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**Annual Report FY 2005**

# MISONGA

Managing Information and Strengthening Organizations  
for Networked Governance Approaches

Submitted to USAID/Madagascar  
Good Governance Program in Madagascar  
Cooperative Agreement n° 687-A-00-04-00134-00

Submitted by Pact, Inc.  
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**LIST OF ACRONYMS**

<b>AFEMM:</b>	Association des Femmes Elues Maires de Madagascar
<b>AFDE:</b>	Association des Femmes pour le Développement et l'Environnement
<b>AID:</b>	Agro Initiative pour le Développement
<b>ALT:</b>	Andrew Lees Trust
<b>AMI:</b>	Appel à la Manifestation d'Intérêt
<b>ARSIE:</b>	Association Réseau Système d'Information Environnemental
<b>ASOS:</b>	Action Santé Organisation Secours
<b>ATW:</b>	Around the World Consultants
<b>BAMEX:</b>	Business And Market Expansion
<b>BIANCO:</b>	Bureau Indépendant Anti-Corruption
<b>BIT:</b>	Bureau International du Travail
<b>CAMM:</b>	Chambre d'Arbitrage et de Médiation de Madagascar
<b>CCD:</b>	Comité Communal de Développement
<b>CDEG:</b>	Cellule de Développement de l'E-Governance
<b>CEDII:</b>	Centre d'Echange et de Documentation Inter-Institutionnel
<b>CITE:</b>	Centre d'Information Technique et Economique
<b>CMP:</b>	Comité Multi-local de Planification
<b>COP:</b>	Chief Of Party
<b>CORDAL:</b>	Comité Régional de Développement Alaotra
<b>CPAC:</b>	Chaîne Pénale Anti-Corruption
<b>CPI:</b>	Corruption Perception Index
<b>CRD:</b>	Comité Régional de Développement
<b>CRS:</b>	Catholic Relief Services
<b>CSLCC:</b>	Conseil Supérieur de Lutte Contre la Corruption
<b>CSO:</b>	Civil Society Organization
<b>DG:</b>	Democracy and Governance
<b>DBMS:</b>	Data Base Management System (SGDB)
<b>DSI:</b>	Département de Système d'Information
<b>EKA:</b>	<i>Ezaka Kopia ho an' ny Ankizy</i> – Projet de réhabilitation de l'enregistrement des naissances
<b>ERI:</b>	Eco-Regional Initiatives
<b>EU:</b>	European Union
<b>FAMAK:</b>	<i>Fanohitra Miady Amin'ny Kolikoly</i> - Coalition de la Société Civile de la Lutte Contre la Corruption
<b>FES:</b>	Friedrich Ebert Stiftung
<b>FIANTSO:</b>	Fikambanana Andrin'ny Tambazotra sy ny Olom-pirenena - Support to Citizen Networking
<b>FM:</b>	Frequency Modulation
<b>FTM:</b>	Foibe Taontsaranin' i Madagasikara
<b>FY:</b>	Fiscal Year
<b>GDA:</b>	Global Development Alliance
<b>GIS:</b>	Geographical Information System
<b>GOM:</b>	Government of Madagascar
<b>GRET:</b>	Groupe de Recherche et d'Echanges Technologiques
<b>GTDR:</b>	Groupement des Travailleurs pour le Développement Rural

<b>ICT:</b>	Information and Communication Technology
<b>IEC:</b>	Information, Education et Communication
<b>IP:</b>	Internet Protocol
<b>IR:</b>	Intermediate Result
<b>IRD:</b>	Institut de Recherche pour le Développement
<b>IRG:</b>	International Resources Group
<b>IT:</b>	Information Technology
<b>LARO:</b>	Linking Players for Regional Opportunities
<b>MATEZA:</b>	<i>Malagasy Teknisiana mivondrona ho Aro sy tezan'I Zahamena Arin'ny Ala Atsinanana</i> – Association of technicians for the protection of Zahamena Corridor
<b>M&amp;E:</b>	Monitoring and Evaluation
<b>MCA:</b>	Millennium Challenge Account
<b>MDAT:</b>	Ministère de la décentralisation et de l'Aménagement du Territoire
<b>MIARO:</b>	Maintaining Biological Integrity Critical Biodiversity Habitats
<b>MIS:</b>	Multi-Sector Information Service
<b>MISONGA:</b>	Managing Information and Strengthening Organizations for Networked Governance Approaches
<b>MIRA:</b>	Ministère de l'Intérieur et de la Réforme Administrative
<b>MOT:</b>	Ministry of Telecommunication
<b>MOU:</b>	Memorandum Of Understanding
<b>NGO:</b>	Non-Governmental Organization
<b>NTIC:</b>	New Technology of Information and Communication
<b>ONE:</b>	Office National de l'Environnement
<b>OPCI:</b>	Organisme Public de Coopération Intercommunale
<b>PCD:</b>	Plan Communal de Développement
<b>PlaCAZ:</b>	Plate forme Corridor Ankeniheny Zahamena
<b>PMP:</b>	Performance Monitoring Plan
<b>PNUD:</b>	Programme des Nations Unies pour le Développement
<b>PRI:</b>	Programme Régional d'Investissement
<b>QIP:</b>	Question d'Intérêt Public
<b>QMM:</b>	Qit Minerals Madagascar
<b>RLIC:</b>	Regional Learning Information Center
<b>RFA:</b>	Request For Application
<b>SAHA:</b>	<i>Sehatr'Asa Hampandrosoana ny eny Ambanivohitra</i> – Swiss Cooperation
<b>SAPM:</b>	Système des Aires Protégées de Madagascar
<b>SDR:</b>	Schéma de Développement Régional
<b>SNI:</b>	Système National d'Intégrité
<b>SO:</b>	Strategic Objective
<b>TI:</b>	Transparency International
<b>TVM:</b>	Televiziona Malagasy
<b>UGIR:</b>	Unité de Gestion d'Information Régionale
<b>UNPD:</b>	United Nations Program for Development
<b>USAID:</b>	United States Agency for International Development
<b>USFS:</b>	United States Forest Service
<b>WiFi:</b>	Wireless Fidelity
<b>WLR:</b>	Women Legal Rights Initiative

**Cooperative Agreement # 687-A-00-04-00134-00**

**Pact Inc and Catholic Relief Services Madagascar**

**Project Title:  
Managing Information and Strengthening Organisations for  
Networked Governance Approaches  
(MISONGA)**

**Period Covered by Report:  
October 1<sup>st</sup>, 2004 – September 30, 2005**

**Annual Report**

## I. PROJECT DESCRIPTION

MISONGA (Managing Information and Strengthening Organizations for Networked Governance Approaches) is a USAID designed program to strengthen D&G in targeted zones. Pact Inc. and CRS are the partners of USAID in implementing MISONGA, through a Cooperative Agreement. In May 2004, Pact Inc. and Catholic Relief Services (CRS) Madagascar began to jointly implement the MISONGA Program. This Program aims to promote good governance and democracy throughout key, targeted areas of Madagascar. The total cost of the project is US \$8.2 million.

The MISONGA project has four main objectives:

- 1) **To promote a deeper and stronger civil society** by strengthening the capacity of civil society organizations (CSOs). For this objective, MISONGA will work with a minimum of 50 CSOs throughout the course of the project, and will support these CSOs by providing technical support in the areas of institutional development, organizational development, advocacy, financial management, and strategic management.
- 2) **To improve information flow** between the citizenry and government and all stakeholders for development. This objective aims to promote a Multi-sectoral Information System (MIS), Regional Learning Information Centers (RLICS), Rural Radios and ICTs (e.g., the Internet, Wireless Fidelity Technology, etc).
- 3) **To improve government responsiveness** by addressing the needs and concerns of citizens. Using CSOs as arbitrators, this objective will provide technical assistance to various government actors at the national, regional, and local levels, and will help bridge the gap between citizens and government.
- 4) **To reduce the level of corruption** by focusing efforts at the local and regional levels, in close coordination with national level organizations such as the Conseil Supérieur de Lutte Contre la Corruption (CSLCC), and Bureau Independent de Lutte Contre la Corruption (BIANCO) and Transparency International.

The MISONGA program focused on **Multi-level governance approaches**, fostering linkages from the national to the local level.

**At the national level** MISONGA promotes a transparent knowledge-based decision-making environment where CSOs collaborate with the government and donors to develop and implement policies across sectors.

**At the regional level** MISONGA interventions target communes that are members of regional development committees (CRDs) or communal unions (OPCI) fostering intercommunal linkages. Collaborating on common multi-sectoral issues such as reforestation, health services, and watershed management strengthens regional governance capacity.

**At the local level** MISONGA works with three entities, communes, community development committees, and communal executive committees, to improve the dynamics and linkages among them. Capacity building will focus on establishing local development plans that can be integrated into regional development strategies.

**Five main cross-cutting** themes are integrated throughout the MISONGA program: anti-corruption, women's legal rights, ICT development, health, environment, and agriculture. These issues are of the highest priority within Madagascar, and are closely linked to good governance.

**Gender and Women's Legal Rights:** MISONGA works with other organizations active in the protection of women's legal rights, to support the implementation of education campaigns to raise awareness and change behavior, and assist the government to reform legislation and enforce laws already in place. MISONGA also works to raise the awareness within civil society by strengthening associations that advocate for women's rights.

