comité Multi-local de Planification
<b>COMODE</b>	COonseil Malgache des ONGs pour le Développement et l'Environnement
<b>CRD</b>	Comité Régional de Développement
<b>CRSP</b>	
<b>CT Far</b>	Cellule Technique du Faritany
<b>DRID-INSTAT</b>	
<b>DRV/F3CM</b>	Comité de Concertation et de Coordination des Associations et ONG/Femmes de Madagascar
<b>DSI</b>	Département des Systèmes d'Information
<b>DSM</b>	Direction des Statistiques des Ménages
<b>EDDI</b>	Education for Development and Democracy Initiative
<b>EPI</b>	Espace Pour l'Information
<b>EPM</b>	Enquête Permanente auprès des Ménages
<b>ERPG</b>	Economic Research and Policy Group
<b>FADES</b>	Fonds d'Appui au Développement de l'Enseignement Supérieur
<b>FASP</b>	Fonds d'Appui du Secteur Privé
<b>FCE</b>	Ferroviaire Côte-Est
<b>FID</b>	Fonds d'Intervention pour le Développement
<b>FOFIFA</b>	FOibe Fikarohana ho an'ny FAmbolena
<b>GRPE</b>	Groupe de Reflexion sur les Politiques Economiques
<b>GTDR</b>	Groupes de Travail de Développement Rural Régional
<b>IDPA</b>	Information et Dialogue Publics Améliorés
<b>INSTAT</b>	Institut National de la Statistiques
<b>IREDEC</b>	Institut de Recherche et d'Application des Méthodes de Développement Communautaire
<b>IRY</b>	Institution - Relais - Information
<b>JSI</b>	John Snow Incorporated
<b>KMF/CNOE</b>	Komity Mpanaramaso ny Fifidianana /Comité National pour l'Observation des Elections
<b>LDI</b>	Landscape Development Initiative
<b>MEF</b>	Ministère des Eaux et Forêts
<b>MMDF</b>	Association des Transporteurs de Fianarantsoa

<b>OBNL</b>	Organisation à but Non Lucratif
<b>OPCI</b>	Organisme Public de Coopération Intercommunale
<b>PADR</b>	Plan d'Action pour le Développement Rural
<b>PAGDI</b>	Programme d'Appui à la Gestion Décentralisée des Infrastructures
<b>PAGE</b>	Programme d'Appui à la Gestion Environnementale
<b>PAGU</b>	Programme d'Appui à la Gestion Urbaine
<b>PATESP</b>	Projet d'Appui Technique au développement du Secteur Privé
<b>PDS</b>	Président de la Délégation Spéciale
<b>PSRP</b>	Poverty Reduction Strategy Paper
<b>RIG</b>	Regional Issues Group
<b>RIR</b>	Réseau d'Information Régional
<b>STA</b>	Secrétariat Technique de l'Ajustement
<b>TATAO</b>	Association des jeunes journalistes de Fianarantsoa
<b>TI</b>	Transparency International
<b>UAPH</b>	Union pour l'Avenir des Personnes en situation d'Handicap

# *Ilo 2001 Implementation Plan*

## *Economic Analysis*

### **1. Analysis**

#### **1.1. Poverty dynamics: trends and causality**

As the comparable EPM datasets became available at the end of 2000, different studies started that rely on these data. Most of the results of these studies will be available in the first half of 2001 (Annex A and B).

*S1: Poverty dynamics.* Analysis is in an advanced state. The descriptive analysis will be finished in the middle of January. The econometric part – in collaboration with the World Bank – will be finalized during the visit of Dr. Stefano Paternostro of the World Bank at the end of January. Results will be presented at the poverty workshop organized by Madio (February 5th-7<sup>th</sup>). A "Point INSTAT d'Information" (in Antananarivo as well as in Mahajanga and Fianarantsoa) will be organized in the second half of February. Results of the analysis will be presented at other occasions. The report and a policy brief will be widely distributed.

*S2: Poverty dynamics in Fianarantsoa.* A pre-study workshop will be held in the second half of February. While we had programmed this workshop in 2000, it was decided – to achieve a more focused discussion – to have it postponed until the results at the national level would be available. These results will be presented to the participants. Results of the analysis are expected to be disseminated by April.

*S3: Economic mobility.* Given the overlap with the poverty dynamics theme, no pre-study workshop will be organized. Relevant issues and extra hypotheses that should be tested will be identified during dissemination of S1 and S2 and during the pre-study workshop of S2 in Fianarantsoa. Results of the analysis are expected to be available by August.

*S4: Trends in access to public services.* Analysis is under way. A pre-study workshop was held in the beginning of January. At that point the results of the EPM 1993 study on access to services was also distributed and discussed. Mamisoa Razakamanantsoa and Peter Glick plan to complete their report by April. In May, Peter Glick will make a trip to Antananarivo to co-present the results and to help to prepare and organize additional dissemination activities of the report and the policy brief.

*S5: Trends in fiscal incidence.* An updated Input-Output model for 1999, based on the updated Social Accounting Matrix, is being prepared. As soon as this model is ready, Harivelo Rajemison will travel to Ithaca (expected mid-March) and work on simulation exercises with Dr. Steven Younger. The study is expected to be finalized by the middle of the year.

S6: *Policy impacts on poverty.* In January, Yazid Dissou will come to Antananarivo to work with Malagasy collaborators on updating the Madagascar CGE model for Madagascar (MAD-CGE) (week of January 22-27<sup>th</sup>). Paul Dorosh and Steve Haggblade will come in September to start up the collaborative work of IFPRI and INSTAT and to identify major policy issues. A pre-study workshop will be held during their visit and extra key collaborators will be identified given that one collaborator, Josee Randriamamonjy, left to pursue studies in the US while Tiaray Razafimanantsoa, the other collaborator, might potentially also leave by the end of the year.

## 1.2. Agriculture and poverty

S7: *Poverty and access to land.* Analysis is under way and is planned to be finished by the middle of the year. This study will be a comprehensive study based on different datasets and methodologies. The analysis based on the EPM data will be complemented with results of the FOFIFA surveys that were organized in 2000. Working papers on specific topics will be prepared and distributed along the way. We expect to answer questions related to links between poverty and agricultural land, constraints in the functioning of land markets, and the effect of land markets on productivity and equity. We will also analyze impacts of land titling on productivity and land values. One part of the study will deal with a literature review of the sociological and anthropological aspects (gender, ethnic, and caste issues) of land access in Madagascar.

S8: *Agricultural productivity.* A pre-study workshop (W8) is planned during the joint visit of Chris Barrett and Marcel Fafchamps in March. Three activities are planned in 2001:

- a. First results on a detailed agricultural productivity study (in Fianarantsoa, Vakinankaratra, Marovoay, and Lac Alotroa) by Jean-Claude Randrianarisoa (FOFIFA - Michigan State University) and Eliane Ralison (FOFIFA) are planned to be available in April.
- b. We plan to collaborate in a study on the determinants of adoption of SRI (Système de Riz Intensive) – with Dr. Eric Fernandes (Cornell University), CIIFAD and LDI. This technique, which shows high promise for increased rice productivity – with average yields around 10 tons/ha –, has been propagated by the national extension agents but has shown limited adoption success. Economic insights in the reasons for the low adoption and high disadoption rates might help in the design of appropriate policies for improvement.
- c. Marcel Fafchamps and Chris Barrett will come to Madagascar in March to start up agricultural market studies as well to help in the design of the commune survey (see annex C). The market survey will help determine the effect of mal-functioning output markets as a constraint to increased agricultural productivity (This effort is partly paid for by Pew funds of Cornell University).

S9: *Link poverty, environmental degradation, and agricultural productivity.*

- a. In 2001, we plan to spend significant time in the conceptualization and preparation of the national EPM4 (Enquête Permanente auprès des Ménages) and a commune survey. These data will be important for answers to research questions under S8 and S9 as INSTAT agreed that both surveys would have an important agricultural and environmental module. While we had initially planned to organize our own panel

household survey (panel data of the IFPRI households), we believe that replacing our planned survey with support to ongoing initiatives will lead to more sustainability in data collection as well as analysis.

b. It was decided to link up with the USAID funded PAGE (Projet d'Appui à la Gestion de l'Environnement) activities which complement the activities under the Ilo program under this theme (For planned activities, see section 2.2). The same reasoning holds for the BASIS CRSP program (see section 2.4).

c. Under the lead of colleagues at the World Bank (Dr. Berk Ozler), INSTAT-DSM, INSTAT-DDSS, and Cornell will collaborate in the development of a poverty map for Madagascar based on poverty regressions of the EPM data and the census data of 1993. Such a poverty map could be a powerful objective instrument for the government for the allocation of public funds towards poverty reducing interventions.

### **1.3. Urban labor markets**

S10/S11: A pre-study workshop will be organized during the visit of Peter Glick on urban labor markets to identify the important research issues. He will then discuss with co-researchers from INSTAT on the plan of the research. The work will take up much of the remainder of the year and produce the planned outputs under this theme, i.e. S10: Changes in urban labor markets 1993-1999 and S11: Evolution of wage levels and changes in wage structure.

### **1.4. Demand driven analysis**

S12: A water situation and valuation study is being done in the Fianarantsoa region in collaboration with PACT and PAGE. Results are expected in the first half of the year. We believe that this study deals with an important policy issue given potential need for conservation efforts in the area and the impact of changes in the "Code de l'Eau" at the national level.

