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ACRONYMS

AGERAS	Appui à la Gestion Régionalisée et à l'Approche Spatiale
AJM	Association des Journalistes de Majunga
ASF	Actions Sans Frontières
CEDI	Centre d'Echange et de Documentation Inter-institutionnel
CFSIGE	Centre de Formation en Système d'Information Géographique et Environnemental
CITE	Centre d'Information Technique et Economique
CMP	Comité Multi-local de Planification
CRD	Comité Régional de Développement
DRV/F3CM	Comité de Concertation et de Coordination des Associations et ONG/Femmes de Madagascar
DSI	Département des Systèmes d'Information
EDDI	Education for Development and Democracy
ERPG	Economic Research and Policy Group
FASP	Fonds d'Appui du Secteur Privé
FMMF	Association des Médecins libres de Fianarantsoa
IDPA	Information et Dialogue Publics Améliorés
INSTAT	Institut National de la Statistiques
IREDEC	Institut de Recherche et d'Application des Méthodes de Développement Communautaire
IRY	Institution - Relais - Information
JSI	John Snow Incorporated
LDI	Landscape Development Initiative
M MDF	Association des Transporteurs de Fianarantsoa
OBNL	Organisation à but Non Lucratif
PAGDI	Programme d'Appui à la Gestion Décentralisée des Infrastructures
PAGE	Programme d'Appui à la Gestion Environnementale
PAGU	Programme d'Appui à la Gestion Urbaine
PATESP	Projet d'Appui Technique au développement du Secteur Privé
PDS	Président de la Délégation Spéciale
RIG	Regional Issues Group
STA	Secrétariat Technique de l'Ajustement
TATAO	Association des jeunes journalistes de Fianarantsoa
TI	Transparency International
UAPH	Union pour l'Avenir des Personnes en situation d'Handicap

Ilo Performance Report 2000

Economic Analysis

1. Set-up project

1.1 Institutional

Two subcontracts with the major local collaborating institutions, INSTAT and FOFIFA, were negotiated, finalized, and put in place (annex B1, B2). A subgrant procedure for amounts less than \$5,000 was approved as well (annex B3). A new advisory body, the "Groupe de Reflexion sur les Politiques Economiques" (GRPE), was established. It held its first meeting in the beginning of January 2001. From the beginning of 2001 on, it will help to identify key priority issues for analysis, then serving as a vehicle for diffusing the results more widely within government, the private sector and civil society.

1.2 Logistics

Local personnel were recruited for the project and a human resource policy was put into place. The move of two Cornell expats from abroad to Antananarivo had to be coordinated. Computer equipment and software for INSTAT and FOFIFA was purchased. The computer equipment was delivered by the end of December (11 computers, 10 printers, 4 voltage stabilizer, etc.). Vehicles for the collaborating institutions have been ordered and are expected to be operational by the end of January (3 Ford Rangers: 2 for INSTAT, 1 for FOFIFA). A policy for vehicle management was prepared. Construction works were done in FOFIFA-DRD building to improve office space of main collaborators. Regional economists will be hired and equipment for regional economists and photocopiers will be bought in the beginning of 2001.

2. Data preparation and analysis

2.1 Data preparation

Upon arriving in Madagascar at the end of July, David Stifel worked closely with INSTAT-DSM staff to organize, clean and label the data from the three EPM surveys. Concurrently and in close collaboration with World Bank staff, the task of constructing a household consumption aggregate to be used as a measure of welfare in future analyses was undertaken. This latter process highlighted many data-cleaning issues that were then tackled by the Cornell-INSTAT team. Extreme care was taken in the construction of the consumption aggregate to allow for comparability between the three EPM surveys. This was complicated by differing questionnaires (wording of questions, whole sections deleted, recall periods, etc.) and by data quality issues, and consequently the process took longer than expected. By the end of October, a CD was produced containing (a) all of the cleaned data files from the three EPM household and community surveys, (b) datafiles with the consumption aggregate and prices used for temporal and regional deflation, (c) Stata programs used to construct the consumption aggregate and deflators, and (d) a detailed discussion of the methodology used in the construction of the consumption aggregate (see annex F). This CD was then distributed to all researchers involved in the Ilo program, INSTAT and the World Bank research team to ensure consistency in the data used.

2.2 Poverty dynamics: trends and causality

S1: *Poverty Dynamics*. The analysis of poverty dynamics involves using the just-cleaned data and the comparable consumption aggregate as the preferred welfare measure. The analysis involves descriptive investigations of changes in poverty by region, as well as by economic sector and household characteristics in an effort to identify vulnerable groups that appear to be susceptible to persistent poverty. These levels and changes in poverty are compared to other non-money measures of welfare such as access to basic services and nutritional outcomes of children. This is followed by econometric analysis of the determinants of poverty and a relatively new technique of isolating the determinants of the changes in poverty using the results of the econometric models. A pre-study workshop was held in June (Annex D1). A descriptive analysis was completed in December and appeared as a preliminary paper. The econometric modeling and the study as a whole will be completed in January 2001.

S2: *Poverty dynamics in Fianarantsoa*. Methodological training of counterparts was done in Ithaca. Pre-study workshop was postponed until February 2001 – to achieve a more focused discussion – as the results at the national level would be available and would be presented during the workshop.

S3: *Economic mobility*. Panel dataset was created. No analytical activities.

S4: *Trends in access in public services*. Jean Razafindravonona, Iarivony Randretsa, and Peter Glick completed a French version of the report and a policy brief on "Services d'éducation et de santé à Madagascar: l'utilisation et les déterminants de la demande". In June/July Peter Glick worked with Mamisoa Razakamanantsoa in Ithaca to plan research on the upcoming study which will examine changes in access to public health and education services from 1993 to 1999, using the three rounds of EPM data. A pre-study workshop was done in the beginning of January 2001 (Annex D4).

S5: *Trends in fiscal incidence*. Study started. A pre-study workshop was held in September (Annex D3). Under this theme, a paper by Rajemison Harivelo and Steve Younger (Incidence of indirect taxes in Madagascar: Estimations based on an Input-output table, 20p.) was distributed before the workshop. An updated Input-output model for 1999, based on the updated Social Accounting Matrix, is being prepared.

S6: *Policy impacts on poverty*. Several working sessions were held at INSTAT to construct an updated Social Accounting Matrix (SAM) for 1999. This SAM is ready and will be used to construct an updated CGE by the end of January (by Dr. Yazid Dissou).

2.3 Agriculture and poverty

While some of the analysis will rely on the EPM data of INSTAT, most of the studies under this theme have to be based on primary data gathering and on other secondary data. Some small-scale surveys were organized this year.

S7: *Poverty and access to land*. One survey was organized in the sites where the IFPRI/FOFIFA did household surveys in 1997 (Fianarantsoa, Vakinankaratra, Marovoay). The Lac Aloatra area was added as an additional site. The survey focused on the functioning of land sales and rental markets, more specifically on relationships between sharecroppers and land owners (Annex E1, Annex E2). A pre-

study workshop on this topic was organized in July (annex D2). One of the recommendations at the pre-study workshop was to put emphasis on sociological and anthropological aspects in land access and not only to look at economic explanations. As a follow-up, Louis Paul Randriamarolaza, a professor in anthropology at the University of Antananarivo, was asked and agreed to write a synthesis paper discussing land access and its link with gender, castes, and ethnicity. This paper will be distributed as FOFIFA working paper in the beginning of 2001.

S8: *Agricultural productivity*. A small-scale survey with 320 households was organized in Fianarantsoa, Vakinankaratra, and Marovoay (data from the Lac Aloatra area will be added later which would bring the total number of interviewees to around 600) (Annex E1). Data have been entered and have been cleaned. Jean-Claude Randrianarisoa in Michigan State University and Eliane Ralison of FOFIFA are analyzing these data. The results of the analysis are expected in the beginning of next year.

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

- a. A pre-study workshop (W9) was done, in conjunction with a presentation of Dr. Ben Okumu of Cornell University (post-doctoral fellow in charge of the BASIS CRSP project) (See 3.3) during which the structure of a bio-economic model was explained. This model would be a good vehicle to quantify the impact of policy interventions in any of the three areas. The workshop was well attended (around 30 technicians/analysts) with participants of different departments within FOFIFA, INSTAT, University of Antananarivo and ANAE (Annex D5).
- b. Given similar objectives, it was decided to link up with the USAID funded PAGE environmental economics activities under this component (see 3.2).
- c. The planned geographical referencing of households has been postponed until 2001 when INSTAT will organize the next national household survey (EPM4).