**Information Communication and Technology:** MISONGA conducts program activities in collaboration with other donor and ICT development actors where appropriate. Through activities under IR 2, the program intends to improve information flows to and from government ministries, civil society, and other development actors.

**Natural Resource Management:** The MISONGA team works closely with civil society groups to ensure strong advocacy for appropriate natural resource management. MISONGA also teaches them on how to use data to convince decision makers and political leaders to pass laws as well as to reinforce existing procedures. Under IR 3, the MISONGA team works in partnership with SO6 to support legal reform to prevent the unsustainable use of resources. MISONGA activities to support advocacy efforts by civil society and promote environmental legislation are therefore not only complementary to but also greatly contribute to the intermediate results of SO6.

**Health:** The MISONGA team brings national and international experience to fight the spread of HIV/AIDS in Madagascar. MISONGA promotes civil society strengthening by increasing the flow of information on health practices, behaviors, and better service delivery. MISONGA will also strengthen the GOM's capacity to collect and utilize information for improved management of new health programs and to plan more efficiently for ongoing activities such as vaccination programs that aim to achieve greater regional and national coverage. Specific activities will be closely coordinated and planned with the contractor under SO5 and the HPN team at USAID/Madagascar Mission.

**Agriculture and rural development:** MISONGA also supports national and regional level government authorities in order improve the regulatory environment, including trade policies and legal reform, which should enable greater economic growth. Greater sharing of information through activities proposed under IR 2 and the use of this information for better decision making will help leaders introduce new legislation to support a favorable environment for investment and will enhance public advocacy skills. MISONGA will collaborate with the SO7 partners to improve agricultural productivity, expand markets, and strengthen the agribusiness sector.

This is the second annual report for the MISONGA project and covers activities from October 1<sup>st</sup>, 2004 to 30 September 2005.

## II. FOREWORD

### What is Good Governance?

Good governance is an expression much used in Madagascar these days. Everyone agrees it is good and wants it to happen. What does it mean? How does it look when it's happening? The story below is one illustration of good governance.

*Mrs Tsarafanaha leaves her house early in the morning to go to the local district office to renew her national identity card. While waiting, she reads the notices on the wall: she verifies that she has the correct documents needed to renew her ID card, she reads the minutes from the last district council meeting and sees that construction on a new health center in her mother's village (which is a day away from the nearest health services) has already begun; she also sees that the commune's youth commission is making a presentation at the Regional Commission in two days (her son, the secretary of the youth commission forgot to tell her about that.). When it is her turn, the clerk greets her with a smile and reviews her forms. He calls up her file on the computer, verifies the information, enters the new data, and hands her a receipt. She makes an appointment to return early the next morning to pick up her new ID card.*

*On her way to work, she runs into her neighbor, Mrs. Tsikysoa, the leader of Fara Vehivavy, a woman's association, who excitedly tells her that the mayor just signed the decree granting partners in common law marriages the same rights as those in legal marriages – something her association has been fighting for years.*

*Mrs. Tsarafanaha arrives at work at the local agricultural office and prepares the documents for the Director's presentation to the Regional Commission. The maps show the latest data on land use and note that there is some unused, available land that would be good for rice farming, which would relieve the pressure on existing land and the precious forests. To encourage farmers to grow rice out there, the roads will need to be improved. This would probably mean that the road to the Mayor's village would have to wait, but the community and the mayor are aware of the real priorities. If the mayor insists on building the road to his village, it will not look good for him, and he will be investigated. Fortunately, there are other good candidates from other political parties, and if he doesn't perform properly, he might be replaced at the next election.*

*At the end of the day, Mrs. Tsarafanaha returns home to find her husband listening to the radio with a friend. A reporter is revealing the results of his investigation into the collapse of the road in the north. Apparently, there was some shady business among the engineers that were supposed to be independently verifying the work. Thanks to the reporter's work, the government has started its own investigation and may blacklist both companies. Mrs. Tsarafanaha, her husband and their friend tell their older son how much things have changed; the corruption that used to exist, how it would take weeks to get your ID card, and how no one dared to question the government. Their son finds it hard to believe things were ever that bad and thinks his parents are exaggerating again.*

This represents a very simple vision of "good governance" where common citizens are informed of and benefit from adequate social services, where local administration is responsive, and where rural development and natural resource management offer good living conditions. Confidence in the government by the population is critical to achieve this vision, as well as a stable democracy ruled by law, respectful of procedures, and fearful of the consequences of wrongdoing. This confidence should be earned, not given.

The MISONGA team is fully engaged with the people and the government of Madagascar to promote a good governance framework that promotes stronger civil society, improves government responsiveness, reduces corruption and improves information flow.

### III. EXECUTIVE SUMMARY

In 2004 MISONGA's baseline study showed that only 4.6% of the people interviewed in MISONGA target zones were satisfied with government services. This dissatisfaction focused on bureaucratic issues: poor relations between administrators and those they serve, lack of resources, lack of transparency, the attitude of government civil servants more interested in their self promotion than in serving the people.

How does one restore confidence in government? Confidence in government is critical to having a stable democracy, functioning under the rule of law, respectful of procedures, and fearful of the consequences of wrongdoing. Confidence in government is earned, not casually given. In Madagascar, the wheels of a heavy and complicated administrative structure, rusted by decades of poor management, turn slowly, despite a shared vision for change among leaders. In this context, how does one begin to restore confidence in government? Does one oil the rusty wheels so they move for a while and then collapse, or does one rebuild the axle so it is strong at the core? USAID, through its MISONGA project, has chosen to contribute to rebuilding the axle.

But how? **Strengthening civil society organizations** so that they are able to advocate for change and participate in decision-making processes at all levels is critical. Information must be managed in a way that supports and informs citizen action. The dissemination of objective information through non-partisan media is also an important element in ensuring more effective participation and greater impact from citizen initiatives. This kind of **information flow** is also important in creating a healthy link between the government and its citizens, allowing for effective **responsiveness** on both sides.

Each of the aforementioned concepts must be well integrated so as to produce a significant impact.

**Fighting corruption** is also very important for restoring faith in government. Computerizing voter lists will reduce opportunities for corruption at election time but we must also increase the role that civil society can continuously play in monitoring and representing communities. We must bring government closer to the people by shifting decision-making to local levels and teaching local officials to seek community participation. We must help promote participatory processes that increase transparency and provide people with better access to information about government actions. By supporting government efforts to decentralize services, more control will be placed in the hands of local people, making it easier for them to keep track of what the government is doing. Improving journalistic techniques in investigative journalism and program development will improve the quality of information available to the people.

MISONGA has made significant progress towards its objectives during the first 17 months of the program. This summary is designed to help the reader quickly grasp the essential achievements and their significance in moving the country closer to the vision described above. This annual report summarizes results and achievements as well as challenges and opportunities for the fiscal year 2005.

MISONGA operates through grant making to partners who meet strict selection criteria and who agree to a Memorandum of Understanding. Two categories of grants are available; one dedicated to CSOs, and one for government partners. Some activities are subcontracted, especially those which require specific technical expertise. This approach has allowed MISONGA to achieve rapid results, such as completing the baseline study and the revitalization of Regional Learning and Information

Centers, such as the CEDII in Fianarantsoa. MISONGA staff closely monitors the grants to ensure they are being well managed and that they are used for the intended purposes.

USAID, through MISONGA, has awarded 71 grants/ contracts totaling over \$1.3 million to support institutions and organizations that have demonstrated the will to strengthen democracy and governance in Madagascar. 46 grants totaling \$520,815.78 were awarded to health, environmental and other organizations to design and implement advocacy projects. Governance in the health sector benefited from 3 grants worth \$80,000. They include maternal/child health and information systems.

The European Union, Swiss InterCooperation, UNDP and World Bank have all pledged to support the Ministry of Interior's efforts to modernize its departments and provide efficient and quality services. MISONGA helped the Ministry to set up a business plan and to transform it into projects proposed to donors.

6 grants worth over \$90,615 have been awarded for projects to improve governance in the natural resource management sector. They include awareness about protecting the environment, information systems, sharing information, and e-governance.

5 grants were made to anti-corruption institutions, and financial support was given to other CSOs and government structures that contribute to anti-corruption strategies. They include mechanisms for citizen participation, information, e-governance, and outreach activities. The total funds awarded for anti-corruption activities totals \$687,048. The president's office is benefiting from \$300,000 to create and

institute Madagascar's first legal framework for e-governance. The creation of a new government portal is included in this grant. Added to these two aspects, MISONGA agreed to support three pilot sites, which aim to link 3 regions to the central government through intra and Internet services.

MISONGA has leveraged \$57,016 from other funding organizations such as UNDP, the Swiss Embassy, the European Union, the Ministry of Decentralization and others. While MISONGA's budget is significant, the needs are great and only 17 months into the project, requests for services and support are already increasing. This is a testament to the need for and value of MISONGA's program. Fortunately, other funders are also interested in supporting democracy and governance and thanks to excellent relationships with these funders, MISONGA was able to leverage other funds for some activities. This gives MISONGA the flexibility to use USAID funds where they can have the greatest impact. In addition to the benefits of leveraging funds, a common use of funds allowed other partners and MISONGA to work together in a complementary manner instead of overlapping.