## **2. Contextual developments and linkages with other programs**

### **2.1. Poverty Reduction Strategy Paper (PRSP)**

a. Collaboration with the research group of the World Bank and with INSTAT will continue in preparation of the Poverty Reduction Strategy Paper. Joint analytical papers with INSTAT and the World Bank will be widely disseminated and discussed. Joint papers include the studies on poverty dynamics, access to land, and economic mobility. We will also put significant time in the design and implementation of the survey instrument of EPM4. This survey instrument will be the tool for poverty monitoring under the PRSP initiative over the next decade. Given our experience with the different problems with national Malagasy datasets and given the increasing availability of best practices with respect to survey design and implementation worldwide, we will work closely with INSTAT and the World Bank on the improvement in the design as well as the implementation of this instrument.

b. Different activities are planned, in collaboration with PACT, to strengthen civil society's participation in the Poverty Reduction Strategy Paper (PRSP) – see section of PACT and public dialogue. Most of these activities are focused in the Fianarantsoa and Mahajanga areas. Results of our research (reports and policy briefs) will be made available regionally and discussed in regional "Point INSTAT d'Information". We will help PACT in the preparation of information packages to prepare civil society for a more informed participation in the debate on the PRSP. Cornell will also take responsibility for translation in Malagasy and availability of a sufficient number of copies of the PRSP document.

**c. Dial/Ird, RESAL, and Madio will organize an international seminar on "La pauvreté à Madagascar : Etat des lieux, les politiques de réduction et leur mise en oeuvre" on February 5<sup>th</sup> –7<sup>th</sup>. Cornell University, in collaboration with INSTAT and FOFIFA, will present the results of four of their previous studies in this workshop. The purpose of the workshop is to bring together all the existing knowledge on poverty in Madagascar, based on a variety of datasets (EPM, Observatoires Ruraux, Enquête 1-2-3).**

## **2.2. Page/Ilo environmental studies.**

The first results of the Page/Ilo environmental economics studies will be available in the beginning of March. Different round tables will be organized to present these studies. The Ilo program will work closely with Page and the Malagasy institutions (ONE, CFSIGE, University of Antananarivo) on dissemination of the results to ensure impact of policy findings into environmental policy making. The Ilo program will also work with local analysts and Dr. Bruce Larson (University of Connecticut) to synthesize the results of the environmental economics studies and make results available to be used for training and build-up of analytical capacity in environmental economics in Madagascar.

## **2.3. Activities university of Antananarivo.**

It is anticipated that we will collaborate and that a small subgrant will be given towards the study "Pauvreté et sortie de la pauvreté à Madagascar" by the University of Antananarivo. A multidisciplinary group (sociologists, economists, anthropologists) will organize, in collaboration with FADES (Fonds d'Appui au Développement de l'Enseignement Supérieur) and with help of local University students, surveys on different aspects on poverty in areas in and around Antananarivo.

## **2.4. BASIS CRSP program**

It is expected that a group with Chris Barrett as lead researcher obtains funding for a project on "rural markets, natural capital and dynamic poverty traps in East Africa" (financed by USAID through its BASIS CRSP program (Broadening Access and Strengthening Input Market Systems – Collaborative Research Support Program; funding for a planning year has been approved)) starting in September 2001. We will collaborate with this project given the complementarity with our S9 theme. In this project, a bio-economic model will be developed incorporating environmental, economic, agronomic, and policy factors. The project will be done in collaboration with the socio-economic

unit, the livestock unit and the agronomic unit within FOFIFA and the agronomic department at the University of Antananarivo.

### **3. Training and capacity building**

Cornell conducts all analytical studies jointly with local partners, INSTAT and FOFIFA, and in some cases including other interested individuals or institutions as well. Each study involves an initial informal training session involving the key collaborators from each institution. In addition to this on-the-job training, several topics of importance and broad interest enough merit broader formal training workshops. In the year 2001, we anticipate to organize four such formal trainings.

#### **3.1 Training 1. 1999 MADCGE Model.**

In January, Dr. Yazid Dissou will return to Antananarivo to work with Malagasy colleagues on updating the Madagascar CGE model. As in prior visits, he will conduct a 1-week applied workshop presenting the model and applying it to issues of current importance. We anticipate that this workshop will use the updated CGE model to focus on distributional consequences of rising world oil prices and on the impact of increased agricultural production. A synthesis report will be distributed afterwards.

#### **3.2. Training 2. Statistical and economic analysis and diffusion for regional INSTAT directors.**

A training of 6 days will be held in the beginning of the year to train regional directors in the use of STATA and in the analysis of INSTAT datasets such as EPM, price data, etc. At the same time, they – as well as collaborators in the DRID-INSTAT - will be trained in dissemination techniques (in collaboration with PACT).

#### **3.3. Training 3. Economics course – University of Antananarivo.**

Bart Minten will participate in a course in applied economics in the economics department at the University of Antananarivo. This course is organized together with the resident economist of the World Bank and IMF. The course will run over the whole academic year starting October 2000 until May 2001 and deals with the economics of public and social policies and national accounting.

#### **3.4 Training 4. Geographical Information Systems (GIS).**

A GIS course, using the software ARCVIEW, will be organized at the end of the year for INSTAT and FOFIFA collaborators. This will prepare researchers for analysis related to poverty mapping and spatial linkages between poverty, agricultural productivity, and environmental degradation.

## **4. Dissemination and dialogue**

In 2000, we started to link analytical work with ongoing public dissemination and dialogue, spearheaded by Pact and partners. We will continue this effort in 2001.

### **4.1. INSTAT distribution system.**

Further improvement in outreach of research results of studies done in collaboration with INSTAT is envisioned through our work with the DRID department within INSTAT. This will be done in several ways:

- a. Reports and policy briefs will be prepared and they will be presented in national public fora (INSTAT point d'Information).
- b. Regional activities. INSTAT Point d'Information will be held regularly in Majunga and Fianarantsoa. Journées Africaines de la Statistique will be organized in each Faritany. This would create an opportunity to develop regional datasets and to make people aware in the regions of availability of data and analyses. Extra human resources will be hired in Fianarantsoa and in Mahajanga to improve outreach of research results and to better respond to regional demand for analysis.
- c. Sales policies will be put into place to allow wider distribution of the INSTAT/Cornell publications (f.ex. in local bookstores).

### **4.2. FOFIFA dissemination.**

A working paper series will be started at the socio-economic unit of FOFIFA (DRD). This will allow research findings to be available in an early stage. It is anticipated that around ten studies would be published in this series in 2001. We will work in close collaboration with the communication unit of FOFIFA on the start-up of this series as well as on alternative ways to broaden outreach.

### **4.3. Pre-study workshops.**

Intended to benefit the lead researchers and help them identify key concerns and issues before the research begins, these workshops will include participation from interested and affected parties in the private sector, civil society and government. Five pre-study workshops are expected to be held in the year 2001: 1. Access to health and education services (W4); 2. Urban labor markets (W10/11); 3. Poverty dynamics in Fianarantsoa (W2); 4. CGE modeling of policy impacts on poverty and growth (W6); 5. Agricultural productivity (W8).

### **4.4. Dissemination of research output.**

Six studies are planned to be finalized and presented in public fora this year. They are specified in 5.1 and in Table 1. The results of our research will be presented and discussed at different occasions such as the Madio workshop on poverty, INSTAT Point d'information, enhanced outreach activities in Fianarantsoa and Mahajanga, tables rondes, etc.

#### 4.5. Demand-driven studies.

Results of the first demand driven study on water valuation are expected to be available in the first part of the year. The GRPE (Goupe de Reflexion sur les Politiques Economiques) had their first meeting and will suggest topics for studies and "questions of public interest (QIP)". The implementation calendar for these studies will be decided by the Comité Technique of the GRPE (which includes representatives of INSTAT, Cornell University and PACT) in February 2001.

### 5. Monitoring results

5.1. As monitoring indicator, we proposed in the Ilo proposal "Number of quality economic studies disseminated and discussed in public fora." Table 1 indicates the performance table over the life of the project. In 2001, we anticipate to finish, present, and disseminate the results of six studies: 1. poverty dynamics; 2. poverty dynamics in Fianarantsoa; 3. access to health and education; 4. Incidence of taxes; 5. poverty and access to land; 6. environmental economics studies.

**Performance Data Table 1**

<b>UNIT OF MEASURE:</b> Number of quality economic studies disseminated and discussed in public fora per year*	<b>Year</b>	<b>Planned</b>	<b>Actual</b>
<b>INDICATOR/DESCRIPTION:</b> Presentations made in public fora, i.e. accessible to a broad audience and announced in the media; broad dissemination of written reports and policy briefs.	2000 (B)	2	2
<b>COMMENTS:</b>	2001	6	
1. The first requisite of informed policy making is that accurate information and sound analysis of complex economic issues be available to government and other concerned groups. The capacity to analyze data and supply information to address policy issues – and especially the capacity to quickly and effectively address specific topics as they arise in policy discussion – is essential to debating and formulating good policy. Careful analysis focused on forward-looking issues can play a major role in influencing thinking, debate and the overall economic policy agenda.	2002	7	
2. Policy choices and the impacts of policy implementation are often complex. Many times they can be understood only in the context of a broad spectrum of relevant information, most of which is not available to the public in accessible formats. Circulating more pertinent information on specific issues, including information produced by ministries, donors, and projects, to various groups in public fora and through the media is essential to properly frame issues and involve citizens and groups in decision making			
3. As the first year of the project will focus on preparation of good data for quality economic analysis, the indicator is set at 2 in the baseline year 2000. We expect this to grow to 6 and 7 in 2001 and 2002 respectively.			

5.2. In addition, we proposed in our proposal adding a second results indicator: "Number of requests for follow-up or related analysis by civil society or government." One demand driven study in the year 2000 was identified. Through activities of GRPE, we expect to identify and finish one demand driven study this year and to identify a third study for execution by the end of the year.