2.4 Urban labor markets

No activities in 2000.

3. Collaboration and contextual developments influencing the program environment

3.1 Poverty Reduction Strategy Paper (PRSP)

In 2000, Madagascar started the development of a Poverty Reduction Strategy Paper, a requirement for concessional lending in all countries receiving International Development Assistance (IDA) and an integral part of the HIPC debt relief process. In setting year 2000 priorities, INSTAT and Cornell University interacted closely with the World Bank team responsible for producing the Poverty Reduction Strategy Paper (PRSP) for Madagascar. Since many of their top analytical priorities coincided with our agenda, we agreed that these topics would be conducted jointly by Cornell University, INSTAT/FOFIFA, and the World Bank. The collaboration was intense and fruitful. One of these studies (S1) is almost complete and will be available by the end of January. Significant progress was made in 2000 on two other studies (S7 and S5).

3.2 Page/Ilo environmental studies

The USAID financed program PAGE (Projet d'Appui au Gestion de l'Environnement) started a program to build capacity in environmental economics in Madagascar. In this program, ten case studies were organized, dealing with different methods (contingent valuation, travel costs, hedonic pricing, etc.) in environmental valuation. Four of the ten studies are supervised by Bart Minten (as we believe that they fit squarely in the overall objectives of the Ilo program (improved economic analysis, capacity building, link environment and agriculture)):

1. Adoption of soil conservation techniques (by Mad. Lalaina Randrianarison – Université d'Antananarivo). The survey - in collaboration with ANAE (Association Nationale d'Actions Environnementales) - was organized in three sites in the Lac Aloatra area and in the Haut-Plateaux (south of Antananarivo). The study aims to analyze socio-economic determinants and the economic effects of the adoption of "semis direct" and "haies vives" on upland fields.
2. Off-site costs of soil erosion (by Mad. Joceline Solonitomboariny – INSTAT). The data collection was also done in the Lac Aloatra area (300 households) in collaboration with ANAE. She will estimate primal production functions and quantify the productivity effects of soil erosion in irrigation channels and on fields, which would lead to economic estimates of the size of upland investments that could be justified to avoid externality cost of erosion in lowlands.
3. Water valuation Fianarantsoa ville (by Mad. Ramy Razafindralambo, LDI-Fianarantsoa). The study estimates the willingness to pay for water infrastructure improvements as well as economic costs of water supply deterioration. This study fits in the growing concern in the area on the dwindling water supply of Lac Antarambity. The study also serves as input in the first demand driven study (S12).
4. Improved water supply as compensation for people living in areas surrounding national parks (by M. Zaza Burton Randriamiarana - INSTAT). Estimation of economic benefits of improved water infrastructure for households surrounding the national park of Isalo. This study is done in collaboration with ANGAP and ANAE.

3.3 BASIS CRSP program

A workshop on bio-economic modeling was organized in collaboration with Dr. Ben Okumu of Cornell University on December 8th (Annex D5). He prepares a project together with Dr. Chris Barrett 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). We would collaborate with this project under S9.

4. Training and capacity building

Cornell University 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. These trainings took place either in Ithaca or in Antananarivo, depending on the location of Cornell's study leader. In addition to this on-the-job training, several topics of importance and broad interest enough merited broader formal training workshops. In the year 2000, we organized four such formal training.

4.1 Training 1 Introduction to economic modeling.

Beginning in April, Steven Haggblade conducted a Tana-based weekly workshop on economic modeling methods, in which participants built simple single-market models and progressively added elements each week until they constructed, themselves, a simple computable general equilibrium model (CGE) for Madagascar. Participants included technicians from INSTAT, FOFIFA, SPPM, the Central Bank of Madagascar and Pact. In addition to providing participants with a variety of simple but useful analytical tools, the background and skills they acquired, helped them prepare them for the full-scale CGE work to be conducted in years 2001 and 2002 in collaboration with Yazid Dissou and Paul Dorosh (Program and participants of training in Annex C1)

4.2 Training 2 Poverty lines and anthropometry.

David Stifel, Menno Pradhan, and Peter Glick conducted a seminar on alternate methods of constructing poverty line as well as on evaluation of anthropometry indicators of welfare. Eight key collaborators traveled to Ithaca for 3 weeks in July for intensive training (Program and participants in annex C2). Training involved use of the Stata statistical and econometric software (June 19-23), and concepts of poverty analysis (June 26 - July 7). Throughout the three week training session, the participants were assigned daily computer lab exercises in which they applied the concepts introduced in the lectures. The culmination was a set of presentations given by teams of participants.

4.3 Training 3 Environmental economics.

In July, Francis Randrianarison (ONE), Hughues Rajohnson (University of Antananarivo) and Bart Minten (Cornell) conducted a 4-day workshop in Antananarivo on methods of environmental economic analysis. This served a dual purpose, in preparing local analysts for work on the spatial work linking poverty, agriculture and the environment (S9) as well as providing support for the Page cases studies on economic valuation of environmental assets. (Program and participants in annex C3)

4.4 Training 4 Statistical analysis and STATA training.

In November-December, two one-week long training sessions were organized in collaboration with the PAGE environmental economics program (training was done by Mamisoa Razakamanantsoa of INSTAT (previously trained in Ithaca)). Collaborators from the ten case studies, from FOFIFA, and from University of Antananarivo participated in this training.

5. Dissemination and dialogue

5.1 INSTAT distribution.

These activities began with Pact posting a person at INSTAT to help assess current distribution machinery and to make joint recommendations on all phases of INSTAT's documentation, dissemination and outreach activities. INSTAT and Cornell continued to present and disseminate the backlog of prior joint analyses, notably those on the seasonality of poverty, synthesis study on poverty, and on factors affecting access to public services. 500 copies of each of these documents were printed.

5.2 Anthropological studies.

In the previous Cornell project, three sociological/anthropological studies on safety nets were commissioned. 200 copies of these studies plus a synthesis were printed and they were sent to all the participants of the pre-study workshop held in 1999.

5.3 Pre-study workshops analytical studies.

A half-day workshop for each analytical study was organized prior to undertaking analytical work. Five such workshops have taken place in the year 2000: 1. Access to land (S7); 2. Poverty dynamics (S1); 3. Trends in fiscal incidence (S5); 4. Trends in access to public services (S4); 5. Link environment, poverty and agriculture (S9). Participants and contents are presented in annex D. Participants included the principal researchers at Cornell/INSTAT/FOFIFA, Pact, a small group of representatives from civil society and government with experience and interest in the topic, and analysts with experience in the matter.

5.4 Media study

A survey with TV and radio stations and with newspapers was organized together with PACT and ASF in Antananarivo, Fianarantsoa, and Majunga. The results form the basis for a subsector study of the media. The study will highlight some of the reasons why Madagascar has such a diverse media landscape (especially compared to other African countries) and should help to better design dissemination efforts of the Ilo program. The analysis of the survey is in advanced stage.

5.5 Dissemination of research output.

Several studies were finished, published, and disseminated over the course of the year. These studies include:

1. Dissou, Y., Dorosh, P., Dostie, B., Glick, P., Haggblade, S., Rajemison, H., Rakotondrainibe, S., Ralanatoarilolona, B., Ramarakoto, J., Ramarason, P., Randretsa, I., Randriamamonjy, J., Ravelosoa, J.R., Razafindraibe, R., Razafindravonona, Sahn, D., Simler, K., Younger, S., *Pauvreté à Madagascar: défi public et stratégies de ménages*, juin 2000, INSTAT-IMATEP, 87p.
2. Glick, P., Razafindravonona, J., Randretsa, I., *Education and Health Services in Madagascar: Utilization patterns and Demand Parameters*, june 2000, xxp. Also available in French: *Services d'éducation et de santé à Madagascar: l'utilisation et déterminants de la demande*, juin 2000, xxp.
3. Rajemison, H., Younger, S., *Incidence of indirect taxes in Madagascar: Estimations based on an Input-output table*, 20p. (also available in French: *Incidence des impôts indirects à Madagascar: utilisation d'un tableau Entrée-Sortie*).
4. Ravelosoa, J.R., Haggblade, S., Rajemison, H., *Le comportement des consommateurs riches et pauvres: Une estimation des élasticités de demande à*

5. Anthropological studies:
 - a. COMODE, Mécanismes amortisseurs et chocs économiques: cas urbain de Antananarivo, 106p.
 - b. Grecs, Mécanismes amortisseurs dans le Sud de Madagascar, 133p.
 - c. Galy, M., Anthropologie de la pauvreté: mécanismes amortisseurs à Tamatave et dans le Vakinankaratra, 87p.
 - d. Mécanismes amortisseurs qui jouent en faveur des menages vulnérables, rapport de synthèse, 41p.
6. Randriamarolaza, L.P., Aspets culturels dans l'accès à la terre (will be distributed as a FOFIFA – working paper)
7. Fafchamps, M., Minten, B., Property rights in agricultural trade in Madagascar, forthcoming (being translated – will be distributed as a FOFIFA – working paper)

5.6 Demand-driven studies.

One demand driven study was acted upon after a request by the Faritany of Fianarantsoa. A survey on urban water was done in Fianarantsoa (see 3.2). More activities on this topic are being considered.