12 MISONGA staff are stationed. The staff offers training and technical assistance, as many of the activities undertaken by partners are new to the people implementing them. In fact, some are already working hand-in-hand with partners in some cases. (e.g. Voahangy Raharimanana is working with the Ministry of the Interior to help them organize outside support, Moise Rakotomalala visits a women's group on a weekly basis in Ambovombe). The goal is to build the capacity of partner organizations and institutions so that they will eventually be able to take over the role currently performed by MISONGA technical staff. We are realistic about the time it takes for such changes to happen and anticipate continuing this strategy for at least the next year, recognizing that the specific duration will vary with partners.

Here are some of the major achievements of the MISONGA program:

- The first ever national coalition of civil society organizations (*Plateforme des CSO's*) in Madagascar was created on June 23, 2005. The next step should be to help the new coalition solidify its base with outreach and further integration of its diverse members. Staff of the newly formed coalition are conducting an inventory and setting up a database of CSO's in Madagascar, organized by sector and region. MISONGA will now encourage the national coalition to create regional coalitions in each of the 22 Regions. MISONGA will focus on 11 of these while PNUD will concentrate on the remaining 11. As mentioned later on in this report, MISONGA has already started to support this coalition to strengthen its branch in Fianarantsoa.
- The Anosy Regional Development Committee (CRD) was successful in its advocacy campaign due in part to coaching and a series of training on advocacy techniques by MISONGA. Their Regional Public Investment Program has been accepted by the government and will be included in and funded through the country budget law.
- 135 mayors, 26 other commune leaders and 66 regional executives in the 3 priority regions know how to manage their communes and regions after intensive training in leadership, management, and conflict management.
- MISONGA, UNICEF, and SantéNet, in coordination with the Ministry of Population, collaborated in 7 communes in the Anosy region on a pilot project to systematize birth registration and family certification.
- Several major decisions that gear Regions towards effective decentralization and integrated development were made possible thanks to participatory mechanisms strengthened by MISONGA. Overall, the project has assisted 9 Regions in creating effective regional development plans. For example, in the Anosy Region, the 14 proposed protected areas selected by the Regional Development Committee have been accepted by the regional authorities.
- 24 department managers at the Ministry of the Interior are accountable for their results and have gained skills that will help them deliver effective public services.
- 25 journalists in rural radio have strengthened their skills in investigative journalism and 10 others in program production. Journalists in Madagascar often lack professional training and experience working in the public interest. Often, they are influenced by the personal views of station director. Due to an overwhelmingly positive response, MISONGA will continue its series of journalism trainings for these and 65 other journalists.
- A definitive plan for the Radio Corridor in Fianarantsoa has been adopted that will create a network of existing FM radios to promote objective and professional information distribution in the corridor.
- MISONGA contributed to the revitalization of the Centre d'Echange et de Documentation Inter-institutionnel (CEDII), one of the Regional Learning Information Centers (RLIC), in Fianarantsoa. The CEDII began in 2000 with support from USAID's ILO program.

- The first definitive legal document providing the political will and technical guidance for computerizing government has been prepared and is ready for approval by civil society, private sectors, and government.
- Seven (7) Multi-sector Information Services (MIS) have been set up in six targeted Regions. The main role of MIS is to provide technical support in order to promote a better use of information and knowledge in planning initiatives at the local, regional and national levels. It also satisfies developmental and coordination needs, and allows for follow-up and orientation of different interventions, projects, and programs at all levels. For MISONGA, the most important role of MIS is to facilitate the decision-making process. Several major decisions concerning critical regional issues have been made using the MIS that MISONGA has set up in 7 Regions in Madagascar.
- Results of in-depth studies of corruption in the tourism, industry and artisan sectors have guided the national anti-corruption strategy.
- The anti-corruption baseline survey that was conducted showed that corruption is pervasive. This survey allows decision-makers to better understand the depth and breadth of corruption, based on citizen perception, so as to orient their strategies. This information will also serve as a baseline to evaluate in 2006 the success and evolution of the national strategy, supported by MISONGA.
- PACT HQ's anti-corruption expert facilitated an intensive strategy session with MISONGA staff. This new strategy is critical for influencing its interventions with partners like CSLCC, BIANCO. This new strategy consists of building constituencies to fight state capture corruption by addressing access to information issues and strengthening the capacity of civil society, private sector and media capacities. For, FY 2006, focus will be to support CSLCC to set up the High Court of Justice.
- 40 CSOs from various fields, partnered with MISONGA, received training on anti-corruption education techniques from BIANCO. The National Communication Strategy for fighting Corruption was developed by BIANCO through a grant from MISONGA.
- 2 regional offices of BIANCO will be inaugurated before the end of 2005, with full support from MISONGA.

Complementary activities bringing the people and government closer together through civil society, e-governance, and improved services are moving forward. MISONGA will continue its activities in these areas and more.

**IV. KEY INDICATORS**

INTERVENTIONS	INDICATORS	Baseline Survey 2004	RESULTS ANALYSIS from October 2004 until Sept 2005				RESULTS ANALYSIS from May 2004 to Sept 2008	
			Target 2005	Achievements 2005	Difference 05	% Achievements / Target 2005	Target end project 2008	% Achievements / Target 2008
<b>IR 1: DEEPER AND STRONGER CIVIL SOCIETY</b>	<b># of targeted CSO mounting effective advocacy campaigns</b>	<b>0</b>	<b>5</b>	<b>23</b>	<b>+18</b>	<b>460,00%</b>	<b>45</b>	<b>51,11%</b>
	<b># of grants for effective Environmental advocacy campaigns</b>	<b>0</b>	<b>2</b>	<b>3</b>	<b>+1</b>	<b>150,00%</b>	<b>46</b>	<b>6,52%</b>
	<b># of targeted civil society organizations integrating gender approaches in their development and advocacy activities</b>	<b>4</b>	<b>8</b>	<b>2</b>	<b>-6</b>	<b>25,00%</b>	<b>47</b>	<b>4,26%</b>
Output 1.1. CSO Organizational and Institutional capacities are increased.	# targeted CSOs have improved their score according to institutional and organizational capacity indicators	0	10	NA			43	
Output 1.2. CSO Advocacy capacity is increased	# targeted CSOs will improve their score by 12 points, according to advocacy indicators	0	10	23 (*)			45	
Output 1.3. CSO networks and linkages are strengthened	% Of targeted CSOs participated in a particular network	0	3	3	0	100,00%	13	23,08%

INTERVENTIONS	INDICATORS	Baseline Survey 2004	RESULTS ANALYSIS from October 2004 until Sept 2005				RESULTS ANALYSIS from May 2004 to Sept 2008	
			Target 2005	Achievements 2005	Difference 2005	% Achievements / Target 05	Target end project 2008	% Achievements / Target 2008
Output 1.4. Applying Gender Lens in development and advocacy activities is improved	An increase of 20% in the number of women in decisive positions in the 43 CSOs and the Government (targeted region and key Ministries)	0	5%	NA			0,2	
<b>IR 2: INCREASE INFORMATION FLOW</b>	<b>% of targeted government counterparts and civil society organizations using MIS for decision - making.</b>	<b>3,50%</b>	<b>10%</b>	<b>10%</b>	<b>0</b>	<b>100,00%</b>	<b>30%</b>	<b>30%</b>
	<b># of squares kilometers covered by independent radio</b>	<b>44.934 (11.37%)</b>	<b>79.000 (20%)</b>	<b>67.600 (16.90%)</b>	<b>(11.400) - 3.1%</b>	<b>85,57%</b>	<b>200.000 (50%)</b>	<b>33,80%</b>
Outcome 2.1. % of targeted government counterparts and civil society organizations using MIS for decision-making.	Number of Partners using Multi-Sector Information in their decision-making	0	0	1	+1	20,00%	5	20,00%
	Number of region using Multi-Sector Information in their decision-making	0	10	6	-4	60,00%	10	60,00%
Output 2.2. Regional/rural actor's access to information is increased	% of the targeted population has access to information by the means of the media and the Regional Learning Information Centers	32,40%	-	47.40%	+15%	-	70%	67%
Output 2.3. Creation of a supportive Environment for ICT	% of the targeted population is using the ICT	3%	5%	NA	NA	NA	40%	NA

INTERVENTIONS	INDICATORS	Baseline Survey 2004	RESULTS ANALYSIS from October 2004 until Sept 2005				RESULTS ANALYSIS from May 2004 to Sept 2008	
			Target 2005	Difference 2005	% Achievements / Target 2005	Target end project 2008	% Achievements / Target 2008	% Achievements / Target 2008
<b>IR 3 :INCREASED GOVERNMENT RESPONSIVENESS</b>	<b># of major government decision taken per targeted region that incorporate input from participatory mechanisms</b>	4	5	5	0	100,00%	10	50,00%
	<b>% of population with improved access to prioritized social services</b>	53%	-	Process	-	-	11	-
	<b># of Regional development plans (PRD) incorporating environmental information/ dimension</b>	0	5	9	+4	180,00%	12	75,00%
	<b># of communal development plans (PCD) incorporating environmental information/ dimension</b>	0	20	12	-8	60,00%	13	92,31%
Output 3.1. Increase of Government management and outreach capacities	# target communes solicit participation of citizens at least three times per year		25	12	-13	48,00%	123	9,76%
Output: 3.2. Improvement of structures and mechanisms for citizen's participation	Increase % the number of participating citizens at structures and mechanisms	0	5,20%	NA	NA	NA	25%	NA