**Performance Data Table 2**

UNIT OF MEASURE: Number of requests for follow-up or related analysis by civil society or government	Year	Planned	Actual
<b>INDICATOR/DESCRIPTION:</b> The requests from civil society, stakeholders or decisionmakers through client-focused targeted discussion workshops and trough suggestions of the Economic Research Policy Group and the National Issues Network	2000 (B)	1	1
<b>COMMENTS:</b>	2001	1	
1. The Cornell/INSTAT/FOFIFA analytical team collaborates with Pact in sponsoring client-focused targeted discussion workshops. These workshops will allow for issues identification at all levels of society and may include representatives form farmers groups, neighborhood water supply users groups, parent-teacher associations, industry groups, national assembly committees, informed technicians in government, and other interest groups.	2002	2	
2. Specific targets or opportunities for research are regularly discussed by the Economic Policy Research Group. This think-thank brings together institutions and groups with a vested interest in sound economic policy and in the use of objective information in policy making. Through this group researchers have the opportunity to discuss key economic issues with high-level officials enriching the agenda-setting process for research and generating a wider understanding of the political, legal, and administrative environment for policy making.			
3. Resources have been reserved for four major demand-driven analyses, 1 in the baseline year 2000 and in 2001, and 2 in 2002.			

## Annex A: Overview and timing of activities in economic analysis

**Table 1 -- Economic Analysis Implementation Plan  
Calendar 2001 - draft**

Activity (Cornell task leader)	Cove rage	Tentative Timing, by Month											
		J	F	M	A	M	J	J	A	S	O	N	D
<b>I. Economic Analysis</b>													
<b>A. Economic studies</b>													
<b>Poverty dynamics: trends and causality</b>													
S1. Poverty dynamics (DS)	Natio nal	b	cd	de	de								
S2. Poverty dynamics in Fianarantsoa (DS)	Fiana r	b	W 2,b	c	cd	e							
S3. Economic mobility (DS)	National					b	b	b	bc	de	e		
S4. Trends in access in public services (PG)	Natio nal	W	b	b	bc	d	e						
S5. Trends in fiscal incidence (SY)	Natio nal	b	b	b	b	c	d	e					
S6. Policy impacts on poverty (PD) 1999 CGE model (YD)	Natio nal	Tr	4										
Modeling of Policy impacts (PD)	National								W 6	b	b	b	
<b>Agriculture and Poverty</b>													
S7. Access to land and land tenure and the poor (BM)	Natio nal	b	b	b	b	b	b	c	d	e	e		
S8. Agricultural productivity (BM)				W 8									
Agricultural production function analysis	FMA	b	b	b	b	cd							
Rural agricultural markets, a constraint for productivity	FMA	P	P	D	D	D	a	a	a	b	b	b	b
Economic analysis 'Systeme de Riz Intensive' (SRI)	?	P	D	D	D	D	D	a	a	a	b	b	b
S9. Spatial determinants of rural poverty, ag. prod., and environment (BM) EPM4 and commune survey	Natio nal	P	P	P	P	P	P	D	D	D	D	a	a
Page/llo environmental studies (soil erosion, soil improvement)	Local	b	b	b	b	b	b	cd	d	d			
<b>Urban labor markets</b>													
S10. Changes in urban labor markets (PG)	National					W 10/ 11	b	b	c	d	e		
S11. Evolution of wages and wage differentials (PG)	National					W10/11			b	b	b	c	
<b>Demand driven studies</b>													
S12. Water demand (BM)	Fiana r	b	b	b	b	cd	e						
S13. - S14. Demand-driven studies (to be decided after GRPE meetings)	?												
<b>B. Training</b>													
Tr-4. 1999 Competitive General Equilibrium model MADCGE99 (YD)		X											
Tr-5. Applied economics course Universite		X	X	X	X	X							

d'Antananarivo (BM)  
 Tr-6. Training regional directors INSTAT - dissemination & stat. Analysis X  
 Tr-7. GIS (Geographical Information Systems) training X

**II. Dissemination, Dialogue and Demand-Stimulation**

D1. Presentation/dissemination results studies	X		X	X	X		X		X
D2. Pre-study workshops with concerned interest groups	W	W	W		W		W		
	4	2	8		10/11		6		
D3. Preparation PRSP and civil society involvement	X	X	X	X	X	X			
D4. Journees Africaines de la Statistiques (INSTAT)		X	X						
D5. Groupe de reflexion sur les Politiques Ecoomique (GRPE)									
GRPE meeting to make suggestions for future analytical topics	X	X						X	X
INSTAT/Cornell select most feasible one and establish execution calendar		X	X						X X

**IV. Cornell staff present in Madagascar**

Steven Haggblade (SH)			X						X			
Paul Dorosh (PD)									X			
Bart Minten (BM)	X	X	X	X	X	X	X	X	X	X	X	X
David Stifel (DS)	X	X	X	X	X	X	X					
Yazid Dissou (YD)	X											
Peter Glick (PG)					X							
Chris Barrett (CB)			X							X		
Marcel Fafchamps (MF)			X				X					

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pre-study workshop to solicit input from interested and informed parties about key issues that need to be addressed by the research  
 T formal training on techniques necessary to the work  
 r  
 P Survey preparation  
 Data gathering  
  
 a data entry/cleaning of the data  
 b analysis  
 c report completed  
 d dissemination in Tana  
 e dissemination outside Tana

FMA=Fianar/Marovoay/Antsirabe

## **Annex B: Description of key analytical studies**

### ***Theme 1 – Poverty Dynamics: Trends and Causality***

**Objectives:** a) track changes in the level and depth of poverty, 1993-1999  
b) identify causes of changes

**Rationale:** Over the past six years, Madagascar has instituted major economic policy reforms, aimed at restarting growth and reducing poverty. In the period since 1993, natural hazards – including cyclones, drought and locusts – have buffeted Madagascar's poor at the same time that structural adjustment policies produced major man-made shocks – including a 300% depreciation of the FMG after its floating in 1994; inflation of 40% to 60% between 1994 and 1996; major trade liberalization in 1999; privatization of major public enterprises including airlines and oil, which portend changes in prices and employment; the increasing importance of the zones franchés and of tourism; and a drastic increase in tax effort, centering on a proposed doubling of tax rates from 7% of GDP in 1996 to a targeted 12% in 2000. At the same time, an anticipated recovery in world coffee and vanilla prices, the good rice harvest of 1997, and major new commitments to social spending on education and primary health care offer clear direct benefits to Madagascar's poor.

In this changing environment, Madagascar's economic priority number one remains poverty reduction. To evaluate progress on this front, Madagascar's National Institute of Statistics (INSTAT) has conducted a series of national household surveys, in 1993, 1997 and 1999, aimed at tracking changes in welfare of various regions and household groups over this period. The availability of three comparable household surveys provides an extraordinary opportunity to chart trends in poverty and also to link these changes with possible causal factors – both natural and man-made. This is facilitated in particular by the existence of panel data for 1997 and 1999 – that is, the same households were interviewed for these two surveys. Thus the INSTAT data offer prospects for evaluating welfare "before-and-after" many diverse economic shocks. By complementing this with a series of "with-without" analyses made possible by economic modeling and policy simulation, we hope to identify key trends and isolate key causal factors driving the changes.

#### **Policy Issues:**

- a) what have been the impacts on vulnerable groups of the major structural adjustments since 1993 (floating of the FMG, falling tariffs, doubling of tax incidence, privatization of SOLIMA and other parastatals; liberalized investment climate and growth of the zone franche and tourism)
- b) how have reforms in social services (education and health) affected the poor?
- c) what drives economic mobility, both upwards and downwards?

**Data:** EPM 1993, 1997, 1999

## Outputs:

1. Poverty Dynamics (Stifel)
  - a. Trends in poverty and inequality (prevalence and depth)
    - 1) Nationally and by region (rural/urban)
    - 2) By key household groups (small farmers; urban poor)
    - 3) Decomposition of sources of change: growth vs. redistribution
  - b. Trends in physical measures of welfare (anthropometry)
  - c. Causal inferences
    - 1) Trends in assets: land, human capital (labor supply and quality), others
      - changes in quantity
      - changes in quality
    - 2) Policy changes
    - 3) Natural shocks
2. Poverty Dynamics in Fianarantsoa Region (Stifel)
  - a. Trends in poverty and inequality
  - b. Trends in physical measures of welfare
  - c. Causal inferences
3. Economic mobility: panel data 1997-1999 (Stifel)
  - a. which households moved up, which down, which stayed the same (descriptive analysis and typology)
  - b. causes of upward and downward mobility (fixed effect regression models)
4. Trends in access to and incidence of public services (Glick)
  - a. Schooling
    - 1) Recent changes (1993-1999)
    - 2) Causes of change: macroeconomic factors
    - 3) Causes of change: regional, community, and household level factors (cross-section and panel data regressions)
  - b. Health care
    - 1) Recent changes (1993-1999)
    - 2) Causes of change: macroeconomic factors
    - 3) Causes of change: regional, community, and household factors (cross-section and panel data regressions)
5. Trends in fiscal incidence (Younger)
  - a. Changing consumption profiles
  - b. Changing tax rates
  - c. Changing incidence of indirect taxes
6. Policy impacts on poverty (Dorosh/Haggblade)
  - a. Major policy and external shocks 1993-1999
  - b. With-without comparisons (CGE model)

## **Theme 2 – Agricultural Productivity and Poverty**

**Objectives:** Identify key constraints to increasing agricultural productivity, market functioning, and environmental degradation and the linkages to poverty.

**Rationale:** Ninety percent of Madagascar's poor work in agriculture. Therefore, increasing agricultural productivity will be key to raising their incomes as well as preserving the natural resource base. For all poor, even the 10% living in urban areas, rice, cassava and other basic foods account for three quarter of total expenditures. So agricultural productivity, the key determinant of food prices, will also largely determine cost of living and hence real incomes of all of Madagascar's poor. Increases in agricultural productivity provide by far the most powerful instrument available for combating poverty in Madagascar. It represents the sole intervention that simultaneously attacks poverty from both sides – by both raising incomes and lowering costs of living.