6. Results

The purpose of economic analysis under the Ilo program is to produce analysis that is used for economic policy making. We were happy to notice references to our work in 2000 in major policy and economic strategy papers for Madagascar such as the Document Interimaire de Stratégie de Reduction de la Pauvreté (govt of Madagascar), Reduire la pauvreté en relancant la croissance du monde rural (govt of Madagascar), Enhanced Heavily Indebted Poor Countries Initiative – Preliminary Document (IMF, World Bank), Food security strategy USAID 2003-2008 (USAID), etc. We believe that we have therefore contributed in 2000 to "improved economic analysis for decision making in Madagascar".

Monitoring results. We anticipated three principal results from our work: 1) strengthened analytical capacity and output of local Malagasy institutions, 2) improved dissemination and integration of that analysis into public and government policy discussions, and 3) increased demand for such analysis, from both government and civil society. As indicator, we proposed "Number of quality economic studies disseminated and discussed in public fora." Table 1 indicates the performance table over the life of the project.

Performance Data Table 1

<p>UNIT OF MEASURE: Number of quality economic studies disseminated and discussed in public fora per year*</p> <p>INDICATOR/DESCRIPTION: 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.</p> <p>COMMENTS:</p> <p>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.</p> <p>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</p> <p>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.</p>	Year	Planned	Actual
	2000 (B)	2	2
	2001	6	
	2002	7	

*Note that this may include studies produced under our prior cooperative agreement for which interest remains strong.

While multiple studies of the project were disseminated, two studies were presented and discussed in public fora. The first study was on "seasonality of food consumption of poor households in Madagascar". An INSTAT point d'Information was held on May 4th. The presentation was well attended and there was ample press conference on TV and in major newspapers such as Midi and l'Express. An additional presentation was held at a gathering of journalists at the ACC. A second study was presented and discussed during the formal presentation of the fourth issue of "Economie de Madagascar" in October. The study is intitled "Estimation des élasticités de la demande à Madagascar à partir d'un modèle AIDS" and was presented by Rachel Ravelosoa.

Our second results indicator is: "Number of requests for follow-up or related analysis by civil society or government." It provides a means of monitoring our third project objective. One demand driven study in the year 2000 was identified as discussed under 4.4.

Performance Data Table 2

<p>UNIT OF MEASURE: Number of requests for follow-up or related analysis by civil society or government</p> <p>INDICATOR/DESCRIPTION: 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</p> <p>COMMENTS:</p> <p>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.</p> <p>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.</p> <p>3. Resources have been reserved for four major demand-driven analyses, 1 in the baseline year 2000 and in 2001, and 2 in 2002.</p>	Year	Planned	Actual
	2000 (B)	1	1
	2001	1	
	2002	2	

7. Implementation problems

7.1. The sub-contracts were signed significantly later than expected. This delayed procurement of cars and computers and hindered the start of the project. Lack of computers at FOFIFA for main collaborators on access to land studies delayed analysis of the recently collected data. Hence, results of these studies will be available later than planned.

7.2. Telephones have been cut-off in INSTAT headquarters and in FOFIFA-DRD due to non-payment of outstanding bills. The telephone does not work either in the new building of Direction des Statistiques des Ménages. This creates problems for e-mail access and internet connections for our collaborators. The financial situation is critical for FOFIFA as World Bank financing stopped at the end of the PNVA program. Activities in FOFIFA have been reduced to a minimum at the end of 2000.

7.3. TVA might not be incurred by USAID projects. As the current system for exoneration works badly, telephone lines and internet connections were often unexpectedly cut off and it took days and significant time loss to get connected again. Some suppliers for equipment refuse also to deliver in these settings.

Ilo Performance Report 2000

Improved Public Information and Dialogue

1. General Overview

As Pact staff grouped together in Mahajanga in December to discuss achievements and chart an Ilo course for 2001, participants were somewhat overwhelmed by the opportunities that had opened up in only 10 months. Approaches initially addressed in the proposal to USAID bloomed in 2001. Cornell and Pact are in a position to help regions make significant advancements in the emergence of coherent, open and participatory mechanisms for decision making and for the management of priority regional issues.

Key partnerships and alliances are functional and dynamic. Fianarantsoa and Mahajanga now have Faritany Technical Teams where cross-sectoral ministries have begun to play a role in building institutional responses to major regional issues such as the Fianarantsoa-Manakara Railroad, and promoting information sharing and cooperation across traditional sectoral dividing lines. These initiatives, coming from public institutions, are amongst the necessary building blocks of regional autonomy. They are signaling the hint of a new dynamic as we head toward provincial autonomy.

Actors in both provinces have also made headway in coming together to make information work for the region. Information providers, state agencies and the private sector are now associated in promoting and facilitating the flow and use of information to spark greater public participation and better decision making. Regional actors are improving their access to and use of focussed information. Issues such as water supply, fisheries, the Fianarantsoa-Manakara Railroad, sexual tourism, as well as renewed interest in Transport and Land Tenure, are emerging and will be played out over the coming year and beyond. Some of the issues bring with them opportunities to forge new alliances between Governance and the Environment Strategic Objective of USAID as well as with other sectoral programs.

In Fort-Dauphin, assistance to the Regional Development Committee (CRD) resulted in a greater coherence on the ground between sectors, and a strategic orientation and work plan encompassing the whole of the development needs of the organization. This allowed the CRD to take steps to go beyond its original work plan, which was limited to the production a Regional Development Plan. In Antsirabe, continued internal turmoil at IREDEC postponed the launching of Ilo activities. Pact is awaiting a clear signal from IREDEC after significant changes were made to the NGO's management structure. The future of Ilo programming in Antsirabe is uncertain at this time. In Mahajanga, however, initial Ilo results are very encouraging. Pact now envisages extending activities through to the end of project life.

Project staff identified in the 2000 work plan are all operational. They will be joined by two Geographic Information Systems (GIS) technicians, financed in collaboration with sectoral programs, and by two economists hired by Cornell, to reinforce each Faritany Technical Team.

2. Results for 2000

2.1 Result 4

Increased Availability and use of focussed information on key policy issues

2.1.1

Intermediate Result 1

Information is more readily available in synthetic analytical formats integrating information from a wider array of sources

2.1.1.1 Regional actors join forces to improve information and knowledge

Nearly all information suppliers, united with business leaders and government agencies in both Fianarantsoa and Mahajanga, created new associations dedicated to promoting greater access to and use of information. The associations are founded on the principle of free access to information, to information sharing and to increased and better use of information in public decision making. Pact has provided support and mentoring to each of the regional committees constituted with the mandate of developing the new regional organizations.

Salohim-baovao

In Mahajanga, regional actors CIDST, CINU, FOFIFA, FID, FASP, PRIDE, INSTAT, CEDAR, KMF/CNOE, Intermedias, Maison de la Culture, Hery Miray, Enfant du Monde, Aina CRS, and Université de Mahajanga library created Salohim-baovao, with support from Pact and AGERAS.

Salohim-bavao promotes information literacy through principles of information sharing. Its objectives are the increased use of information as the basis of regional dialogue and decision making. The association is launching an inter-actor information center called Espace pour la Promotion de l'Information (EPI). The center will transform the existing Maison de la Culture into a space for dialogue and debate, an inter-sectoral and inter-actor information center with links to all regional and national information catalogs, and a communications service center with Internet, fax, photocopy and other services. Several regional actors such as GTZ and UNICEF have committed equipment and data bases to the Center. New members including the Chamber of Commerce, SECALINE, ARIF, ANAE and Alliance Française are expected to join early in the New Year.