INTERVENTIONS	INDICATORS	Baseline Survey 2004	RESULTS ANALYSIS from October 2004 until Sept 2005				RESULTS ANALYSIS from May 2004 to Sept 2008	
			Target 2005	Achievements 2005	Difference 2005	% Achievements / Target 2005	Target end project 2008	% Achievements / Target 2008
Output 3.4. E-Government pilot project is implemented	The concept and tools for e-government are adopted and applied by 10% of governmental services		1	1	0	100,00%	5	20,00%
<b>IR4: LEVEL OF CORRUPTION IS REDUCED</b>	<b>% of citizens with increased knowledge about anti-corruption mechanisms</b>	<b>14,60%</b>	<b>20%</b>	<b>20%</b>	<b>0</b>	<b>100%</b>	<b>50%</b>	<b>40%</b>
	<b>Number of cases reported by CSOs through anti-corruption mechanisms</b>	<b>0</b>	<b>50</b>	<b>50</b>	<b>0</b>	<b>100%</b>	<b>200</b>	<b>25%</b>
	<b>Number of cases addressed by anti-corruption mechanisms</b>	<b>39</b>	<b>50</b>	<b>50</b>	<b>0</b>	<b>100%</b>	<b>100</b>	<b>50%</b>
Output 4.1. Public awareness about anti-corruption in targeted regions increased	# of citizens with increased knowledge of anti-corruption.	TBD	TBD					
Output 4.2. CSOs engaged in anti-corruption measures in targeted regions	# CSOs to report corruption cases through the anti-corruption mechanisms	TBD	TBD					
Output 4.3. Government responding to anti-corruption cases in targeted regions	# the government's responsiveness to corruption cases within MISONGA's targeted zones:	TBD	TBD					

## V. INTERMEDIATE RESULTS

### V. 1. INTERMEDIATE RESULT 1: DEEPER AND STRONGER CIVIL SOCIETY

**Objective 2005:** five (5) CSOs mounting effective advocacy campaign (effectiveness to be measured through Performance Management Plan) - Achieved

#### 1.1. Key achievements

##### **Twenty three (23) of targeted CSOs mounted effective advocacy campaigns**

MISONGA initially planned to support 5 civil society organizations in 2005. The decision was made, however, to support 23 organizations so as to give MISONGA the time necessary to support the CSOs in the long advocacy process. The technical support provided to these organizations allowed them to receive 15 points (out of 35) on the advocacy scale, defined in the Performance Management Plan advocacy index. In other words, the effectiveness of advocacy efforts attained the intermediate level foreseen for 2005, defined as being between 15 and 21 points.

From the 10 associations and coalitions with whom MISONGA intended to work in 2005, 48 CSOs were pre-selected to receive an organizational and institutional capacity evaluation. This evaluation is crucial for identifying important areas to strengthen in each organization, and is an essential step for successful advocacy.

CSOs benefited from training and coaching in institutional and organizational development. These activities successfully shifted the way of these organizations perceive change. Once content with building health centers, digging wells or other similar development projects, grassroots associations are now examining systemic issues around budgeting, laws, and administrative procedures to propose more influential solutions. [Fort Dauphin Health Association].

As advocacy is considered to be an important approach that allows CSOs to be active members of civil society, 23 CSOs were trained on the MISONGA advocacy techniques, as outlined in the CRS Advocacy Manual. Issues of public interest, advocacy subjects, advocacy strategies, and a plan for pursuing advocacy actions were identified by the CSOs through local community mobilization with the support of the MISONGA team and the research office.

##### **The new statute and the new structure of the Regional Development Committee of Anosy (Comité Régional de Développement d'Anosy-CRD) were adopted in August, 2005.**

For the Region of Anosy, the CRD is an essential structure that includes many local development actors. Financed by MISONGA, the CRD has contributed to the creation of a guide for Communal Development Plans (PCD) for the 64 communes in the Region, the coordination of meetings to promote the implementation of Communal Development Committees (CCD) at the community level, the elaboration of Regional Development Outline

(SDR) and a Regional Investment Plan (Schéma Régional d'Investissement--SRI) and the implementation of an information system and database.

Since the CRD is a platform for citizen participation and dialogue that brings together different regional actors such as CSOs, the private sector, and government services, it is included in IR1 and IR 3.

### **The First Regional Investment Program was adopted in the Anosy region and included in the Government Budget**

One of the most significant results of the successful participatory planning approach carried out by the CRD and the Region is the government's adoption of the Regional Public Investment Program proposed by Anosy region. This is the first time in Madagascar that a Regional Public Investment Program has been adopted and implemented. This was made possible due to the advocacy campaign carried out (in close collaboration with USAID/LARO GDA project) by the Regional Development Committee and other regional development actors directed towards the Government and the Ministry of Finance.

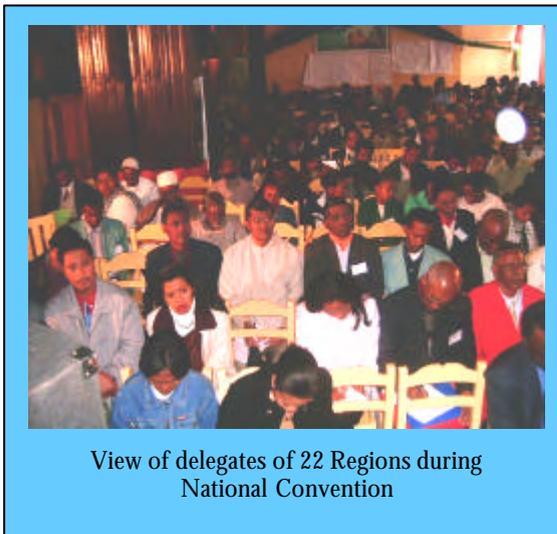
### **The PlaCAZ (Ankeniheny-Zahamena Forest Corridor Platform in Tamatave province) adopted more functional structure and statute**

With the collaboration of the members of the USAID Eco-regional Alliance, especially ERI and MIARO), the mission statement of PlaCAZ was redefined to better take into consideration the "Durban Vision" initiated by the President of Madagascar, the new protected areas system (SAPM), as well as key regional and local issues expressed by civil society and the private sector. The new statute, internal regulations and operating manual are now defined and will be operational once validated by the General Assembly in November 2005. The new structure includes a permanent secretary, supported by MISONGA, to manage administrative tasks, mobilize the platform members, and follow-up actions decided during meetings. The PlaCAZ allows local, regional, provincial and USAID Eco-Regional Alliance stakeholders to lead advocacy actions on environmental and general development issues around the Zahamena corridor.

### **The Multi-Local Planning Committee (CMP) is re-vitalized**

The CMP is an essential element of the MISONGA strategy since it is this structure that coordinates all activities related to Forest Corridor in the province of Fianarantsoa. The goal of MISONGA is to build the capacity of the CMP to lead advocacy actions on environmental and development issues considered important by the Regions of Haute Matsiatra and Amoron'I Mania. In close collaboration with the USAID Eco-regional Alliance, MISONGA provided technical and financial support to the CMP, which was able to update some Communal Development Plans (PCDs) and strengthen the capacities of Koloharena (environmental farmer's associations) with the collaboration of communes, inter-communal organizations (OPCIs), and the mobilization of various actors such as CSOs operating in the corridor.

## The Common Charter for Civil Society Organizations was adopted



View of delegates of 22 Regions during National Convention

On June 25, 2005, in Antananarivo, the « Plate-Forme Nationale de la Société Civile Malgache », or PFNSCM, was created. MISONGA provided extensive support to the implementation process through regional meetings leading up to the National Convention. MISONGA's financial and technical support ensured this success through a representative and non-partisan process with transparent elections. This Coalition will provide a national voice for civil society, supporting and representing over 3,000 CSOs at all levels and in all sectors. While assistance and charity groups are not new, a civil society standing up for its citizens is still relatively young in this country. Coordination and leadership from within the platform will help

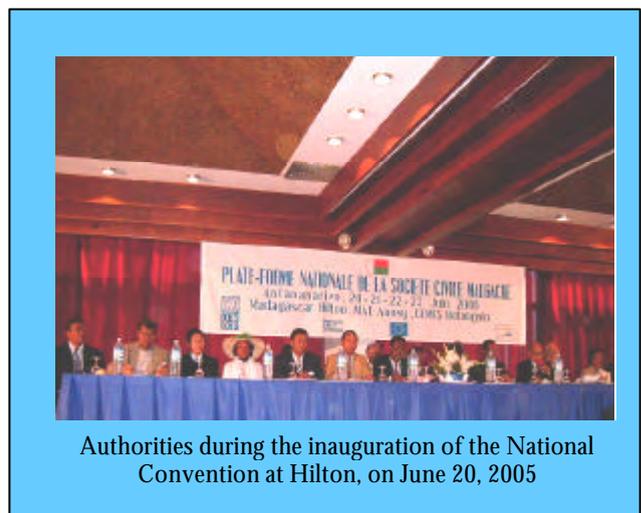
it grow and become an effective force for change, encouraging community participation, improving government services, and fighting corruption.