To satisfy continued growth in food demand without further degrading already low fertility soils or extensifying onto fragile margins, Malagasy farmers must pursue sustainable agricultural intensification. This requires adequate use of capital (broadly defined as use of inorganic fertilizer, organic matter, and land improvements including water control, erosion prevention, and fertility maintenance) to maintain soil fertility and conserve the land while meeting productivity goals. Current practices of Malagasy farmers are unsustainable: they involve short-term intensification through mining their soils and degrading the resource base or extensifying onto marginal areas because they can not meet needs on existing cropland. These practices are often due to inappropriate policies that reduce farmers' incentives and capacity to pursue sustainable intensification, in particular to economic liberalization measures that removed public support for farming, thus increasing input prices and market risk, without concomitant public investments in institutional or physical infrastructure to induce profitable sustainable intensification by smallholders.

**Policy Issues:** a) which instruments for improving agricultural productivity most directly affect the poor as producers (land tenure and access to land, extension, infrastructure, credit, irrigation investments, animal traction, improved seeds)

b) what is the link between poverty, extensification of agriculture, deforestation, soil erosion, and declining nutrient balances?

**Data:** EPM '93, EPM '97, EPM '99, IFPRI/FOFIFA, PNVA, GIS data

### **Outputs:**

#### 1. Access to land and land tenure of the poor (Minten)

##### a. Land ownership (static profile, evolution over time)

1) Size distribution of holdings (irrigated, tenancy), landlessness (rich vs. poor)

2) Sources (inheritance, purchase)

3) Sales and purchases of land

##### b. Cultivated land (static profile, evolution over time)

1) Sources of land cultivated (own land, rental, sharecropping, community land)

2) Who rents land out? (renting out, sharecropping)

c. Fertility on different classes of land

d. Land versus other assets (livestock, housing, etc.)

2. Differential productivity of rich and poor farmers (Minten)

a. Crop mix by farm size and income group

b. Labor and land productivity differentials by farm size and income group

c. Technology adoption and modern input use by farm size and income group

d. Determinants of differentials in farm productivity such as irrigation, land tenure, water policies, modern input use, extension, infrastructure (roads, communication), farmer education, credit, etc. (production and profit function analysis – panel data to be collected)

3. Spatial aspects of rural poverty, agricultural productivity, and environmental degradation (Minten)

a. Spatial distribution of poverty (monetary income and anthropometry; mapping)

b. Spatial differences in agriculture (crop mix, technology, input use, input and output prices, market participation, commercial surplus, non-farm incomes, seasonal migration) and effects of distances to infrastructure such as roads, markets, banks, etc. (mapping and cross-sectional causal regression based on community data to be collected)

c. Link of poverty, agriculture and environmental degradation (merging of environmental degradation data (deforestation, soil erosion, and soil nutrient mining) and household/community surveys; mapping and causal linkages through cross-sectional regressions)

### **Theme 3 – Urban Labor Markets**

**Objectives:** a) track changes in urban labor markets (employment, wage rates, labor productivity) for different skill classes of labor and by gender  
b) identify the scale of the informal sector, its evolution and importance to the poor

**Rationale:** The urban labor market will be the nexus of major structural changes in the Malagasy economy, and its operation may either help or hinder these changes. Civil service retrenchment and privatization, for example, will primarily impact urban wages and employment, simply because the majority of public sector and state enterprise employment is urban. Similarly, the expansion of the export processing zone, a major plank of the government's effort to encourage private investment and expand the manufacturing base is urban based. Hence, the current policy environment – including a ten-year freeze on public sector hiring, widespread privatization of public enterprises, and the rapid growth of the export processing zone – combined with rapid expansion of the urban informal sector, suggest that major changes are under way in urban labor markets.

It is important to see how these policies, and general macroeconomic trends, are affecting employment, unemployment and earnings among the urban population, particularly among the urban poor. This will have potentially important implications for economic efficiency, inequality and poverty. For the urban poor especially, trends in employment and earnings in the informal sector are likely to be crucial determinants of changes in welfare, since this is the sector in which they are most likely to work. For women, who were found to fare particularly well (in terms of access and compensation) in the public sector in the 1993 EPM survey, trends in hiring and pay in the private formal sector will be the key to their ability to participate equally in the anticipated benefits of privatization

**Policy Issues:** a) informal sector: growth, productivity and taxation; do schooling and experience yield benefits in the informal sector?

b) child labor and schooling

c) minimum wage laws

d) gender differences in hiring and pay (especially in the private sector)

e) privatization: extent and implications for earnings and equity

f) returns to education and experience: are they rising or falling?

g) prospects for younger workers: are new labor force entrants at a disadvantage with respect to formal employment? With respect to earnings?

**Data:**

a) EPM 1993, 1997, 1999

b) Tana employment surveys, annual 1995 - 1999

c) Industrial surveys, annual 1994 - 1999

## Outputs:

### 1. Changes in urban labor markets, 1993 to 1999 (Glick)

#### a. Profile of labor force and employment evolution

- 1) Changes in labor force: growth and composition, by skill level, gender, age and experience, household income
- 2) Changes in patterns of employment: private vs public, formal vs informal sectors; and by industrial sectors, eg., manufacturing, services, etc.
- 3) Changes in real wages: by gender, skill level, age/cohort, and sector of employment
- 4) Changes in unemployment rates: by age, gender, and location
- 5) Child labor

#### b. Policy implications

### 2. Evolution of urban wage levels and changes in wage structure (Glick)

#### a. Changes in real wages and their determinants: role of

- 1) Macro-economic factors: economic growth, productivity change, price level changes, and changes in sectoral composition of labor force (cohort and panel data techniques)
- 2) Micro-factors: changes over time in average level of education and experience in labor force, and in the returns to these factors (earnings regression and decomposition techniques)

#### b. Changes in the wage structure: are earnings gaps narrowing or widening between:

- 1) Private and public sectors
- 2) Formal vs informal private sectors
- 3) Men and women

#### c. Policy implications

## **Annex C: Spatial analysis and the 'commune' survey**

The purpose of the community level surveys would be to establish the distribution of marginal returns to public goods and services, including environmental conditions, controlling for biophysical and historical conditions that vary across space. The policy questions that we would aim at answering is where different sorts of interventions are most likely to prove effective with respect to any of several different important dependent variables. Such dependent variables could include welfare indicators such as infant mortality, child malnutrition, disease incidence, or literacy rates, agricultural productivity indicators such as lowland rice yields, or fertilizer application rates, and environmental indicators such as soil quality, erosion rates, deforestation rates, or biodiversity indices. We would also want to be able to map activities and the provision of public goods and services across space. This would also involve mapping the spatial distribution of agricultural productivity (e.g., rice and maize yields, livestock productivity and density) and of natural resource conditions (e.g., soil quality, erosion, forest cover, etc.). But the core effort should be directed at questions of indicator targeting of particular goods and services by identifying the spatial distribution of returns to different services to infrastructure.

The core of this project will involve linking existing, georeferenced (i.e., GIS) databases on biophysical, economic, geographic and demographic variables and supplementing them with new data we collect at community level. Longitudinal data will be essential, both to be able to measure rate of change variables that are crucial to the environmental and agricultural indicators, in particular (e.g., rates of deforestation, top soil loss, yield growth/decline), and to provide initial conditions that can serve as instruments for otherwise endogenous variables (e.g., natural resource conditions today and agricultural productivity today are clearly simultaneously determined, so we'll want earlier conditions of each to try to explain conditions today robustly).

The community survey will be used to plug in holes in the pre-existing data coverage (i.e., variables that are unavailable in satisfactory quality, timing or spatial density). This will likely include information on markets, trader density, human capital (health, education, nutrition), social problems, recent shocks, private asset holdings (housing stock, businesses, livestock, banking assets), local public goods (roads, electricity, extension/vet/health/water/police services, piped water, schools, seed/tree nurseries), local private services, population structure (size, age, gender), project histories (what projects, when, with what success), village history (date of settlement, major events), risk exposure and management (recent shocks, means of mitigating/coping), and social variables (associational life, value/trust measures). We want retrospective data as much as possible on some of these variables. Of course, a significant added benefit would simply come from having data as GIS layers with which to produce insightful maps. But the research focus might best be directed toward the applied public economics question of how best to make use of scarce government and donor budgets to achieve particular agricultural/environmental/poverty alleviation objectives in rural Madagascar.

# *Ilo 2001 Implementation Plan*

## *Improved Public Information and Dialogue*

### **1. Period overview**

January marks the 11<sup>th</sup> month of project activity and the beginning of the second project year. This second year will be quite intense, as Cornell, Pact and partners transform the achievements of the first year into concrete and durable actions and solutions for the longer term. Here lies the challenge of this year. It will translate into a significantly faster pace as GIS technicians and economists join Faritany Technical Teams who in turn will deliver on specific support packages to regional entities; as two dozen CSOs and coalitions apply for grants and engage in advocacy actions; as grass-roots networks in health and rural development enable new issues to surface along with permanent information needs and knowledge development challenges; as communities move through complex regional issues in search of solutions; and as new forms of regional organizations such as the OPCI and CRD move toward institutionalization.

This is enough to fill any plate. The greatest achievement of 2000 has been to provide the Ilo project with a very wide array of opportunities and possibilities. Many doors are open at this time, and prospects to achieve significant impact are strong. Durable change lies in the combination of this array of complementary actions so that each reinforces the others – producing new regional dynamics. Doing so at a regional level – rather than at a local level – is not at all obvious. However, given the interest and commitment demonstrated by our national and regional partners in the last 10 months, we are confident that real change *will* come about.