The drive for improved information was initiated by a joint effort by Pact, AGERAS, INSTAT, CINU and CIDST to evaluate information supply and demand in Mahajanga. The study served as the basis of a public debate attended by most regional actors in (month). A core group proceeded with a feasibility study and the development of statutes. Pact provided support in organizational development, assisted in preparing a general assembly and provided training to the newly formed board of directors in the third semester of 2000. Pact expects to make a grant to Salohim-baovao in the first quarter of 2001 to allow it to purchase equipment and begin operations.

Centre d'Échange, de Documentation et d'Information Inter-Institutionnel (CEDII)

The CEDII was officially launched in January 2000. Since then, the promoters of the center have formed an association and elected a board of directors with support from Pact. Pact provided guidance in developing statutes and provided training for the board of directors.

The CEDII is composed of 38 member organizations including the University of Fianarantsoa, the Chamber of Commerce, the Regional Information Network (RIR), the Think Tank on Competition (CRC), the Regional Committee for Industry (CRI), leading regional NGO Malagasy Mahomby, KMF/CNOE, public administrations and agencies, media organizations and sectoral development projects.

The Economic and Technical Information Center (CITE – association linked to French Cooperation) and the Scientific and Technical Information and Documentation Center (CIDST – para-statal) – the country's two leading information providers – have signed a tri-partite agreement with Pact on the development of the CEDII. The agreement links the 3 organizations as partners in an aggressive plan to dramatically increase information use in community/civil society/private sector mobilization and in public decision making. Under this agreement, CITE and CIDST will integrate their regional services physically and otherwise into the CEDII, and have formed a consortium to propose a management support framework to the CEDII board of directors.

With this technical support, the CEDII will be in a position to integrate regional information systems which cater to the public into a one-stop information system providing access to all regional-member information resources, as well as national databases and catalogs. The center will serve as a common space in which any CEDII member and/or community organization can generate debate, assisted by the Information Coach and by national and regional search engines and a network of knowledge holders.

Miray financing contributed to the development of the CEDII through the production of a feasibility study. The study served as the basis for designing the organization and will prove useful in developing a management plan. Pact expects to make a grant to the CEDII in the first quarter of 2001.

2.1.1.2 Developing a support system for regional centers

As mentioned above, Pact concluded negotiations with CITE and CIDST on a partnership to support the CEDII. This agreement is expected to be extended to Mahajanga in the new year. CITE and CIDST will enter into talks with Salohim-bavao in the first quarter of 2001.

CITE and CIDST will also jointly develop a specialized "Question and Answer Service" for each community. The service will provide information and analysis in response to specific issues raised by regional groups, playing the role of a high-capacity research and synthesis engine for each region. The service will be operated through the Information Coach, who has begun to identify issues and information needs among various regional groups, and facilitated several discussions. The Coach will facilitate public fora, training, debates, and other knowledge development methods based on information from CITE and CIDST, in addition to regional

information and synthesis engines. Potential regional engines such as the University of Fianarantsoa's research team have been contacted and discussions are underway. The Information Coach and inter-actor center approach will serve as a testing ground for both CITE and CIDST on more aggressive methods to develop information literacy and use at the regional level.

Use of the service by regional groups will be financed through a Knowledge Development Grant to each region, in the form of Q&A Service credit at CITE/CIDST. The credit will be financed through a Pact grant to CITE/CIDST. A change in leadership at CITE left a vacuum between July and December 2000, postponing grant making. The grant will be made in early 2001, and the Q&A Service will be operational in the first quarter of 2001.

Information Coaches were hired in the second quarter of 2000. Both coaches have been working with civil society organizations on regional issues, mainly the Antaranbity water source, transport, sexual tourism and fisheries (rights of traditional fishermen). This activity led to three public fora in the Fianarantsoa CIDST, organized with the support of the Information Coach. Information Coaches have also been instrumental in transforming information from local sources into formats for public presentation. Most notably, information from the local police force on moving violations was transformed to be included in a debate on public transport. Public officials have expressed much interest in accessing services to improve their information management.

The CEDII is quickly becoming a recognized space for debate by Fianarantsoa actors. Public fora was organized on the Antaranbity water source, Urban Transport, The FCE Railroad, and public water distribution in Mahajanga. Delay in instituting CITE/CIDST support to the Coach, due to a leadership vacuum at CITE, lead to a delay in soliciting and processing the expected number information demands and information sessions. Pact is confident that this will be resolved once the CITE/CIDST Q&A Service is operational.

Pact also developed an Internet site designed especially for regional inter-actor information centers. The Site was presented to the CEDII in Fianarantsoa in December. It contains a documentation base on regional studies and hyperlinks to several national and international databases. The site will be operational in the first quarter of 2001 and evolve to include a data bank of regional resources and information. It is expected that USAID, through the EDDI initiative, will provide computer equipment and server time to the CEDII and install a high capacity line linking Fianarantsoa to Antananarivo.

2.1.2 Results according to the ME&R plan

Indicator :

Number of key issues for which information was widely available nationally and in the regions.

Target for 2000 : 3

Result : 4

Information was widely available on the following themes : transport, Antaranbity water source, urban water management, the Fianarantsoa – côte-Est railroad.

2.1.3 Impact of Activities in 2000 under Result 4

The essential impact of activities under Result 4 can be measured in terms of the mindset of regional actors and their vision of the role of information and dialogue in regional affairs. The interest and commitment demonstrated by dozens of prominent regional actors through their involvement in the organizations fostered and supported by this activity is telling. Many hurdles need to be overcome, but the wheels have been set in motion. Public administrations are beginning to crack open a public entrance to information, which, not long ago, was a wall. Public officials are beginning to wake from a long slumber during which they acted as mere mailboxes to national ministries. Making regional information work for the region, spatializing it, analyzing it and sharing it across sectors is a novel idea. And actors are buying into it. In 2000, Pact helped build the associative frameworks to transform the idea into reality. The coming year will bring the means to quickly move forward and to apply new tools concretely to priority regional issues.

2.1.4 Discussion

While referring to “greater information use”, Intermediate Result 4 really has to do with knowledge development. In order for a region to successfully address issues relating to its development, it must have systems in place to insure the constant development of knowledge among regional actors and groups, within civil society, media as well as amongst regional public officials. This knowledge development, guided by accepted principles of access to information, open process and participation, is the basis of constructive participation and competent decision making.

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 information contained in documents. It requires human exchange, dialogue, debate, training and discussion in order to develop.

The Information Coach is thus more than an “information getter”. He needs to be a facilitator and a networker, linking people together in the exchange of knowledge and information. And, most importantly, in the constructive, guided confrontation of diverse interpretations, coming from diverse view points. The Coach lifts traditional boundaries between the « experts » and the « laymen », between local actors and expertise from the capital and abroad, and between development sectors. By creating a framework for knowledge development, he is paving the way toward greater information literacy.

« Information more readily available » is also information precisely targeted and regularly accessed. It is often “gray information”¹ that answers the multitude of questions arising from peasant associations, from health NGOs, from members of consultative committees, and which too often are left unanswered. The questions arising from the field are the questions that *must* 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 led to development. In sectors such as rural development, little or no progress has been recorded over the years. Providing information and dialogue to questions answers a need 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.

Answered questions lead to increased involvement by actors. Questions unanswered over time lead to confusion and detachment. With its partners, Pact is working on a system that will allow regional actors to get at the answers, in part through improved access to the information that counts for them.

¹ Grey 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 vision a future – through knowledge of the past.

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 regional debate

2.2.1.1 Increase in the capacity of civil society to intervene in the public arena

In the first ten months of the Ilo project, Pact identified several new partners, linked to regional issues. To achieve this, project staff made countless project presentations and held in-depth discussions with dozens of regional groups.

Pact has observed a notable increase in the number of coalitions and networking between civil society organizations. Throughout the year Pact provided mentoring and guidance to groups who are increasingly teaming together on issues. This is a significant indicator of the development of civil society and of regional mindsets. A few years ago, civil society organizations viewed each other as competitors and/or opposing personalities rather than organizations. Pact was not able to identify a single coalition. Now, in transport, water, democratic goals, regional actors are beginning to put common issues and institutions before the endless personal issues that too often block progress.