Above all, MISONGA supported this platform by mobilizing CSOs at a local, regional and national level. Along with DAP1 (UNDP) and the European Union, MISONGA participated in the process by helping national and provincial committees to ensure an apolitical platform.

### **The National Convention assembled 400 representatives of 218 associations, representing the 22 regions of Madagascar.**

Important elements of this meeting were:

- The adoption of the Common Charter of CSOs of Madagascar
- The adoption of a legal and organizational framework for the OSCM, following the election of the members of the National Planning and Strategic Monitoring Committee (Comité National d'Orientation et de Suivi Stratégique--CNOSS), as well as two representatives of the Decentralized Platform of Malagasy Civil Society for each region
- The signing of the agreement by the delegates of the various associations



Authorities during the inauguration of the National Convention at Hilton, on June 20, 2005

- The signing of the partnership agreement with the development partners (funding organizations, government...)

MISONGA's goal for this platform is to have a strong structure that represents the regional and national interests of Malagasy civil society. The National Platform of Malagasy Civil Society will be key to ensure the effective participation of Malagasy civil society in the management of public affairs. The national platform will be a natural ally of a CSO coalition financed by MISONGA and should provide support to them as they implement their advocacy actions.

## **1.2. Key constraints and issues**

### **The majority of CSOs who responded to the call to advocate did not meet Tier 1 specifications.**

The challenge that MISONGA faced during FY 2005 was to find strong associations and coalitions that could be operational immediately and conduct advocacy actions (First Tier CSOs). As advocacy is a new technique for these CSOs through which they can make their voices heard, concerns were expressed from the start. The principle worries centered on the political environment, which is not favorable to this type of action. The CSOs were afraid of being seen as political opposition. Thanks to training and coaching from the MISONGA team, advocacy actions were clarified for the CSOs. As such, considerable efforts (technical and financial) need to be made to provide coaching and mentoring so as to ensure the impacts of the advocacy actions of these CSOs.

### **Slow start of grant allocation leading to some financial pipeline questions.**

CRS and PACT reached into their networks and conducted outreach to encourage CSOs at all levels to apply for funding for advocacy projects. In the process, MISONGA staff realized how new the concept of advocacy is in Madagascar – particularly how it changes the relationship between CSOs and the population and between CSOs and government. Most CSOs were used to a service delivery model that was reflected in their initial proposals. Rather than awarding the grant anyway, MISONGA choose to spend the money responsibly. This created a huge financial pipeline. The team turned the problem into an opportunity and instead, offered increasingly intensive training (administration, finance, and advocacy) and technical assistance (organizational and institutional diagnostics, identification of QIP, and strategy for advocacy) to help groups understand advocacy and its potential. This had an impact on the schedule and the spending. Instead of implementing immediately, MISONGA accompanied the CSOs through more steps than originally planned. Finally, by the third version of the proposals, most were in-line with the intent of the project, and received funding. 46 grants totaling \$520,815.78 were awarded to health, environment and other organizations to design and implement advocacy projects.

### **PlaCAZ legitimacy**

Initially, the PLACAZ was created by a provincial order. The majority of its members came from state services, its constitution was not created through a participatory process, and only the general coordinator had the power of decision. As a result, it is important at this point to remobilize the members of the PLACAZ from the regions of Alaotra-Mangoro, Analanjirifo and Atsinanana, to create and implement a procedural manual.

## **Roles of the CMP / Ecoregional Alliance / Regions**

There was some confusion between the role of CMP and the coordination of the Ecoregional Alliance. in Fianarantsoa. In addition, regional political leaders are interested in controlling the CMP, which could threaten the autonomy of the structure. A meeting should be planned in 2006 to better define the roles of the CMP regarding the responsibilities of the regions and the activities of USAID Ecoregional Alliance.

## **National Platform of Malagasy Civil Society capacity and legitimacy**

The participants were unanimous in their recognition that the legitimacy of the platform is weakened by the fact that many associations and coalitions remain outside of the structure. Thus, an important step was taken in legitimizing the legal and organizational framework of the charter with the adoption of the Common Charter for CSOs. The next step is to build the legitimacy of the platform by strengthening the representation of associations and coalitions at their roots, during the implementation of the decentralized platform of civil society at the regional level.

## **CRD operational structure**

The CRD is currently awaiting the regional decree that recognizes it as a consultative organization. To follow up on the General Assembly meeting at the end of August 2005, a meeting of the Administrative Council will be organized to establish operational structures.

### **1.3. Perspectives and next steps**

#### **Support the CSOs in the identification of QIPs and the advocacy process**

Priority will be given to the areas of the environment, health, and economic growth with the goal of improving the overall effectiveness of USAID programs. MISONGA will support the associations through the publication of lessons learned on advocacy during 2005, strengthening the capacity of the MISONGA team in advocacy, project development, simplified budgeting, and close collaboration with each association.

#### **Support CSOs to increase the impacts of their advocacy**

The strategy, in this case is to localize all of the activities inspired by the 4 IRs in the strategic communes of USAID Alliance. This approach will allow for maximal impacts of advocacy actions. At the regional level, MISONGA will focus its efforts on establishing a system of coordination and partnership with other organizations and large projects that intervene in the same zones and programming areas (UNDP, ACORDS...).

#### **Support the CSO platforms so that they will be legitimate and representative**

In terms of the association platforms, the MISONGA policy for 2005 will be to support initiatives that strengthen the legitimacy from the base to the summit: establishment of regional civil society platforms, strengthening the PlaCAZ and Fianarantsoa Center platforms. For instance the primary challenge for the new coalition is solidifying its base with outreach and

further integration of diverse members. Staff of the newly formed coalition is conducting an inventory and setting up a database of CSOs in Madagascar organized by sector and region. MISONGA will now turn its attention to coalitions in the 22 regions.

**Support environmental structures and those that provide consulting on organizational and technical capacities.**

Support the Forest Sector Observatory (OSF) and the “Syndicat National des Exploitants Forestiers de Madagascar” (SNEFM).

For the specific case of PlaCAZ, MISONGA will focus its interventions on strengthening its capacities so that it will be able to conduct activities relative to its mission

Support the CMP and the CRD in terms of organizational and technical capacity so that they become central and effective actors, able to coordinate in their respective regions with the interventions of member organizations of the USAID Alliance.

**MISONGA will focus during FY2006 on the four following themes:**

- Increasing the capacities of grant beneficiary CSOs so that they attain at least 20/35 points in advocacy capacity, at least 10/15 points in capacity to integrate the gender approach and at least a 20% increase in organizational and institutional capacity
- The definition of new advocacy strategies based upon the 27 QIP, including 15 in Environment, 5 in Health, 3 in Agribusiness, and the remaining in other priority themes of MISONGA.
- The implication of targeted CSOs in the improvement of the management of social services
- Strengthening the legitimacy and the pro-activeness of the National and Regional platforms and of CSOs receiving MISONGA grants so as to create key actors in the governance of the country and in their local context.

At last, MISONGA will continue to work closely with the projects to help implement their plan and provide training in good governance, social mobilization, gender, anti-corruption and the use of information systems. These CSOs form one of the bases for sustainability of MISONGA's activities. Already, the CSOs have appreciated these initial training sessions.

#### **1.4. Success stories**

##### **A national voice for civil society is born in Madagascar**

It is said that Civil Society is a powerful force for change and a necessary component for effective democracy... but why? When asked this question, Madame Lalao Randriamampionona, the President of a national association of women's organizations responded, “Civil society organizations are in the best position to really know the realities and aspirations of the Malagasy people in all sectors -- health, environment, education, agriculture -- at all levels. CSO's do not have a political agenda, they do not exist to make money, and they are not part of the government. They are insiders in their communities and exist to improve the quality of life in these communities.” This is the nature of civil society; the women's group that wants to educate women about their rights in a marriage, the farmers' groups that want to grow more crops

without harming the forest, the community association that shares nutritional information with pregnant women – they are not paid for what they do, yet they make valuable contributions to the development of Madagascar ... because they care. The members of these organizations feel strongly that the coalitions and networks that link these organizations together should reflect these same values.

Over the past fifteen years, two civil society coalitions have tried to set-up a national coalition. In one case political interests divided the participants and it failed. In another, members of the opposition tried to co-opt the meeting and divert the agenda to destabilizing the regime in power. This, too, failed. Neither of these attempts reflected the values mentioned above. Yet, conscientious leaders recognized the need to bring together the 3,000 plus existing organizations on a national scale and to support these groups of people who are taking action and making a difference of their own initiative.



Imbe Venance from Diego and Perilina from Sambava celebrate the successful creation of a national coalition

**“We chose the leaders that have the interests of civil society at heart, not a political agenda.”**

Given their knowledge of the history of the development of civil society in Madagascar, and their deep understanding of the culture, the staff of MISONGA recognized that a national conference of CSOs was the first step towards establishing a

successful coalition. The purpose of the conference was to vote on the charter for the coalition. MISONGA insisted that all of the regions of Madagascar be represented, and all interested associations regardless of size, field, and seniority be allowed to participate. MISONGA also ensured that the ideas from regional workshops discussing the charter and structure of the coalition be openly considered and included in the final drafts. They steered the organizers away from potentially divisive, politically motivated issues. Finally, MISONGA financed three independent, well-respected consultants to ensure that election of officers was free, open, clean, and legitimate.