Highlights of this year's plan include:

Durably reinforcing civil society and private sector understanding, and interest and engagement in the policies and programs developed under Madagascar's general policy of poverty reduction;

Operationalizing comprehensive information systems and knowledge development frameworks at the regional level;

Helping regional actors address critical regional issues related to water, deforestation, fisheries and others;

Insuring the healthy development and institutionalization of new forms of regional participation and organization, including the Fort-Dauphin CRD, the Fianarantsoa OPCI, regional GTDRs – as well as new forums of regional inter-sectoral cooperation through support to the Faritany Technical teams.

## 2. Expected Results for 2001

### 2.1. Result 4: Increased availability and use of focussed information on key policy issues

Result 4 has evolved in the first 10 months of project life to fully embrace the concept of knowledge development. The thinking behind Pact's proposal of introducing an Information Coach in each region, linking that Coach – and the community – to research and analysis engines and to a network of knowledge holders can be summed up under the term *knowledge development*.

Beyond access to information, knowledge encompasses the capacity of individuals, groups, communities, to derive meaning and understanding from available information. Information in the context of knowledge development leads to enlightened public opinion, more constructive participation, and increased impact on decision making. When applied to a community as a whole, including decision makers and public officials, knowledge also leads to better decisions.

In making information more readily available, Pact is working with its partners to develop a framework conducive to the development of regional knowledge. Knowledge, in this sense, is not limited to that which is contained in documents. It encompasses dialogue, debate, training and discussion as necessary vehicles for the development of knowledge and engagement. The Information Coach is thus a facilitator and networker, linking people together in the exchange of knowledge and information. The Coach lifts traditional boundaries between the « experts » and the « laymen », between local actors and expertise from the capital and abroad, and between sectors.

#### 2.1.1. Developing regional knowledge

In developing an enabling framework for regional knowledge development, Pact has successfully initiated the relationships and types of organization necessary to promote, facilitate and carry out this work. Regional information suppliers and seekers are grouped together under CEDII and EPI<sup>1</sup> to improve the flow of information across sectors, to capture fleeting « gray information<sup>2</sup> » to make information publicly available and to concretely link information with the aspirations and issues of the community. Faritany Technical Teams (CTFar), composed of high officials with cross-sectoral responsibilities – Interior, Plan, Decentralization and INSTAT – have begun to play an essential role in establishing a common data base to improve analysis and cross-sectoral decision making. This is a critical step leading to lifting the walls that exist between sectors and donors, enabling regions to have a greater impact on the programs that affect citizen's lives.

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<sup>1</sup> CEDII : Centre d'Échange, de Documentation et d'Information Inter-Institutionnel (Fianarantsoa). EPI : Espace pour la Promotion de l'Information (Mahajanga).

<sup>2</sup> Gray Information refers to non-official information stemming from studies, projects and program evaluations. This information is usually limited to few people and lost at the end of each project cycle. Thus regional actors are given the impression that they are always starting from « ground zero » since they do not have institutional memory, and each project is founded on its own analysis of a situation and often designed as though nothing had been done before. Making this information work for regions is essential in developing institutional memory and enabling actors to visualise a future – through knowledge of the past.

Pact and its partners have identified four key activities under knowledge development: Creating a universal regional reference, promoting information exchange, providing targeted information, and fostering exchange and dialogue. These four activities together can enable a region to develop its knowledge of itself, of its problems social, structural, institutional and political, and of its potential for development.

### **2.1.2. Creating a universal regional reference**

As described in Pact's proposal for Improved Public Information and Participation, regional have little or no information and little knowledge and competence to work with. This is complicated further by the national structure of public administration and of the administration of development. Limited availability of development funds and national public match funds has created a competitive environment in which ministries and donors jockey against each other for position. Moreover, the country's universal national nomenclature for statistical information has disappeared some years back. This often translates – from a regional perspective – into stovepipe projects and highly perishable information. Health data doesn't mix well with environmental data which doesn't mix with agricultural data. Recent experience seems to demonstrate that no one has time to align his data collection nomenclature with that of others.

Each CTFar will be equipped in the first quarter of 2001 with a Geographical Information System (GIS) unit and technician.<sup>3</sup> This will enable the Faritany (provincial administration) to play a concrete role in inter-sectoral information development through the introduction of a universal regional database. Faritany Technical Teams will provide regional inter-sectoral consultative committees and public administrations with precious spatial analysis based on data collected at the grass roots by these committees and administrations.

The spatial analyses will prove to be invaluable in generating dialogue on a more sound, more informed basis. Spatial analysis also greatly facilitates inter-sectoral analysis and dialogue. For example, spatial information on regional health statistics and administration can help strategic decision making at the level of the Development Intervention Fund (FID - local infrastructure financing). The accessible quality of spatial information also makes it a formidable tool for public education and mobilization. Regional knowledge developed by CTFar spatial analysis will quickly find its way to the public through CEDII and EPI information centers thanks to the work of the Information Coach and other CEDII/EPI staff and partner institutions.

Each CTFar will also supply economic analysis and on-demand studies to its regional customers, initiating a truly regional-driven analysis and research agenda on regional issues of concern. In partnership with INSTAT, an economist will be supplied to each CTFar in the first quarter of 2001.

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<sup>3</sup> In Fianarantsoa, the Regional Information Network (RIR), created by Pact under Miray (USAID SO3) funding will carry this out.

It is expected that by the end of 2001, each CTFar will have delivered on agreements with regional administrations, inter-sectoral consultative committees and Public Inter-Communal Cooperation Entities (OPCIs). The CTFar will also have captured essential data from ongoing projects whose knowledge base would otherwise be lost for the region. By year end the CTFar economist will have completed at least one study on a priority regional issue.

In Fianarantsoa, likely clients are the union of 14 communes that line the Fianarantsoa - Cote-Est (FCE) Railroad (FCE OPCI), the Haute Masiatra Working Group on Rural Development (GTDR), the Swiss SAHA project, the Multi-Local Planing Committee (CMP) of the Fianarantsoa Corridor. In Mahajanga, the CTFar has begun to assist the Boina GTDR in spatial information analysis. Possible clients for 2001 include the Fisheries sector and the private sector.

By year end, the CTFar will have a significant data base available to all regional actors that will serve as a flexible tool for sectoral and inter-sectoral analyses. Analyses produced will have been made available to the public and will be used by the Information Coach and regional partners – projects, public administrations and possibly regional colleges and universities – as educational tools for civil society organizations, the private sector, elected officials and possibly students.

Pact will continue to provide each CTFar with organizational development support through close mentoring. International training on new methods of analysis and regional planing will be provided in the second quarter of 2001. Pact's Information Systems Department (DSI) will continue to provide technical support and guidance to each CTFar and to RIR in the development of a regional information system, will provide training and mentoring for both GIS technicians and link them to existing information bases and networks.

INSTAT and Cornell will provide training and mentoring to the CTFar economist, linking him or her to national references, researchers and networks. It is expected that INSTAT and each CTFar will work together in promoting a universal statistical nomenclature. As USAID prepares to provide a GIS system for health districts in Fianarantsoa and pursues support to eco-regional planning, it is viewed by Pact as very opportune that efforts converge to establish common nomenclatures across USAID programs and that USAID help promote the adoption of common nomenclatures across donors and sectors.

Partners associated in this initiative are USAID's Miray program and InterCoopération suisse, which will share the cost of the SIG unit. InterCoopération will also contribute to regional information and analysis through its support of a Regional Rural Observatory (Observatoire Rural), run by the RIR. Potential partners also include USAID's Landscape Development Interventions (LDI) and Jereo Salama Isika (JSI) programs, which could contribute to the regional data base and bring support to the establishment of a universal nomenclature.

Resources from the Poverty Reduction Strategy Paper (PRSP) Initiative – provided by the Africa Regional Democracy Fund – will also be used to finance in part the regional SIG unit and economist of the CTFar, thus contributing to developing and maintaining a regional information and monitoring base that is essential to foster durable and constructive participation and decision making in poverty reduction policies and programs.

### **2.1.3. Promoting information exchange**

Until very recently, information in the regions was a « closely guarded secret ». Agricultural data was – according to local perceptions – the property of the Ministry of Agriculture and was not to be given out to the likes of INSTAT – let alone the public –, but rather reserved for the Ministry's own statistical unit – which was viewed to be in competition with INSTAT. This view is beginning to change.

Dozens of regional actors in Mahajanga and Fianarantsoa have been promoting another way of looking at things. They are the members of CEDII, EPI, the Regional Information Network (RIR) and the Faritany Technical Teams. So far they are succeeding in lowering, if not tearing down the walls.

In the first quarter of 2001, the Mahajanga CTFar will work with 14 regional administrations to improve their basic information management and link their information base with the common multi-actor and multi-sector catalogs of the EPI, run by Salohim-baovao, the Mahajanga association of information providers and seekers, initiated and backed by Pact under Ilo.

CTFar will continue to mobilize regional administrations on specific information needs such as those of the Working Groups on Rural Development (GTDR) and continue to be a facilitator for access to information and knowledge held by regional administrations. Concurrently, the EPI will develop regularly updated, publicly accessible catalogs on all regionally available information through the mobilization of its membership base, which includes most major regional projects.

Salohim-baovao is expected to make a grant request to Pact in the first quarter of 2001. Pact will finance the start-up and subsidize the operation of EPI in partnership with the Economic and Technical Information Center (CITE) and the Technical and Scientific Information and Documentation Center (CIDST), the country's leading national information providers. Salohim-baovao and EPI are registered associations and have elected a board of directors with support from Pact in 2000. We expect that the center will be operational in mid-2001.