New partners / coalitions

Antaranbiby Water Coalition

In the environment sector, Pact has been working since June with a coalition of 5 CSOs mobilized around the issue of the depletion of Fianarantsoa's water supply at Antaranbiby. Pact provided technical and financial support in building a strong information base from which to address the issue. The consortium has developed a three-pronged approach for which Pact will develop a capacity building and mentoring plan in the first quarter of 2001. The consortium is also looking into the issue of water distribution in the city of Fianarantsoa under the new national water code. Pact organized a visit of the consortium to Mahajanga to see first hand how the issue was solved and how cost recovery is organized. This was done in partnership with the UNDP.

Fianarantsoa-Manakara Stakeholders Association (ADIFCE)

In regional transport/environment, Pact has been working with an association of mayors, private operators and regional actors committed to insuring that the Fianarantsoa - Côte-Est Railroad, which has been in a bad state of disrepair, is successfully rehabilitated and privatized. Pact helped the association establish a stronger membership base and structure along the Railroad, review its statutes and conduct a communications campaign on the issue.

Fianarantsoa Regional Land Tenure Coalition

Pact brought support to the Fianarantsoa office of the KMK/CNOE, FAMI and other CSOs in October in the elaboration of a strategy to address various problems associated with land tenure in the province of Fianarantsoa. Land tenure issues are a main preoccupation in rural development. Litigation

concerning land constitutes the majority of cases pending in regional tribunals. A land tenure « dossier » has been in the works since August.

Safidy Coalition for Democracy

Safidy (meaning « to choose ») is a coalition of 5 Fianarantsoa CSOs composed of Malagasy Mahomby, Justice et Paix, UNA-Civiles, FAMI and the KMF/CNOE. The Coalition organized a public forum with Pact support on the state of democracy in Fianarantsoa, following the national forum led by the KMF/CNOE. A follow-up committee has been set up to initiate further reflections and work toward each of the resolutions of the forum. Pact also provided financial support to the national Safidy coalition, contributing to the impactful national fora of September 2000, and to the publication of a national « State of Democracy » report.

ANKOY union of traditional fishermen

ANKOY represents 17 associations of traditional fishermen from the Mahajanga Coast North and South of the capital city. Pact has been working with ANKOY to identify issues of major concern to traditional fishermen. In a workshop December 5 and 6, Pact assisted the union in reviewing its stated objectives and organizational structure according to new perspectives on those issues. ANKOY is now in the process of developing strategy to address the problem of the constant violation of their fishing zones by commercial ships.

Intermedias

Intermedias Mahajanga is a new association of journalists grouped around the theme of public health and social issues. Intermedia Mahajanga is an offspring of the national-level association supported by John Snow International through the Jereo Salama Isika (JSI) project. Pact has helped Intermedia develop an approach to mobilizing a coalition around the issue of prostitution and of what is commonly referred to as sexual tourism. In a 2-day workshop with Pact, Intermedia developed a strategic approach and gained insight into advocacy. An action plan is expected in the first quarter of 2001, as well as an organizational development support program.

Mahajanga coalition on land tenure

Hery Miray, now 60-associations strong, has entered into a coalition with KMF/CNOE on the issue of land tenure in Mahajanga. Both organizations have observed an increase in the number of land-related conflicts and note that abuses are still common place. New groups such as Intermedias and GIT Boina (Tourism) are mobilizing around related issues and may join the coalition in early 2001. Pact helped Hery Miray to reach out to other groups to form a coalition, facilitated initial relations with regional officials, and provided support to Hery Miray in developing an overall strategy and work plan for 2001.

Pact provided support to the KMF/CNOE in organizing a public debate on provincial autonomy in November, and expects to provide organizational development support in early 2001, leading to a strategic plan for the year.

Political parties in Fianarantsoa

Pact established relations with regional political parties and held a series of discussions with 4 parties on the current structure of public institutions and

decision making in September. The parties have expressed strong interest in pursuing discussions on a regular basis.

Existing partners

Fianarantsoa Independent Doctors Association FMMF and AMAS

The FMMF association imploded in 1999. Many members wanted FMMF to remain a social club. Others created AMAS and have been preparing a strategy to develop the results of the FMMF 1999 endeavor on public health into a durable framework for collaboration between CSOs and health authorities. AMAS is expected to apply for a grant to improve the grass-roots early warning system of 1999 and capitalize on previous activities to prioritize health issues at the neighborhood level. It is expected AMAS could conceivably work in partnership with JSI on urban health issues such as HIV/AIDS.

Fianarantsoa Transport Federation MMDF

The federation was active throughout 2000 in dialogue with authorities on issues such as the movement of heavy trucks in daytime and the saturation of passenger transport lines, with varying levels of success. Pact assisted the Federation in developing a strategic plan for 2001. The plan translates the achievements of the past 2 years into a durable framework for the joint public/private/civil society management of public transport.

Miaramivoy

Miaramivoy has been working in partnership with UNDP's governance program in a dozen rural communes of Fianarantsoa. The organization was not part of the Safidy coalition which organized a debate on current democracy issues in Fianarantsoa nor part of the public fora on provincial autonomy. Perspectives for partnership with Pact in 2001 remain uncertain.

Tatao

The Fianarantsoa journalist association is still active and has been successful in establishing a local information source for local issues. Tatao also publishes Mangarahara (transparency) at 5000 copies per month. Pact will renew support to Tatao in 2001 on an expansion program for its local information source for journalists.

Mahajanga Journalist Association (AJM)

The association imploded in 1999 as a result of a deep internal conflict. Members have been expected to hold a reconciliation session since. AJM's prospects for 2001 are uncertain at this time.

The Union of Disabled Persons (UAPH)

UAPH efforts to launch a commercial graphic studio, backed by Pact, failed. The organization is nonetheless active and will analyze the reasons behind the failure with Pact early in the new year.

2.2.1.2 Pact Grants program

Pact has developed a small grants program, on which USAID concurred. Several CSOs have expressed interest in the program and are expected to submit proposals early in 2001.

2.2.1.3 Development of issues at the grass roots level

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.

In 2000, Pact entered into discussions with LDI and JSI on possible areas of collaboration. Issues related to LDI activities were identified in discussions over several months and a general framework for collaboration was identified on the Fianarantsoa - Côte-Est (FCE) Railroad and issues surrounding its privatization.

In August, Pact provided technical assistance to LDI staff and the ADIFCE association on a community mobilization effort in Manakara to establish a « Dina » or community-based agreement on the protection of hill sides adjacent to the railroad. Slash and burn (tavy) agriculture on the hills directly surrounding the railroad led to significant damage during the last rainy season and to the shut down of the railroad. Communities lining the railroad are now bound by a traditional community agreement (Dina) that forbids tavy along the railroad.

Pact and LDI also collaborated on a communications campaign in October on the importance of the FCE railroad for the regional economy and the well-being of communities representing 100,000 citizens for which the railroad is the only link to regional markets. ADIFCE, with significant Pact and LDI support, succeeded in bringing the issue to the forefront of public attention as a non-partisan issue. The campaign was based on the mobilization of 14 communes which have a vested interest in the preservation and development of the rail service. With added technical support from the Faritany Technical Team, the communes created a communal syndicate (Public Inter-Communal Cooperation Entity - OPCI) to legally enact the Dina and provide a regional framework to address development issues associated with the railway.

The issue of the privatization of the FCE railway is now clearly established in political circles as a significant economic, social and environmental issue for the region of Fianarantsoa, promoted by a non-partisan union of 14 communes. Moreover, the issue links together communities from the Coast and the High Plateaus and is headquartered in Manakara, and as such can play a positive, stabilizing role in the coming provincial autonomy.

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 a significantly improved rail service in the years to come.

Pact canvassed support for the OPCI from the Urban Project of French Cooperation and organized a visit to member communes in November. Pact will develop a joint support program to the OPCI with French Cooperation and LDI in the first quarter of 2001. Through this partnership, OPCI will also be in a position to benefit from Decentralized Cooperation with inter-communal entities in Réunion. The OPCI is a prime example of communal mobilization around an issue of regional interest. The communes have created a durable, locally financed public inter-communal body which can address issues of concern to its member communes, and contribute to reinforce each member commune technically. The OPCI is a representative vehicle with which the communities of the region can initiate action on topics linked to their development and well being. As opposed to the many “private” consultative entities that are dotting the landscape, the OPCI is a public, representative institution that can legally and administratively enact its decisions in the public domain and receive public funding.