The national conference took place in June 2005 and was a great success with 438 in attendance including representatives from organizations in each of the 22 regions.

The debates were lively and heated, as they should be in a true democratic process. For the first time ever, the charter was approved and coalition officials were elected in transparent elections.

**“We see our words and ideas in the charter. We chose the leaders, and they are people that have the interests of civil society at heart, not a political agenda”**

*Maria Zafitsara,*

There is still much work to be done, but the momentum generated by the success of the national conference will carry the coalition a long way.

## V. 2. INTERMEDIATE RESULT 2: IMPROVED INFORMATION FLOW

### **Objective 2005:**

10% targeted government counterparts and civil society organizations using MIS for decision-making (Achieved)

In FY 2005, MISONGA's strategic focus was:

- Setting up a multi-sector information service (MIS), ensuring efficient technical support to national, regional and local initiatives to improve the availability and access of information for decision-making.
- Strengthening the capacity of public services and civil society to produce, collect, manage, analyze and disseminate information.
- Strengthening the capacity of regional and local stakeholders to use information as a tool for advocacy and decision-making in the participatory planning processes (PRD, PRI...).
- Facilitating the establishment of information and data-sharing mechanisms between stakeholders at national and regional levels.
- Encouraging the use of mass media (such as Regional Information Centers and rural radio) to ensure better access to objective information for citizens, especially for rural communities.
- Strengthening existing Regional Centers like CEDII in Fianarantsoa and conducting feasibility studies for 4 more centers.
- Promoting the concept of independent radio.
- Promoting the use of Information Technology and the application of wireless technology in isolated zones (e.g. Anosy, Ikongo).
- Conducting studies in isolated zones.
- Training regional stakeholders on ICT use (basic computer skills, internet, email...)
- Supporting all MISONGA IRs and members of USAID Ecoregional Alliance members in data/information related activities.

### **2.1. Key achievements**

#### **Regional Information Management Units (UGIRs) operational in 7 strategic Regions**

UGIRs primary mission is to support key regional stakeholders, including decision makers and CSOs, in the management and use of information for decision making. MISONGA has provided support to the newly created Regions for the acquisition of equipment and the staffing of seven (7) UGIRs. The first products include databases, thematic maps, localization of regional actors and interventions, sectoral maps, growth poles and administrative boundary maps.

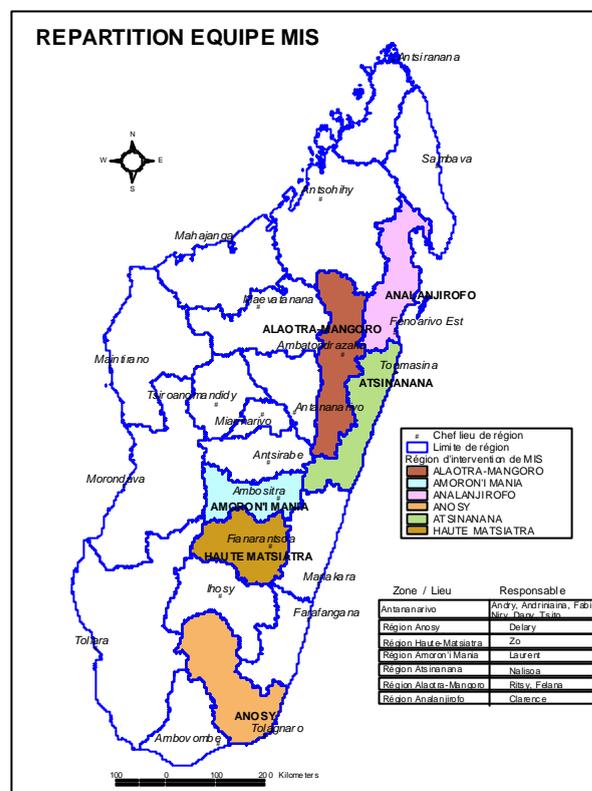
UGIRs played a decisive role in developing Regional Development Plans (PRDs) recognized by regional actors, the government, and the donor community as excellent tools to promote decentralization and regional development. Many important decisions in critical areas such as

rice production (in Ambatondrazaka), natural resource management (Anosy) and economical orientations (Fianarantsoa) were based on UGIRs products and included in the PRDs.

Through MISONGA/MIS support, the new Regions now have their own technical capacity to assist decision-making with the necessary autonomy to manage regional information. As a result, there is an increased accessibility of reliable information and more relevant planning efforts due to a wide participation of regional stakeholders. UGIRs are operational and PRDs have been produced in the following Regions: Anosy, Analanjirofo, Alaotra-Mangoro, Haut-Matsiatra, Boeny, Atsimo-Atsinanana and Vatovavy-Fitovinany.

**On-demand support to key partners**

MISONGA supported different partners based on specific requests, for example: Production of maps identifying Ecoregional Alliance target communes in order to identify priority communes for the Champion Communes concept The distribution of female Mayors «AFEMM» to support advocacy campaign of the Female Mayors Association Training, technical support, and provision of equipment to OPTIQ, a regional association created to manage information in the Boeny region to support regional planning.

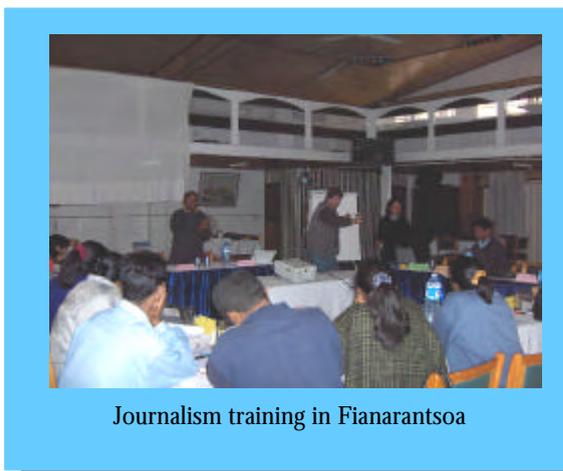


Map 1: Regions with operational UGIRs through MIS support

**Training of 35 journalists from independent rural radio stations and production of radio programs on environment, health, gender, and good governance in the regions of Fianarantsoa and Anosy, reaching 118 communes.**

Radio disseminates information but it can also be a tool for dialogue and for providing checks and balances for the government. By helping journalists better understand the role they can play in helping citizens understand government and what it is doing, their rights to information and their responsibilities to provide accurate and complete information, and investigative journalism techniques, MISONGA is increasing their level of professionalism. By learning more about program production, independent radio can better collaborate with civil society in educating the population.

Training on participatory radio production was provided by MISONGA/ALT (Andrew Lees Trust). Thus, 25 journalists in rural radio have deepened their skills in investigative journalism; and 10 additional journalists in program production. These programs were produced with the



Journalism training in Fianarantsoa

primary objective of providing increased and improved information to rural communities to promote behavior change among target groups. All trainees work for independent radio stations in Anosy, Haute Matsiatra, Vatovavy, Fitovinany, Atsimo Atsinanana and Ihorombe.

Journalists lack professional training and experience working in the public interest. Often, they are constrained by the personal interests of the station director. MISONGA organized a workshop on investigative journalism and program production. Not

only has there been an improvement in reporting, journalists from all over the region are now requesting that they repeat this training. Radio programs were produced and aired by three stations in Fianarantsoa (Radio Soafia, Radio Mampita, Radio Tohivakana) and by independent radio stations in the region of Anosy. These radio programs now reach a total of 750,527 citizens (in 118 communes), or an increase of 15% since the beginning of MISONGA.

**Wireless technology is promoted at national level and in remote areas.**

MISONGA is co-financing, with the government, the installation of central wireless antennas and other hardware to electronically network government agencies. Many parts of Madagascar remain cut off from all forms of communication with the exterior. This persistent isolation, due to the legal framework, and lack of telecom infrastructures, has dramatic impacts on the social and economic development of these areas. MISONGA supports Télécentre d'Ikongo by facilitating its relations with different project participants to ensure access for local actors to basic information that enables them to contribute to the development of their regions.

**The first definitive legal document providing a political and technical framework for computerizing government is elaborated and is ready for government approval.**

MISONGA, in close collaboration with different bilateral and multilateral donors, supported the government's efforts to promote information technology. Through a \$300,000 grant allocation to the government and on-going technical support, MISONGA is playing a strategic role in helping the Malagasy Government establish an information technology strategy and set up a national information infrastructure that will ultimately improve the efficiency and transparency of government services. At the highest levels, MISONGA is providing guidance and assistance to the Presidency in developing a national e-governance strategy, which will guide the use of information and communications technology to improve services and increase citizens' access to government. The national strategy seeks to link regional administration offices with national ones and to link health, education, environment, and other ministries with each other. This involves acquiring the hardware and software, setting up regional databases, training staff, as well as providing guidance on the sharing of information. Once finalized, this national strategy will provide the political will and legal framework that are absolutely critical if e-governance in Madagascar is to become a genuine gateway to a government that is transparent, expedient, and accessible to civil society and the public.

These are the first steps for laying a solid foundation for services that will eventually allow citizens to quickly renew their identity cards, be assured of being on the electoral list in the correct commune, and easily find out what their government is doing. Effective e-governance will mean that decision-makers will have access to useful information to guide their decisions. And finally, computerizing many basic processes and increasing access to information will reduce opportunities for corruption... one more step towards restoring faith in government.