In Fianarantsoa, CITE and CIDST have entered into a consortium to offer a management package to the CEDII. The management package will be worked into the CEDII's grant request to Pact, expected in the first quarter of 2001. The CEDII has been operational since early 2000 with the support of the city of Fianarantsoa. The management and grant package will enable the center to reach its full potential by mid-2001.

## 2.1.4. Providing targeted information

« Information more readily available » is information precisely targeted and regularly accessed. It is often composed of “gray information” that can begin to answer the multitude of questions arising from peasant associations, from health NGOs, from members of consultative committees. Too often, these questions are left unanswered. The questions arising from the field are the questions that *should* be answered – through information and dialogue – in order for the issues and problems that come in all sectors to be ironed out in a way that truly engages local and regional groups.

Development programs and public policy do not always lead to development. In sectors such as rural development, little or no progress has been recorded over the years. Providing information and dialogue in response to specific question and issues enables actores to get at the root of difficult, complex issues that include problems of mindsets, relationships, of institutions and of politics – where solutions are not readily apparent, and necessitate in-depth reflection and commitment by local and regional actors.

### 2.1.4.1. Providing targeted information: The Poverty Reduction Strategy Paper (PRSP) Initiative

Through the PRSP initiative, funded by the Africa Regional Democracy Fund, Pact is making headway into identifying the questions and getting the answers that matter to actors and organizations. Working on the rural development and environment, and health sectors, Pact is mobilizing existing USAID sponsored networks of civil society and private sector organizations around the questions and issues that matter to them.

Issues will be identified in national and regional-level workshops organized in collaboration with USAID-funded projects Landscape Development Initiatives (LDI), Jereo Salama Isika (JSI) and other partner networks such as InterCooperation's SAHA in Fianarantsoa and GTZ and UNDP in Mahajanga in January. For each issue identified in the workshops, Pact will produce tailored information packages that will begin to answer questions and deliver the essential elements needed to develop a larger understanding of the issue. Pact will also produce a package that will explain in clear terms the institutional and policy environment for poverty reduction.

Workshops will be held in Fianarantsoa (health, rural) and Mahajanga (rural) in late February on the issues raised by civil society and the private sector. Each workshop will also inform groups on the meaning and institutional mechanisms behind poverty reduction, preparing groups to participate fully and constructively in regional and national PRSP consultations. Workshops under the USAID PRSP initiative will be systematically held before the official consultative workshops organized by the Technical Adjustment Secretariat (STA).

This activity will act as a first electrical jolt into the nascent regional information system imagined by Pact and its partners. Strategic sources of gray information at the national level, solicited by Pact through the PRSP initiative, will make up a semi-formal network of information providers that will keep regional entities abreast of developments in identified areas of concern to local groups. Cite and Pact will work in tandem to initiate personal relationships between the information sources, made up of public and project officials, and Information Coaches in the field. Pact hopes that this mobilization can serve as the foundation for a permanent network of knowledge development.

The Information Coach, backed by Cite and Pact, will identify regional learning opportunities and organize on-demand seminars and training sessions for members of the network who wish to contribute to the development of knowledge in the regions, and get regional perspectives in return. Members of the network who are planning research activities, opening or closing projects or going on fact-finding missions in the field will have the option of spending a half-day or so to explain their work, give basic training, answer questions and hold discussions with concerned regional actors. All with a phone call to the Information Coach, who will organize everything and mobilize concerned groups for the event. Likewise, members of the network will also receive solicitations from the field, associated with issues of concern to regional groups.

Between events, network members will copy Cite on documents of particular interest in the fields of health and rural development, including new studies, government decrees, project papers and evaluations. Cite will keep the network mobilized and provide a link with each Information Coach, insuring that civil society and the private sector – as well as regional public officials! – are informed. Investments in the PRSP Initiative will thus contribute significantly to the overall objectives of the Ilo project. And in turn, the Ilo project will insure that mobilization around the PRSP process will continue to grow beyond the end of the consultative process and into the sticky issues of implementation and monitoring.

Beyond Fianarantsoa and Mahajanga, Pact will identify national and regional networks and organizations concerned by the PRSP process and provide all necessary documentation, including the information packages developed around health and rural development/environment, including the draft PRSP document in French and Malagasy. Pact will work with consortia such as Commode to identify concerned national-level CSOs and organize a national-level workshop on the policies and mechanics of debt reduction and poverty reduction and a general introduction to the determinants of poverty and the fight against poverty. Pact will bring financial support to national groups to allow greater participation in national-level fora by regional representatives. Pact will also bring support to groups with articulate positions to defend those positions in national-level fora.

Pact will provide capacity-building support in managing information, mobilization, and communication and advocacy activities to groups committed to specific issues. Well-organized groups may also benefit from a grant to promote the interests of specific constituencies in the public arena as well as through regional consultative bodies. It is expected that 6 to 10 grants will be awarded to local organizations from Africa Regional Democracy Fund resources during the course of the coming two years.

### **2.1.5. Fostering exchange and dialogue**

The ability of people and groups to gain knowledge and to access and use information to promote common interests requires a human connection. This is especially true when the general level of information literacy is relatively low. The human connection allows groups and individuals to interpret information in an enabling environment that guides reflection and confronts varying viewpoints. Knowledge is best acquired when information is exchanged across people holding diverse positions, against a backdrop of solid fact.

In 2001, the Information Coach will continue to develop the human connection to information and knowledge. The Coach will assist groups such as the Coalition on the Antaranbity Water Source in accessing targeted information through regional and national (CITE/CIDST) research engines. He will also provide an enabling framework to access knowledge holders and foster dialogue and exchange among national and regional actors with complementary viewpoints.

Topics of information and exchange for 2001 will include the Fianarantsoa water source issue, urban water management issues, transport issues, issues related to rural development and environment, health, land tenure, fisheries, and sexual tourism. For each of these themes and issues, and most probably many others, each Information Coach will have provided targeted information to between 10 and 12 concerned groups and facilitated between 6 and 8 information/dialogue sessions at the CEDII/EPI by year end. This includes sessions organized with national members of the previously mentioned knowledge network.

### **ME&R**

As stated in Ilo's ME&R plan under Result 4, "Information is more readily available in synthetic analytical formats (...)", information will be widely available for a minimum of 6 regional issues this year.

## **2.2. Result 5: Increased quantity and quality of civil society and press interventions in public dialogue**

### ***2.2.1. Intermediate result 1 : there is greater and more informed participation from civil society in public dialogue***

Pact has built a solid base of new and existing partners, including many new coalitions, in 2001. Support to most of these organizations was initiated in 2000. During the course of 2001, support will be provided to the following groups. This support includes organizational development, assistance in strategic planning, mentoring on the development of relations with decision-makers and on coalition building, and support in advocacy. **ME&R** : In reaction to the Ilo performance targets under Result 5, we expect 4 substantial interventions from civil society in regional and national debate in 2001.

### Mahajanga

Organization	Outlook for 2001	Grant (estimated)
Salohim-baovao	Launching of the EPI, activities to promote the circulation of information and increased use in decision making	\$22,500
Intermedias	Advocacy campaign on sexual tourism	\$3000
Ankoay Federation of 17 traditional fishing associations	Organizational development. Advocacy campaign on traditional fishing rights.	\$4000
Hery Miray	Advocacy campaign on land tenure	\$4500
CNOE	Organizational development. Education campaign on land tenure in coalition with Hery Miray	\$4000
CTFar	Development of support packages for consultative bodies and support to regional administrations in analysis Development of a regional inter-sectoral database and information sharing system	\$25,000
Total		\$63,000

### Fianarantsoa

Organization	Outlook for 2001	Grant (estimated)
ADIFCE	Mobilizing parties around the protection of the FCE railway, promoting the successful privatization of the railroad.	\$7200
Antaranbity Water Coalition	Community mobilization and advocacy around the issue of deforestation around the main Fianarantsoa water source	\$16,000
M MDF Transport Federation	Development of a durable framework for the management of public transport and improvement of service delivery to users	\$11,300
Amas Association of Independent Doctors	Perfecting the early warning system for health and pursuing health issue prioritization at the neighborhood level	\$4,000
CNOE/Safidy	Follow-up debates and sensitization on democracy issues identified during debates held in October 2000.	\$3,000
O PCI union of 14 communes	Fostering knowledge development and technical capacity among member communes	\$20,000
Tatao	Developing a local information gathering system for journalists	\$3,000
RIR	Development of a regional inter-sectoral database and information sharing system	\$15,000
CTFar	Development of support packages for consultative bodies and support to regional administrations in analysis	\$10,500
CEDII	Launch and operation of a regional inter-actor information Center	\$21,000
total		\$110,000

### Fort-Dauphin

Organization	Outlook for 2001	Grant (estimated)
City of Fort-Dauphin	Preparing for the zonal planning process of the Regional Development Plan by bringing the city and its citizens closer and adopting simple urban management tools.	\$5,000
Azafady	Mobilization around urban issues	\$10,000

### **2.2.1.1. Development of issues of public concern at the grass-roots level**

#### **New potential networks through LDI and JSI**

Grass-roots issue development, as conceived of in the Ilo proposal, is a programmatic commitment to move beyond urban centers and actors to reach issues that stem from communities in rural areas. Since the Ilo project is not geared for regular interventions covering a wide geographic scope, the original idea was that Pact would collaborate with existing networks – church, donor-funded projects and others – in order to do this. This activity design has the advantage of ushering collaboration between governance and sectoral programs, thus developing the inter-sectoral nature of governance programming concretely in the field.

Pact will initiate partnerships in January with networks that work with associations at the grass roots. This will be done as part of the PRSP Initiative in health and in rural development and environment. The networks will be mobilized as stated in the PRSP section of this report, above. Once the PRSP final paper is completed by the GOM, Pact and its partner networks in Fianarantsoa and Mahajanga will assess the situation, evaluating the involvement and capacity of the organizations that participated in the preparatory workshops, as well as assess the issues that were brought up by the participants. Discussions will follow on the opportunity of continued collaboration on education and advocacy support via partner networks.