2.2.1.4 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. Miray and Ilo programs collaborated in this effort. 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.

Pact also provided organizational support to the Madagascar chapter of Transparency International. Instability in membership and issues of availability delayed support activities until December. A three-day seminar is planned for January with the 5 members of the organization.

2.2.2

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

Cornell and Pact collaborated on a study on Malagasy media, covering aspects of ownership, content and reach. The study will serve as a base of information for Pact’s approach to the development of information and journalism under Ilo. Regional Pact staff extended the reach of the study to regional media in Fianarantsoa and Mahajanga, gathering information on the make up of local radio stations and on owner and manager interest in developing information content.

Pact partner IRY organized a national meeting of support programs to the media. The meeting was a welcome exchange of information and views on the development of journalism at the regional level. Contracting difficulties have not enabled the program of meetings to be pursued. It will be re-instituted in the first quarter of 2001.

In discussions with partners, Pact has developed a new approach to the development of journalism in the regions. Moving beyond the systematic training of all journalists through collaboration with journalist associations, Pact now 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. Training sessions for journalists will remain open to all journalists, including those belonging to other stations. However, partner stations will receive additional support to develop a professional, regionally focussed news service. Initial contacts have been made with regional stations to this effect, with encouraging feedback.

In Fort-Dauphin Pact has initiated dialogue with journalists and with media owners. Journalists have demonstrated significant interest in developing their skills and improving news content. Several journalists have been informally working with Pact on improving their reporting and on accessing information. A formal two-week training session will be held in the first quarter on 2001.

Delays in contracting postponed the launch of Pact's journalism program. Moreover, issues arising from Pact partner IRY set the program back further. Pact has decided to limit IRY's mandate to two training sessions in Fort-Dauphin. Pact partner Actions Sans Frontières (ASF) will be mandated to carry out the media development activity in 2001.

2.2.3 Results according to the ME&R plan

Result 5 :

Increased quantity and quality of civil society and press interventions in public dialogue

Intermediate Result 1: There is greater and more informed participation from civil society in regional debate

Indicator :

Number of substantial CS interventions in economic issues in regional and national debate.

Target for 2000 : 2

Result : 4

There was significant involvement by CSOs in regional debate on the following issues : transport, Antaranbiby water source, urban water management, the Fianarantsoa – côte-Est railroad.

Intermediate Result 2: Journalists are better skilled, are sensitized to and have the ability to deal with economic and legal issues

Indicator :

% increase in number of quality media reports on economic issues per region of intervention over previous year.

Target for 2000 : baseline measurement

Result : 4

This measurement will be carried out when the full Ilo journalism development will begin activities, in the first quarter of 2001.

2.2.4 Impact of Activities in 2000 under Result 5

The most significant impact of activities in 2000 under result 5 is the creation of the FCE OPCI. In the current institutional context, the institution of a decentralized regional entity, called for in the 1992 constitution and maintained in the constitutional change of 1998, is unlikely to happen in the coming years. Moreover, newly-created autonomous provinces span an area much larger than the regions (6 provinces for 28 regions) and will likely be tangled in complex political, administrative, financial and organizational negotiations and issues in the foreseeable future. The Public Intercommunal Cooperation Entity (OPCI) represents the only regional representative public institution that can mobilize communes toward common objectives and interests in the coming years.

The creation of a union of communes around the survival of the FCE – indeed a critical issue for well-being of regional populations and the economic and environmental future of the region – is the project's most notable impact of 2001 under result 5. It followed on the tracks of significant USAID and Chemonics commitment to the survival of the Railroad, and provides a valuable model for the strategic development of governance programming as a cross-sectoral activity. Thanks to the combined efforts of USAID's environmental Strategic Objective and Special Program Objective, the regional outlook for securing durable rail transport within a regional public framework conducive to the mobilization of regional actors and the organization of development activities is stronger than ever.

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

Intermediate result 2

There is an increase in quality regional information and debate

2.3.1.1 Regional mechanisms for decision making

Faritany Technical Teams (ex. Regional Issues Groups in Ilo proposal)

Mahajanga and Fianarantsoa now boast Faritany Technical Teams (CTFar), bringing together key officials from Interior, Plan and Decentralization ministries and INSTAT. Faritany Technical Teams are working to develop greater coherence between regional development initiatives through improved sharing of information, better information management and the development of a regional capacity for economic analysis. The Teams are developing support activities to regional consultative committees to improve analysis and institutional framing as well as support to regional initiatives such as the FCE OPCI.

Both Teams have been operational for over 6 months and have developed in Pact-facilitated discussions their objectives and orientations. Both are recognized by

sectoral administrations and are beginning to be recognized by donors programs. The Chief Provincial Administrators (PDS) of Mahajanga and Fianarantsoa have committed resources to house and provide logistical support to each Team.

Each Team has independently defined itself not as a formal structure, but rather as « a way of doing things ». This « way » is based on the free flow of information, on intersectoral collaboration and on improved information as a basis for all decision making. Faritany Technical teams received substantial support from Pact in organizational and institutional development, and in the development of a regional information system through Pact's Information systems Department (DSI).

The Mahajanga CTFar

In Mahajanga, the CTFar organized a forum on regional information management and use in which 28 public administrations debated the opportunity and means of improving information sharing and increasing the use of information and analysis in regional decision making. All committed to a regional information system that would foster the emergence of a global regional vision of development across sectoral divides. Fourteen administrations so far have inventoried their information sources and reference documents and will receive basic training and support on information management in early 2001.

The Mahajanga CTFar has entered into discussions with the Boina Working Group on Rural Development (GTDR) on a support package to the consultative committee. The Boina GTDR is one of 20 such committees covering Madagascar as part of the Action Plan for Rural Development (PADR). Each GTDR is mandated to develop an inter-sectoral vision of rural development and environment for its region, and to translate that vision into priority investments and programs to be reviewed at the national level and translated into programs. The CTFar had begun to provide spatial formatting and analysis for information produced by the GTDR, through Pact support.

Both Teams will be equipped with a Geographic Information System (GIS) unit and technician backed by Pact's Information Systems Department in the first quarter of 2001. In partnership with INSTAT, an economist based in each region will also provide much needed economic analysis and studies, shedding some light on issues linked to rural development and environment as well as other regional issues.

The Mahajanga CTFar successfully mobilized key administrations to assist the KMF/CNOE in organizing a forum on provincial autonomy in October by providing information on the economic realities of provincial autonomy for Mahajanga. In the first semester of 2001, the CTFar will develop a support package for the provincial Emergency Support Committee (CRS), develop an information base on provincial infrastructure, and continue spatial analysis support to the Boeni GTDR.

The Fianarantsoa CTFar

In Fianarantsoa, the CTFar has been instrumental in the creation of an OPCI grouping together 14 communes around a major regional economic, social and environmental issue : the FCE Railroad. The CTFar supplied the mayors with technical know-how that enabled them to identify common areas for collaboration, draft, finalize and move to ratify the accord through a council vote in each commune. All but one commune ratified the accord in November.

The CTFar is also working to promote greater coherence in information gathering through the development of a universal nomenclature for information collection at the commune level. Past efforts at information collection have revealed significant differences in nomenclatures, leading to fragmentary information that cannot be properly used across sectors and regions. This issue is of particular importance as regions are expected to elaborate development visions and inter-sectoral development plans. Currently, information does not travel well across sectors. The national statistical nomenclature is no longer the accepted norm. A national inter-ministry committee lead by INSTAT to address this situation has not significantly modified the situation so far.

As USAID prepares to provide a GIS system for health districts in Fianarantsoa and provide support to eco-regional planning, it is critical that efforts converge to establish common nomenclatures across USAID programs and that USAID promote the adoption of common nomenclatures across donors and sectors.

The Fianarantsoa SIG unit will be installed within the Regional Information Network (RIR) rather than the CTFar. The RIR was established two years ago with support from Pact's Miray program and acts as a network for information sharing. The RIR will work in partnership with the CTFar, providing spatial analysis and serving as a regional inter-sectoral data-bank for the CTFar and other partners. The CTFar will house the previously-mentioned economist, working in partnership with INSTAT, and coordinate support to regional consultative committees such as the GTDR.