This legal document will give a framework to the modernization that is already underway. It provides minimum standards and guidelines for communication between ministries, for information sharing, and will ensure a legal and equitable distribution of resources.

The document will be reviewed by the cabinet and parliament before being submitted to the President for signature. Once this framework is in place, MISONGA, the government and other funders can logically decide (with the committee that oversees the e-governance strategy) where the most strategic investments in infrastructure would be (e.g. a central satellite dish for the administration's intranet). This is the groundwork for setting up a nationwide network that will allow the government to deliver faster, more accurate services to its people.

**Training, technical assistance and equipment provided to government agencies to implement e-governance.**

MISONGA planned to purchase 75 computers and related equipment for network pilot sites, CSO's and key ministries with the government. Obviously, e-governance won't be possible without computers. These 75 are only a small part of the estimated 6500 that will be eventually needed before 2009 to link all ministries and regions. MISONGA's strategic investments have been with the three pilot sites for e-governance, the Ministry of Interior, key civil society organizations, and for regional information systems. MISONGA provided training and technical support to all government webmasters, ensuring the equipment is well used. The first version of the Web government portal is on line, all ministries and agencies (national assembly, Primature, Présidence, BIANCO, etc.) have developed their web site, which will be on line before the end of the year.

**On-line environmental database available by ARSIE (Association de Réseaux de Système d'Informations Environnementales)**

The ARSIE provides technical assistance to other organizations, produces metadata, and advocates for the sharing of policy related information. In collaboration with the French cooperation, MISONGA supports ARSIE, allowing them to create a website through a grant.

**ICT for Good Governance:**

MISONGA plays a critical role in the creation and adoption of the legal framework that provides the political will to adopt e-governance, outlines guidelines for information sharing to increase transparency and coordination amongst ministries, and provides technical guidance for the acquisition of ICT equipment.



23 Ministries contribute to build up Government Internet Portal

This website integrates metadata on the Madagascar environment with links to other international databases.

This website serves as a clearinghouse of all available information on the environment, making it publicly available. This will give members of the network, institutions, projects, private actors and researchers concerned with environmental problems in Madagascar and elsewhere in the world easy access to this information. This website ([www.arsie.mg](http://www.arsie.mg)) is a significant step for information sharing, particularly in environmental sectors as it allows members of the association, the public and decision makers to have access to texts, laws and other environmental information. It represents also a critical resource for USAID Ecoregional Alliance members. The website is currently available online.

### **The Regional Learning Information Centers (RLIC) in Fianarantsoa is operational and feasibility studies are carried out in 4 regions.**

RLIC's are aimed to organize documents (studies, legislation, etc.), to provide Internet access to the public, to provide facilities for CSOs, and to host human resources that can guide and answer questions to citizens interested in information-related issues. In addition to setting up the center and providing training for staff to manage and maintain it, MISONGA is also working to raise awareness about this valuable resource. MISONGA focused on building the organizational, institutional and technical capacity of the CEDII (Centre d'Echange, de Documentation et d'Information Inter-institutionnel) based in Fianarantsoa. In collaboration with World Links (US based PVO, *see annex 7*), the business plan and the management strategy were elaborated.

Based on lessons learned from CEDII, feasibility studies were carried out in collaboration with the CITE in four regions: Alaotra-Mangoro, Anosy, Analanjirofo and Vatovavy-Fitovinany. These studies contribute to the development of the resource centers, in alignment with the current initiatives being pursued by the European Union and the French Cooperation. These centers will allow for a permanent flow and flux of information throughout the targeted zones.

### **A Poverty Observatory is created in Fianarantsoa**

In collaboration with GRET (French International NGO) a "Poverty Observatory" was set up for the Fianarantsoa Urban District

The data on poverty of pilot Fokontany: (Sakalava - Antsorokavo - Ambalapaiso - Tambohomandrovo) were analyzed and used in the community's decisions to set up communal infrastructure. This information is currently available on a database and can be used by the town council for future planning. At present, the poverty observatory within the Fianarantsoa Urban District has been successfully set up and is operational: the database is available and maps are being produced of the different pilot Fokontany (The smallest unit within a commune) whose urban infrastructure is zero; a presentation workshop was held with the participation of regional players; and Fianarantsoa Urban District has committed itself to physically setting up this poverty observatory.

The different regional players present during the presentation of the results all agree on the importance of this poverty observatory since it will allow the town council to instantaneously have access to an indispensable performance tool for decision-making.

All the same, some points need clarification such as the actual setup of this poverty observatory within the town council. The Fianarantsoa Urban District is effectively ready to allocate a team within this unit, in order to resolve the information collection problem. A space is also available to house the data analysis unit to study the inequalities amongst Fokontany. The town council is also ready to contribute some modest equipment to this service.

## **2.2. Key constraints and issues**

Excepted for the Ministry of Interior (MIRA), a lack of pro-activeness and initiative was noted among central ministries in terms of getting involved in the dynamic multi-sectoral information system. This may be due to a lack of resources, motivation or information.

The creation of new RLIC centers requires the availability of significant financial resources. This was specifically noted during the presentation on the findings of feasibility studies conducted by CITE. It is therefore crucial to plan for fundraising activities among members of the Alliance and other donors. This issue is currently being explored to adapt MISONGA strategy during the next phases.

Using “Increased FM coverage” as an indicator of success for MISONGA could be problematic considering that new stations would need to be created and existing radio stations would need to acquire new equipment. This indicator is more realistic if we interpret it as the number of communes covered or the population reached by the MISONGA programs.

The support of Télécentre d’Ikongo ran into problems due a lack of clear willingness of some participants (operators and owners of equipment). An agreement protocol has not yet been concluded despite several meetings and discussions.

Technical skills are lacking at regional and local levels, making difficult to transfer competencies. This situation is aggravated by the lack of sustainable financial resources, especially regarding the Regional Information Management units (UGIRs).

## **2.3. Perspectives and next steps**

IR2 will continue and consolidate most of the activities initiated in 2005, while focusing on three areas:

**The multi-sectoral information service (MIS)** will increase the availability and access to information, along with the utilization of this information by CSOs and regional actors. Support will focus on the strengthening of the UGIRs at the regional level and the creation/implementation of regional information system, in particular to ensure the appropriation of participatory management systems among CSOs. Main activities will include:

- Strengthening the capacities of the UGIRs to analyze and produce sectoral and thematic information, including information on the environment, health, mines, education, justice, agriculture and commerce.
- Capacity building for regional development actors (CSOs and state services) in the management and use of decision-making tools.

- The programs of other USAID SOs will benefit from the existence of the UGIRs in 7 Regions by:
  - Accessing information from many sources
  - Using information from many sectors to perform integrated analysis
  - Accessing viable information that reflects the regional and local context
  - Building capacity of local partners on management and utilization of information for decision making
- Supporting networking initiatives for sharing data, information and knowledge among regional actors.

**The promotion of mass communication channels** will be a priority activity for 2006, focusing on building the capacity of Independent Radio, especially in the production and diffusion of programs. Priority themes for USAID include the environment, health and anti-corruption. Creation of community listening groups appears to be a promising option for improving access to information in intervention zones in 2006. Efforts to increase FM radio signal coverage will be focused on Forest Corridors (Fianarantsoa, MoraZaka) and the production of radio programs will be based on the common needs of members of the USAID alliance in this zone.

**Activities to strengthen the organizational and institutional capacity of the CEDII** will focus on implementing the recommendations made by World Links and the implementation of RLICs in 2 of 4 Regions (Anosy, Alaotra-Mangoro, Analanjirifo, Vatovavy Fitovinany) based upon feasibility studies conducted by the ADCITE Ambatonakanga. Links with Telecenters like the one in Ikongo will be planned to contribute to initiatives that promote and facilitate communication between the telecenters and rural radio in this isolated zone.

To train regional actors working with Alliance members (CSOs, government services, communes and regions) on **the utilization of the ICTs**.

## 2.4. Success stories

### Laying the foundation for effective e-governance

Jeannette Soloary has been working hard as a housekeeper for 50 years and has earned the right to retire. In order to complete her retirement paperwork, she had to renew her national identify card. To do so she traveled for one full day to return to her family's village, waited in line for 2 days, then spent another day looking through ceiling high piles of files at the commune office until she found hers, and then spent another day to return home. She was lucky to have a boss who allowed her the time needed to do this simple administrative task; others cannot afford the lost income, let alone the expenses of travel and lodging to go to the town where their file is. This is one of the most straightforward of government services; permits for using forests, obtaining deeds and title for land, tracking vaccinations, and registering to vote are more complicated.



Jeannette took five days from work to renew her ID card so she could retire.

These are just a few of the many examples of where computers and network technology could facilitate the lives of all Malagasy citizens. People from countries in which computers are integrated into their every day life find this situation bewildering. However, it is not easy for an agrarian society with a population whose majority has not finished high school to transfer quickly into the information age. Those in the middle class that do have access to technology move ahead quickly, while others are left further and further behind. There is a strong desire to make this transition and many ministries have taken important steps to computerize their operations and train staff. Unfortunately, this rapid, uncoordinated infusion of technology is running into significant problems. The President's office has taken the lead in rectifying the situation.