By July, Pact and its partners will have drafted an agreement on continued collaboration in knowledge development for network partners, and possibly on a joint support to advocacy initiatives by certain groups. By the end of 2001, Pact and its partners will have produced results contained in the agreement. Pact views this activity as an important new experience in inter-sectoral application of governance principles.

#### **A syndicate of 14 communes around the FCE Railroad**

Pact collaboration with the LDI network will continue throughout 2001 on support to the union of 14 communes (OPCI) along the FCE railroad, created as a result of a LDI/Ilo partnership in 2000. Pact will manage a support program to the OPCI in partnership with LDI and the Coopération Française. Pact will provide organizational development directly to the OPCI and institutional development through support to the CTFar. Pact will also support knowledge development to member communes, in association with the RIR and the CTFar, enabling member communes to develop a vision of possible development alternatives for their region. The Coopération will provide guidance and training in the development of OPCI technical capacity and on the development of the OPCI technical services to member communes.

By the end of the first quarter of 2001, agreements will have been reached with all parties and a support program will be initiated. In February, Pact will provide support to the OPCI in framing its first meeting of member communes in Manakara. Pact will also work with the RIR in the first quarter to gather information from member communes for baseline analysis and spatial representation.

By the end of 2001, the OPCI will have adopted its internal regulatory mechanisms, will have adopted a 3 or 5 year institutional development plan; will have provided training for technicians from member communes, will dispose of a spatial reference on the economic, social and environmental realities of the region to be used in member communes, and will have developed programs and policies on the protection of the railroad and surrounding land.

### **Improvement of the legal and financial framework for CSOs**

Pact provided support to Commode in October in developing a global, national approach to the development of NGOs. The approach includes legal and fiscal aspects of an enabling environment for NGOs, as well as activities conducive to greater professionalism in the sector, including NGO capacity and ethics. The program is currently under review by the Africa Capacity Building Foundation (ACBF) and could receive up to \$1,5 million over three years in funding. Pact is expected to provide technical support to Commode in the institutional aspects of the program, as well as in communications and advocacy, and capacity building. We hope that funding will become available by mid-2000 and that activities will get underway soon thereafter.

Pact also provided organizational support to the Madagascar chapter of Transparency International. A three-day seminar is planned for January with the 5 members of the organization. The seminar will generate a strategic action plan for 2001. Pact will develop a support program to Transparency International based on this action plan in the first quarter.

#### ***2.2.2. Intermediate result 2 : Journalists are better skilled, are sensitized to and have the ability to deal with economic and legal issues***

Pact will launch a new program to develop news and information content in the regions of Fianarantsoa, Mahajanga and Fort-Dauphin in the first quarter. Pact plans to seek out partnerships with one or two leading radio stations that demonstrate the best skill and capacity to reinforce their information programming and content. Pact will provide assistance to these stations in developing a professional news service, improving their use of information and capacity for analysis.

By the end of the first quarter, Journalists in Fort-Dauphin will have received basic training. Formal agreements will have been passed with radio stations in Fianarantsoa and Mahajanga, and possibly with radio stations in Fort-Dauphin. In Fianarantsoa, this support will also be provided to the Tatao association of journalists and their local news information source.

In the second quarter, a work plan including training sessions, mentoring and other support will be completed with each partner media organization. Training is expected to begin at the end of the second quarter. By year-end, improvements will be observed in the news content of each partner station. Each station will be better linked to on-going

regional issues, and will be better equipped to deal with and report on economic and other issues.

### **2.3. Result 6: Improved dialogue between actors on key policy issues**

***2.3.1. Intermediate result 1: Economic and other issues are better grounded in the field, nationally and in the regions***

***2.3.2. Intermediate result 2: There is an increase in quality regional information and debate***

#### **2.3.2.1. The Faritany Technical Teams (CTFar) and INSTAT**

As described under Result 4, Faritany Technical Teams are operational in both regions and will play an increasing role this year in improving the framework for regional consultative dialogue and regional decision-making.

One important development of 2000 has been INSTAT's increasing interest in and understanding of the opportunity to build a role for INSTAT at the regional level. Cornell and Pact will discuss early in the new year the opportunity of concentrating efforts on the theme of rural development and the environment to make headway into policy making at the regional and national levels.

From an analytical perspective, rural development and related environmental factors have a most significant impact on the poor. Poverty is significantly worst in rural areas than in urban centers. This gap may widen in the years to come. And factors such as agricultural production and access to markets, just to name a few, have a significant bearing on the well being of a great majority of citizens.

Moreover, the Rural Development Action Plan (PADR) offers important opportunities to develop regional cross-sectoral information, analysis and dialogue – and link this dialogue to public investment and program decisions. The PADR is a multi-sectoral, multi-donor initiative to develop regional participation in the orientation of rural development priorities and programs. The 20 regional Working Groups on Rural Development (GTDR) that compose the PADR at the regional level are for the most part low on resources, information and analytical capacity. Yet each GTDR represents an opportunity for regional actors and their representatives to have say in how rural development will be oriented. At issue is the quality of analysis and regional representation and participation that will make up regional investment and program proposals to the central level.

While the Faritany Technical Teams, INSTAT and Pact will not limit support to a sole regional partner, Cornell and Pact feel that the rural development and environment sector should be a focal point in the development of INSTAT'S regional role as well as in increasing the impact of analysis on national policy. INSTAT concurred with this view in a January meeting. As a result, the first meeting of the ERPG, January 8, was oriented

toward this theme. ERPG members acknowledged the importance of the rural sector. The ERPG will select its first theme in February.

Linking the focus of the ERPG to rural development and associated environment issues will allow Pact, Cornell and INSTAT to concentrate resources so activities in the field and in the capital reinforce each other. Moreover, working within one theme – albeit wide-ranging – will increase the prospects for grounding national research agendas, policy and programs. It brings the ERPG and national INSTAT in closer alignment with the regional CTFar and regional issues.

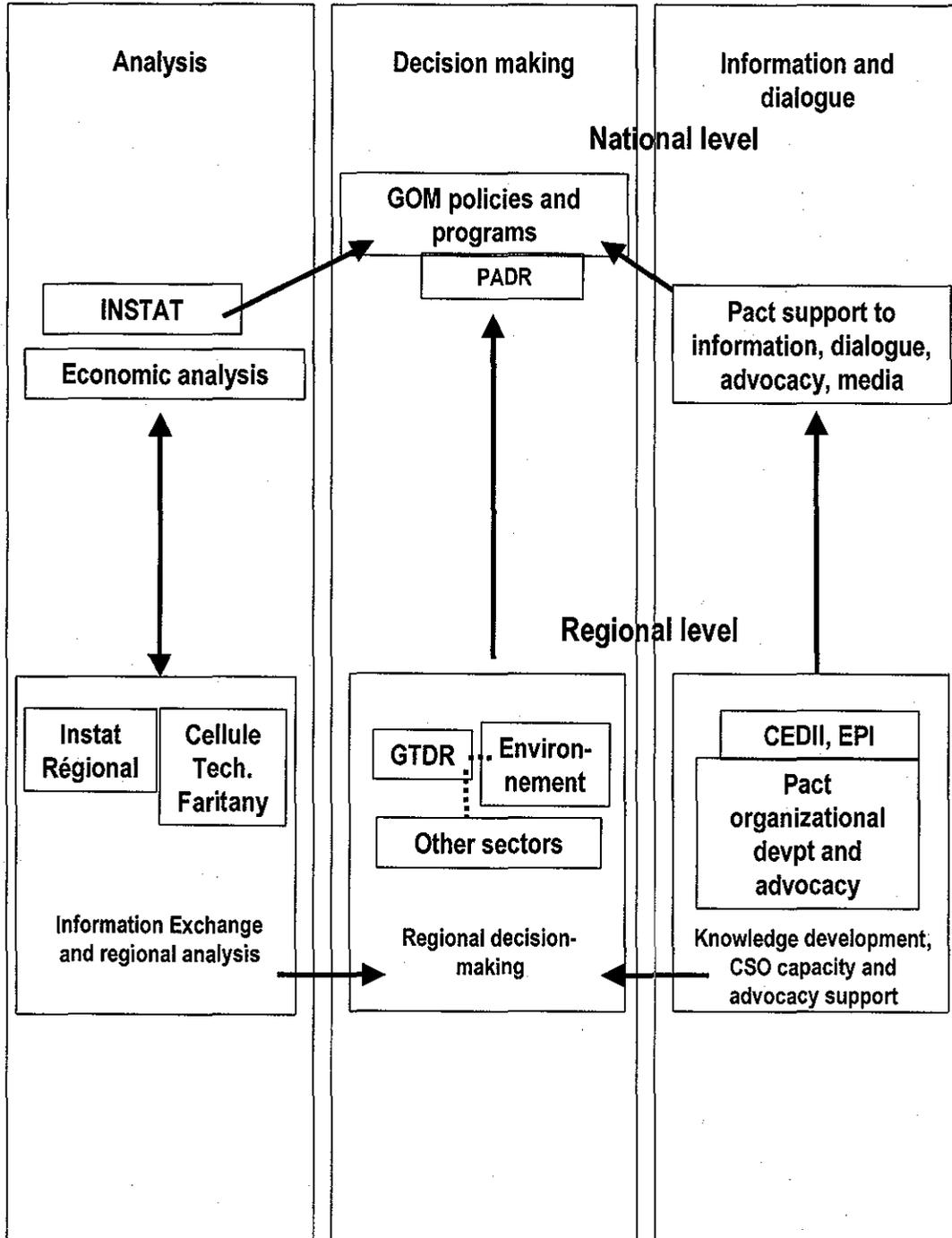
Practically, INSTAT will contribute within the CTFar to providing technical assistance to 2 or more GTDR in managing regional information, conducting inter-sectoral spatial analyses as well as economic analysis and studies. This framework is illustrated in diagram 1.