The Fort-Dauphin Regional Development Committee (CRD)

The CRD is well on its way to the adoption of a global Regional Development Plan (SRD) for the Anosy Region. Backed by a regional development specialist, the CRD now has a permanent staff of 6 professionals, busily working on data collection and transformation. Pact, under Ilo and Miray, is providing support in spatial data management and analysis.

In 2001, Pact helped the CRD to develop a comprehensive work plan, encompassing all activities necessary to build the CRD into a durable regional entity. This enabled the CRD to develop a vision beyond the SRD process. The work plan was instrumental in securing funds and support from an increasing number of donors. It was the product of a two-day strategic workshop held with the CRD executive, and extensive support over a two-month period.

Activities of interest to Pact in this work plan are associated with the development and communication of the basic principles of the CRD, the decision making mechanisms within the SRD process and the mechanisms for information and representation among the 38 communes and 8 zones that make up the region and compose the CRD. These activities are expected to lead to an improved consultative process and to the institutionalization of this process beyond the completion of the SRD. Pact has provided support in organizational development and communications to the CRD to this end throughout the year.

Results are mixed but encouraging. One of the challenges of this year was to make the CRD a reality in the field, grounding the *paper result* – the SRD – in a *field result*. This required that all ongoing projects recognize the existence of the CRD and of the SRD process, and adopt an approach and method coherent with that of the CRD. The 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. Pact facilitated the development of a common method for programming and planning actions between all entities present in the Anosy. The method was unanimously adopted and now serves as a strong tool to reach a durable coordination of development activities over time.

The CRD harbors a conflict of persons over the basic orientation of development, between conservation and development. Although the underlying conflict between the two orientations is largely imaginary, durable mistrust exists, weakening the CRD as a vehicle of open dialogue. (This was to be expected and does not put Pact support to the CRD into question.) Moreover, support for the planning process is somewhat bipolar, creating a risk of unbalance in end product. Much attention is given to mining (Qit Madagascar Minerals – QMM) and environment (USAID) as opposed to other sectors for which there is no significant support to the process. Most of the information collected comes from the Fort-Dauphin *sous-préfecture* as opposed to the Amboasary *sous-préfecture*. This may weaken the perceived legitimacy of the SRD in Amboasary.

To offset this situation, Pact has proposed to develop an institutional relationship between the CRD and the regional Working Group on Rural Development (GTDR). This should have the effect of injecting new information and issues into the process, opening the CRD to the institutional relationships it has not managed to develop properly, and contributing to a more balanced end-product. CRD and GTDR officials concurred in December.

Strategically, from the perspective of fostering regional coherence amidst sometimes competing donor and ministry agendas, striking a solid institutional arrangement between CRD and GTDR (PADR) – both of which are backed by the World Bank – is of prime importance. Pact expects an institutional agreement between CRD and GTDR to be finalized and Pact technical support to the GTDR to begin in the first quarter of 2001. Pact has also strengthened links between technicians of Fort-Dauphin and Amboasary in information collection and analysis, improving the regional balance between North and South.

The CRD is of cross-sectoral importance to USAID. It represents a valuable tool for the integration of environmental concerns into development perspectives. The CRD is supported by USAID through Ilo and through the Environmental Management Support Project (PAGE) and Miray program.

Pact has produced an organizational evaluation of the CRD process in November, and has been soliciting written CRD comment since. The evaluation will be published with or without CRD comment in early 2001. Pact has also been reinforcing the communications capacity of the CRD, through training and mentoring of a CRD information officer.

2.3.1.2 Linking regional realities to national policies and economic analysis

The CTFar has identified the issue of the Antaranbiby water source as a priority issue for the Faritany and has made a request to INSTAT for a study on the economic impact of the current water shortages and a cost/benefit analysis of forestry exploitation vs. the impacts of water shortage on rice production. INSTAT and Cornell have answered favorably and the study will be carried out in 2001.

This is a first example of collaboration between national and regional levels on setting the research agenda. Increasingly, regional issues and priorities will have impact on national research agendas as INSTAT becomes more sensitive to the opportunity for its regional offices – and central office – to become more actively involved in a regionally-driven regional economic analysis program. Pact and Cornell hope that with the increased regional capacity to produce economic analysis and manage information, ministries and projects will develop an interest in collaboration with the regional level in conducting research and analysis.

2.3.2

Intermediate Result 3:

Issues from the grass-roots percolate up to regional and national debate

One marked difference between the Rary and Ilo projects is scope. While under the Participation & Poverty (Rary) project, Pact was successful in creating new dynamism between civil society and decision makers through the resolution of a number of local issues, Ilo is determined to do the same with a regional scope. While the issues, actors and institutions become much more difficult to manage at a regional level, Pact feels that working on that level is essential to establish concrete links between governance and durable development. Issues and participation that impact on the organization of development happen foremost at a regional level.

Three major regional issues have come to the forefront in 2000, in addition to continued involvement by civil society in issues identified under Participation & Poverty: regional water supply in Fianarantsoa, the Fianarantsoa - Cote-Est Railroad and the rights of traditional fishermen in Mahajanga.

The Antaranbiby Water Issue

Twenty-six kilometers East of the city of Fianarantsoa lies a freshwater reservoir fed by natural springs. The reservoir supplies 75% of the city's drinking water and irrigates hundreds of hectares of rice fields covering 5 communes. Water levels have been declining for years due to deforestation of surrounding hills of the Mandaratsy pine plantation. Only 12 springs now feed the reservoir, from an original 30. This deforestation is due to slash and burn activities and to the commercial exploitation of the forest, under management by the Water and Forests Ministry (MEF). Certain neighborhoods in the city are almost without water at certain hours of the day. Local peasants say their rice production is down 25% due to a decline in water availability.

The MEF has only one agent to cover 3700 ha. The public utilities company (Jirama) only controls 200 meters around the lake and no longer insures basic maintenance of canals. Neither institution communicates on the issue. Loggers are not aware nor demonstrate interest in the reservoir. Regional consultative committees and environmental projects have not as of yet identified the reservoir as a priority.

The issue came into public attention in September after two regional NGOs researched the issue with support from Pact beginning in June. The Information Coach helped the NGOs prepare and animate a public forum on

the issue in the CEDII. As a result of the forum, 3 new civil society organizations joined the NGOs to form a coalition. The coalition organized a visit of the reservoir with officials of the public utility in September, and developed the workings of the new coalition in October. Pact assisted in the coalition in a strategic exercise to plan advocacy actions for 2001, also in October.

Pact views this issue as paramount to the well-being of peasants and city dwellers in the future. It is also a strategic issue linking the interest of city dwellers (decision makers) with those of rural communities. Water will increasingly be at issue for Fianarantsoa as deforestation continues to progress in the Corridor. The Antaranbity Water Source issue is an issue that can bring citizens and groups throughout the region to realize the economic and social impact of water availability in the region, and mobilize to reverse the current trend. Treatment of this issue can serve as a testing ground for addressing similar problems in Fort-Dauphin and Diego, where water levels are in sharp decline due to deforestation around protected areas.

The Fianarantsoa - Côte-Est (FCE) Railroad

The FCE runs from the city of Fianarantsoa through the Corridor, down the Eastern cliff and through rolling hills to Manakara on the Est Coast. For 100,000 people, it is the only way to sell fruit and coffee and purchase rice grown on the High Plateaus and on the coastal areas. The railroad has suffered for many years as a part of the national rail network and is now in a state of advanced disrepair. A minimum of \$8 million is necessary to revamp the line and privatize its operation. The World Bank has evaluated the Railroad to be economically unprofitable.

USAID, through the CAP and LDI projects, has championed investments to insure that the railroad is successfully privatized and that rail service is insured. Working-in social and environmental factors, a recent study by the PAGE environmental project (USAID) has determined investments to renovate the railroad to be overall profitable for the region. Should the railroad be shut down, many actors including USAID expect levels of economic activity in the region to tumble down to subsistence levels. Peasants now making their living from the sale of fruit and coffee would turn to rice culture to survive. This trend would cause considerable environmental damage, and accelerate deforestation in the Corridor, which acts as the region's water reservoir.

As reported above, under result 5, LDI and Pact have joined in a common effort to ensure that the railroad is renovated and successfully privatized. From Pact's point of view, the FCE is a driving issue that can lead to new forms of mobilization and organization for development of the region.

This region, spread between the cities of Fianarantsoa and Manakara –in which city the port is also slated for privatization – has significant economic potential. The creation of a union of communes provides an exciting opportunity to develop a common vision amongst actors as well as local and regional tools for the management of the region.

Fishing Rights for Traditional Fishermen

Traditional fishermen who line the Mahajanga Coast North and South of the capital are facing dwindling resources. Each day they must go further from the coast to catch fish, increasing the loss of life and equipment. One of the reasons seems to be an increase in the number of commercial fishing boats and licenses, both industrial and artisan. Many industrial vessels violate the two-mile area reserved for traditional and artisan fishing. And many artisan vessels violate limitations on engine size and nets.

Fisheries, including shrimp farming in Mahajanga is a lucrative, heavyweight sector that generates personal fortunes as well as being the leading source of currency for the State. Recently, industrial leaders of the field reported a worrisome drop in catches, sending alarm signals throughout the community. Several donors are investing in the sector, in surveillance of coastline, in structuring the sector and in monitoring the resource. Little attention has been paid, though, to traditional fishermen, with the exception of the GTZ, who supplied fishing communities with better nets and assorted equipment. Communities subsequently fell prey to a well known politician/industrial operator, who made loans in the low-catch season, at a time when they could not repay, only to take away their fishing nets away as « collateral ».

This regional issue is a delicate one. Fisheries generate a lot of money and thus attract many politicians at the highest levels of the State, as well as foreign interests with important national fleets. Yet, as the big time players – private operators, donors and projects, public administrations – are investing increasingly to organize the sector, Pact feels it is important to help traditional groups to have their voices heard and raise their issues onto the table. Expected results, beyond an improvement in the conditions of traditional fishermen over time, include a contribution to increased and improved debate over fish stocks and the management of the resource.

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.

The issue of provincial autonomy

Pact has chosen not to invest heavily in the issue of provincial autonomy. Too many factors are not yet clear enough to assess the coming two years. In the months preceding the election of provincial councilors, Pact supported regional organizations and coalitions to generate better understanding over the current situation of the autonomous provinces through public fora, as well as debate the current state of democracy, in both Fianarantsoa and Mahajanga. Pact also hired a consultant to evaluate the risks and opportunities brought about by the creation of the autonomous provinces on Ilo's objectives.

2.3.3 Intermediate Result 4: Objective, Quality Information has greater weight in decision making

This result stems in good part from results 4 and 5. Beyond activities carried out under these results, Pact provided support to INSTAT in launching the Economic Research and Policy Group (ERPG). The ERPG is a consultative group of hand-picked high-level personalities that will assist INSTAT in identifying important issues in poverty reduction. Those issues will help to orient future studies and analysis by INSTAT and indicate opportunities for mobilization and dialogue, to be carried out by Pact.

Pact worked with Cornell and INSTAT throughout the year to develop the ERPG and select and mobilize its members. The first meeting of the ERPG is scheduled for January 8, 2001. The first issue is expected to be identified in February.

Pact also provided technical support to INSTAT in the organization of 5 half-day workshops, one for each analytical study. This is part of Pact 's support to INSTAT's dissemination department in improving dissemination and increasing the impact of economic analysis on decision making.

2.3.4 Results according to the ME&R plan

Result 6 :

Improved dialogue between actors on key policy issues

Intermediate Result 1: Economic issues are better grounded in the field, nationally and in the regions

Indicator :

Number of issues for which regional input was included in issue papers to be debated nationally

Target for 2000 : 1

Result : 1

The Fianarantsoa – Côte-Est issue was the subject of an intensive communications campaign through the national and regional press and electronic media. This propelled the issue onto the national stage at a critical moment when decisions were made as to the future of the railroad, between options of dismemberment and public reinvestment. Thus input from regional actors, mobilized within the ADIFCE and the OPCI rose to national debate.

Intermediate Result 2: There is an increase in quality regional information and debate

Indicator :

Overall number of regional fora in which key issues were debated publicly

Target for 2000 : 2

Result : 4

Fora was initiated by regional actors on the following themes :
Antarabiby water source, urban water management, transport, and sexual tourism.

Intermediate Result 3: Issues from the grass roots percolate up to regional and national debate
Indicator :
Number of regional issues included in national debate
Target for 2000 : 0
Result : 0

Intermediate Result 4: Objective, quality information has greater relative weight in decision making
Indicator :
Number of national-level issues for which Issue Papers and issue marketing campaigns were used
Target for 2000 : 1
Result : 0
Delays in the creation of the Economic Research and Policy Group (ERPG) at INSTAT have set back issue identification to early 2001.

3. Indicators of performance

Pact included in its 2000 work plan a series of performance indicators, drawn from the Pact proposal. Included was a single *key indicator* for USAID R4 reporting. The indicators and performance monitoring plan for Ilo was designed under the assumption that the USAID performance monitoring system for this activity had been adjusted to fit the calendar year. Thus the ME&R results presented under Results 4, 5 and 6 run from March to December 2000.

We understand that USAID is now reassessing the opportunity of reporting performance according to the calendar year as opposed to the fiscal year. We wish to request written notification from USAID as to the official monitoring period for Ilo – along the calendar or fiscal year –as this will modify current results reporting. Reporting on *the key indicator* for USAID R4 reporting will be submitted to USAID promptly, as soon as this matter is resolved.

ANNEX A

Members of the Fianarantsoa CEDII

Agence de Communication AGECO
ALJM-INTERMEDIAS
AMAS
ANGAP
ASSOCIATION IDENTITE ET DEVELOPPEMENT ECONOMIQUE (IDEE)
Association Miray pour le développement
ASSURANCES
CATHOLIC RELIEF SERVICE (CRS)
CCCE
CEDAR
Centre d'Information et de Documentation Scientifique et Technique (CIDST)
Centre de Recherche de l'Université de Fianarantsoa (DARP)
Chambre de Commerce
Club des Cadres et Intellectuels du Sud Est (CCISE)
Comité de Réflexion sur la Compétitivité (CRC)
COMITÉ RÉGIONAL DE L'INDUSTRIE / CRI
COMMUNE URBAINE DE FIANARANTSOA
DELC
DIR PRIVATISATION
Direction du développement de la Province Autonome (DDPA)
DIRIA
DIRTO
FAMI
FEDERATION RÉGIONALE UNION NATIONALE DES ASSOCIATIONS CIVILES
FFF MALAGASY MAHOMBY
Fikambanan'ny Mpitsabo Miasa eto Fianarantsoa (FMMF)
INSTAT
JIRAMA
KMF CNOE
LDI
MICET
MIN EAUX ET FORÊTS
MIN POPULATION
Mpitatitra Miara-dia eto Fianarantsoa (MMDF)
ONG FONDATION MIEZAKA
ONG Miamivoy
RADIO PUISSANCE
Reseau d'information Régional (RIR)
SAHA
SEECALINE

ANNEX B

Members of the Espace pour la Promotion de l'Information

CIDST
FID
CINU
KMF/CNOE
FASP
Bibliothèque universitaire
FOFIFA
Intermédiás
Hery Miray
PRIDE
Aina - CRS
Maison de la culture
AGERAS•INSTAT
Enfant du monde / Droit de l 'homme•CEDAR
Nouveaux membres pressentisSEECALINE
ARIF
ANAE
ALLIANCE FRANCAISE
Opérateurs économiques:
Bioculture
Association de la Chambre
de commerce
A solliciter pour l 'EPI
Mairies•Structures de concertation
Autres Organisation de la Société Civile (FISA, JCE)
Autres groupements d 'opérateurs économiques et MEC
Personnalités

ANNEX C

Members of the ERPG

Collège GRPE

Randriamampionona Lalao
Présidente de F3CM (Comité de Concertation et de Coordination des Associations et ONG/Femmes de Madagascar) - Conseillère à la Primature

Raharijaona Henri: retraité
Président de la Fédération Nationale des Associations pour la sauvegarde et la protection de l'enfance et de la jeunesse - Chancelier de l'Académie Nationale des Arts, des Lettres et des Sciences

Ranaivoson David
Secrétaire Général de SAFF/FJKM

Ramaroharinosy William
Secrétaire Général de FIKRIFAMA

Andriamandranto Ralison
Directeur Ressources Humaines et de la Communication du groupe UNIMA

Velompanahy Aristide
Enseignant à l'Université, ex- DG du Cresed

Razafitombo Léon
Commissaire Général au Développement Intégré du Sud