In parallel, Pact will develop agreements with PADR and 1 to 3 regional GTDRs to strengthen the representation of civil society and the private sector in the Working Group, and develop the knowledge base of each participating entity and its capacity to analyze problems, negotiate, and make constructive proposals. Pact will also propose to work with PADR on institutionalization models to insure the durability of what is being developed now, and GTDR relationships with local and regional institutions. International training on new regional analysis and planning methods will be organized in mid-2001, along with technical support in developing tools appropriate to the specific needs of each region.

Pact expects to reach agreement with the PADR by the end of the first quarter of 2001. By the end of the second quarter, Pact expects to have a working system of knowledge development and capacity building, in association with regional partners LDI, InterCoopération and others. By that time, a first evaluation of the functioning of the GTDR will have been carried out, and proposals for strengthening the process will have been produced and will have led to an action plan between Pact and each GTDR.

Diagram 1

*INSTAT - Cornell - Pact partnership framework*



### **2.3.2.2. The Fort-Dauphin Regional Development Committee (CRD)**

In 2001, Pact will assist the CRD, the Working Group on Rural Development (GTDR) and the Regional Environmental Committee (CRE) to develop solid frameworks for institutional cooperation with each other. Pact believes this is an essential step in solidifying the global framework for regional programming and planning.

Pact will also provide technical support to the GTDR in identifying and analyzing rural development issues. This work will be done in collaboration with and within the general framework of the CRD.

Discussions will be held with the Development Intervention Fund (FID) on the opportunity of using the CRD's representative mechanisms and spatial information to prioritize public infrastructure investments. Currently, the FID responds directly to requests from individual communes for specific infrastructure needs: dams, schools, basic health centers (CSBs). FID Investment decisions are not linked in any way with regional priorities or sectoral plans, i.e. health district plans for CSB development. Working with Pact within the framework of the CRD, FID could link investments decisions to a regional and sub-regional development logic and to poverty mapping information. A general agreement is expected by the end of the second quarter of 2001.

Pact will pursue technical support to developing inter-sectoral programming methodology at the level of the CRD's 8 planning zones. The Regional Development Plan (SRD) process is evolving in parallel with other, sectoral participatory exercises in different areas of the Anosy region. Without coherence between the sectoral processes and the global representative structure of the CRD, the Regional Development Plan may not mean much in reality. This will be done with USAID's Miray program on the Fanjahiry natural forest area. WWF and Pact/D&G - Pact/DSI will collaborate on a method to integrate Fanjahiry into the global development planning framework of the Anosy.

Pact's work at the zonal level will also contribute to reinforcing representation and participation in the SRD process. This will be done through better information and animation, carried out by the newly Pact-trained Communications Officer of the CRD, and through partner organizations and associated sectoral projects. The CRD is expected to complete the SRD in March or April of 2001.

Pact will also begin to investigate possible institutionalization scenarios for the CRD and for the SRD. This will be done in collaboration with the Urban Project of French Cooperation, drawing on their vast experience in regional decentralized public frameworks.

Pact will publish in the first quarter of 2001 its report on the CRD's organizational and institutional development. The report will serve as the basis for an evaluation of the Pact-CRD partnership so far. A global mentoring plan for 2001 will be developed in discussions between the CRD and Pact. We expect to continue with communications support. However, Pact finds that the availability of CRD leadership was insufficient to

carry out the organizational and institutional development needed in 2000. The issue will be addressed as part of the 2000 evaluation.

### **2.3.2.3. Linking regional realities to national policies and economic analysis**

Pact and Cornell hope that with increased regional capacity to produce economic analysis and manage information, ministries and projects can develop an interest in collaboration with the regional level in conducting research and analysis. INSTAT and Cornell have answered favorably to a first regionally identified study – on the economic impacts of the Antaranbiby water shortage. The study will be carried out in 2001.

Once the economist is in place within the CTFar, Cornell and Pact expect that collaboration will increase between national and regional levels at INSTAT. By mid-year, the CTFar is expected to have developed a regional analysis and studies program that responds to the needs of regional entities such as GTDR, OPCI and possibly others, with negotiated support from the national level at INSTAT.

From that point, Pact will encourage and assist in networking with national-level entities to develop exchange on regional issues and eventually, partnerships in conducting studies and analysis. One of the links that will be developed is the link between the CTFar and the ERPG. Pact expects that by year end new national partners will have developed links with each CTFar.

### ***2.3.3. Intermediate Result 3: Issues from the grass-roots percolate up to regional and national debate***

As described in the Ilo report for 2000, three major regional issues have surfaced between March and December. These are the Anranbiby Water Source, the Fianarantsoa - Côte-Est (FCE) Railroad and traditional fishing rights in Mahajanga.

#### **2.3.3.1. The Antaranbiby Water Source Issue**

In the first quarter of 2001, Pact will assist the water coalition in finalizing and implementing a wide-ranging advocacy campaign to reverse the trend in Antaranbiby and institute a durable management of the resources. The campaign will likely include field actions amongst local populations, support to rural 5 communes, collaboration with Swiss InterCoopération's forest management project and with the Water and Forests Ministry (MEF). Pact hopes the CTFar can play a role in mobilizing regional public administrations around the issue.

Pact expects that the coalition will have launched an integrated plan by the end of the first quarter, with a mentoring and support plan. Financial support will be channeled through a grant from Pact.

### **2.3.3.2. The Fianarantsoa - Côte-Est (FCE) Railroad**

LDI and Pact will pursue their collaboration on the development of suitable institutional formulas for the preservation of the FCE Railroad and the development of the economic potential of the region, which is expected to benefit from significantly improved rail service in the years to come.

Pact will adopt a capacity building and mentoring plan for the Association of Interest Holders in the Fianarantsoa – Côte-Est Railroad (ADIFCE). This will enable the ADIFCE to pursue actions conducive to the successful rehabilitation and privatization of the Railroad, and to the protection of its perimeter.

As described above, under Result 5, Pact and partners will also provide organizational development support to the OPCI in adopting strategic orientations, internal regulations and a management system. The CTFar will provide technical support on institutional and legal aspects. In partnership with the CTFar and the RIR, Pact will put together and execute a knowledge development and information sharing program for OPCI members, allowing council members and executive staff to strengthen their knowledge of the region and of the institutional and economic framework in which they operate. The Urban Project will provide technical assistance to the OPCI in strengthening the technical capacity of OPCI staff and that of member communes. Initiatives such as reinforcing communal capacity to levy property and other taxes and improve services may be introduced.

### **2.3.3.3. Traditional fishing rights in Mahajanga**

In the first quarter of 2001, Pact will assist the ANKOY union of fishing associations in developing a global advocacy strategy to promote their rights in the ongoing programs and dynamics of the fisheries sector in Mahajanga. Pact expects that this support will lead to a mentoring plan and to concrete advocacy actions in the second quarter.

### **2.3.3.4. Other issues**

Significant local issues will also be treated in the coming two years, including the issue of land tenure and sexual tourism in Mahajanga, and transport issues and the issue of water distribution in Fianarantsoa. The land tenure issue at a regional level in Fianarantsoa may also mature in 2001 and be treated in the coming two years. For each of these issues Pact will help CSO partners develop a strategic advocacy approach, develop a support and mentoring plan and provide grant support. Strategic plans are expected to be complete by the end of the first quarter. Grant making and concrete actions on some of these issues are expected to begin in the second quarter of 2001.

#### **2.3.4. Intermediate Result 4: Objective, Quality Information has greater relative weight in decision making**

In the first quarter of 2001, Pact will assist the Dissemination Department (DRID) in elaborating a strategic plan for the development of the dissemination function within INSTAT. The plan will lead to capacity building activities for DRID personnel. We envisage providing international training for 3 DRID members to the United States on communications techniques for researchers. This training, provided by the Health and Population Bureau (HPB), is precisely tailored to the DRID's needs. It covers all aspects of linking research results and policy making. A National training and a mentoring plan will complement the HPB training.

Pact will continue to provide technical support to the DRID in preparing pre-study workshops and in dissemination activities for each of the Cornell sponsored studies. The workshops and dissemination activities are described in the Cornell work plan for 2001.

The Economic Research and Policy Group (ERPG) is expected to meet on February 15 to select three priority themes for further research and civil society mobilization. The technical secretariat of the ERPG will select shortly thereafter a single issue. Cornell and Pact expect to begin actions on the theme in the second quarter.

#### **ME&R**

##### **Result 6, Intermediate Results 1, 3 and 4**

The ME&R performance target for 2001, "2 issues for which regional input was included in issue papers to be debated nationally" should be changed to 1 issue. Pact expected to reach a performance of 2 issues in the second year after the creation of the ERPG. Expected performance in the first year of the ERPG's creation was 1 issue. Since the ERPG was not created until January 2001, performance expectations for this year will be set for 1 issue. Likewise, the target of "2 national-level issues for which Issue Papers and issue marketing campaigns were used" should be revised from "2" to "1".

##### **Result 6, Intermediate Result 2**

Under the "increase in quality regional information and debate" intermediate result, Pact expects to meet or surpass expected performance for 2001, "6 regional fora in which issues were debated publicly.

##### **Result 6, Intermediate Result 3**

Under the intermediate result "Issues from the grass roots percolate up to regional and national debate", Pact expects 2 issues from the grass roots to be included in regional or national debate in 2001, as initially envisaged in the Ilo proposal.