*"MISONGA's expertise in information systems and communications strategies is helping us put things in order." General Director of Technology, Information and Communications, Ministry of Telecommunications.*

USAID's MISONGA project is playing a strategic role in helping the Malagasy Government establish a smooth functioning, coherent information technology system, that will ultimately improve the efficiency and transparency of government services. At the highest levels, MISONGA is providing

guidance and assistance to the Presidency in developing a national e-governance strategy, which will guide the use of information and communications technology to improve services and increase citizens' access to government. The national strategy seeks to link regional administration offices with national ones and to link health, education, environment and other ministries with each other. This involves acquiring the hardware and software, setting up regional databases, training staff, as well as providing guidance on the sharing of information. Once finalized, this national strategy will provide the political will and legal framework that are absolutely critical if e-governance in Madagascar is to become a genuine gateway to government that is transparent, expedient and accessible to civil society and the public.

Several funders are supporting the government's efforts in various ways. MISONGA is co-financing with the government the installation of central wireless antennas and other hardware to electronically network government agencies. They continue to provide support in setting up regional databases that integrate information from health, environment, education and other sectors and to train staff to maintain these databases. Finally, as one of the Ministry staff people leading this effort said, "MISONGA's expertise in information systems and communications strategies is helping us put things in order."

These first steps are laying a solid foundation for services that will eventually allow citizens like Jeannette to quickly renew their identity cards, be assured of being on the electoral list in the correct commune and easily find out what their government is doing. Effective e-governance will mean that decision-makers will have access to useful information to guide their decisions. And finally, computerizing many basic processes and increasing access to information will reduce opportunities for corruption one more step towards restoring faith in government.

### **Local knowledge and reliable information shape solid regional plan**

Madame Hanta Rabetaliana, the Chief of the Haute Matsiatra Region (pop. 1.2 million) arrived at her post in September 2004, charged with developing a three-year regional development plan covering health, economic development, education, environment, and governance. Her experience in the field of rural development taught her that plans that engage the participation



Madame Hanta Rabetaliana,  
Chief of Region, Haute  
Matsiatra

of those who also have the biggest stake in its success are more likely to be effectively implemented than those that are prepared by outsiders.

Other regions hired consultants to help with their plans, but were less than satisfied with the results. For example, outside consultants in one region recommended bringing potable water to a fishing village to address their health problems; when later asked in a participatory process, the fishermen instead requested nets and other equipment to improve their fishing so they could increase their revenue and then bring water themselves, buy medicine, send their kids to school and more. The fishermen's solution not only addressed the health problems, but also a deep desire to be able to provide for their own families.

USAID's MISONGA project understood the importance of involving the fishermen and other stakeholders in developing the regional plan. MISONGA also recognized that regional development plans, done well, would bring regional government and citizens closer together; these plans presented an opportunity for the civil society and business sectors and government to work together for the improvement of the region. MISONGA organized working sessions with stakeholders from each economic sector – e.g. rice, fisheries, wineries, education, tourism, and forestry – and challenged them to do their best thinking on how to move their region forward. To make sure these partners and government decision-makers such as Madame Hanta had reliable information on which to base their decisions, MISONGA assisted the region in creating an information-sharing network that provided direct access to hard environmental, health, socio-demographic, and other data. They also helped organize and present the information in a clear and coherent manner.

*Without reliable and specific information, one is reluctant to make a decision.* - Malagasy proverb

*With several people's ideas, we can see clearly.* - Malagasy proverb

A particularly memorable moment occurred when the slides of several maps, each showing the locations of economic activity in one sector, were put together. It became immediately, graphically clear to everyone present where the emphasis for investment in the region should be. Not only did this process provide rich, accurate information to guide decision-making, it also strengthened the sense of community and served as a catalyst for ongoing collaboration. Thanks in large part to MISONGA's participatory approach; it also means that this region claims ownership for their plan and that other stakeholders will be in a better position to hold the government accountable.

**"Before, we were flying blind... now we have easily understandable information at our fingertips."**

Hanta RABETALIANA,  
Chief of Region

instead of just reacting". The process also makes governance transparent and accountable and shows that given organized, accurate, objective, well-presented information, everyday people can make sound policy decisions for their communities.

Recognizing the value of this integrated approach, at least 8 other regions have requested MISONGA's assistance with their planning processes. From one Regional Chief's point of view, "Before, we were flying blind now we have easily understandable information at our fingertips to anticipate problems

### V. 3. INTERMEDIATE RESULT 3: IMPROVED GOVERNMENT RESPONSIVENESS

**Objective 2005:**

Five (05) major government decisions made that incorporate input from participatory mechanisms: realized - Achieved

Fifty three percent (53%) of population in targeted areas with improved access to prioritized social services: significant progress. (In process, to be measured on 2006)

#### 3.1. Key achievements

##### **Nine (9) Regions supported in the elaboration of their Regional Development Plans (PRDs)**

Good regional development plans are an invaluable tool for the government in determining investment strategies over the next four years. Community ownership and reliable data are recognized as key to the ultimate success of these tools. MISONGA's mastery of data processes and the presentation of data for decision-making, combined with their expertise in community participation, contributed to the success and adoption of the plans in nine Regions. By building the capacity of regions to prepare and manage such plans, MISONGA is bringing citizens and government closer together and improving the basis for decisions. Above all, integrated regional plans ensure stronger impact and ownership of different sectoral programs, which used to be considered as stand alone programs. It is the guarantee for more efficient resources allocation. Particularly, for USAID projects, this is the best way to ensure impact in the communities' daily lives and the endorsement and acceptance by the government of the joint priorities. This has facilitated the implementation of all programs by government and the participation of the communities.



Discussing meeting with regional actors for PRD validation in Ihorombe region

As the result of MISONGA's support in participatory planning processes, 9 Regions were able to create and pass their PRDs: Haute Matsiatra, Atsimo Atsinanana, Vatovavy Fitovinany, Anosy, Amoron'i Mania, Ihorombe, Analanjirofo, Alaotra Mangoro and Boeny

Consultations at the commune and district level made it possible to make several major decisions, such as:

- The creation of 14 conservation sites in Anosy

- The authorization of a site for the construction of a port in Fort Dauphin
- The adoption of development supporting activities in the region of Haute Matsiatra
- The improvement of community access to sanitation services and improved protection against transmittable illnesses in the region of Atsimo Atsinanana, etc... (see annex 6)

The planning process as supported by MISONGA is different from other approaches in its participatory nature and the fact that it is informed by accurate information. As such, the program was solicited several times to assist with readjusting and finalizing PRDs that had previously been elaborated by other donors (as was the case in the region of Atsimo Atsinanana and Vatovavy Fitovinany).

One of the most significant results is the government's adoption of the Regional Public Investment Program for the Region of Anosy. This is the first time in Madagascar that a Regional Public Investment Program has been adopted and implemented. This was made possible due to the advocacy campaign carried out by the Regional Development Committee, the regional authorities and other development actors in the Region directed towards the government and Finance Ministry.

### **Support for the update of Communal Development Plans in 12 communes**

The implementation process places value on the integration of a wide range of dimensions and of multiple sectors while working to harmonize the communal plan with regional and national plans.

One of MISONGA's priorities is to integrate environmental, health, agricultural, and rural development aspects into the new Communal Development Plans.

### **Structures of regional consultation and coordination revitalized and number of citizens in participatory mechanisms increased**

The participation of Citizens in the decision-making process is one of the key principles of good governance. Not only does it guarantee that each player will feel responsible, but it also guarantees that development strategies will match the population's priorities. Through planning initiatives at the communal and regional levels, consultation platforms between various players (CRD, CCD) were set up in order to facilitate their involvement in the process. But it would seem that these structures are confronted with problems related to their purpose and sustainability. The majority of them did not stay active after the achievement of local development plans.

The challenge set by MISONGA is to revitalize its structures, as well as the four existing participation mechanisms in the collectives, so they may serve as a place for dialogue between the different players, and a means to promote civil involvement. After having set up the individual regions in 2004, the regional consultation and coordination structures (such as the CRD in Anosy, the CMP in Fianarantsoa, the CRDs of Anosy, Alaotra and Mangoro) are now called upon to play an important role in regional development. Program support in regards to these structures is focused primarily on the strengthening capacities and allocating financing for their projects.

For instance, during fiscal year 2005, at least 500 people participated in the CRD Anosy General Assembly; over 100 persons validated the new structure of CMP in Fianarantsoa. The general

assembly organized in April by PlacaZ and supported by MISONGA and ERI mobilized more than 50 persons from different areas around the corridor.

During these past few years, we have seen an increase in inter-communal initiatives in MISONGA's intervention zones. Complementing the activities of the other actors such as ACORDS (European Governance Program in the South of Madagascar), the program this year focused specifically on information-training activities in villages are on the functioning of an OPCI, that also introduced information training during the sessions.

In Anosy's case, emerging inter-communal initiatives were identified and supported in 05 zones: Ambolo, Ambato, Anosy, Manantenina, the South, in Amboasary (Magnevy), South (Ifotaka) and the West (Tsivory). All these initiatives fell within the framework of infrastructure and environment improvements. MISONGA continued the capacity reinforcement activities of OPCI Voitse, initiated by QMM and Anosy and by BIT, in order to support the implementation of OPCI with the purpose of valuing and managing the conservation site Ambatotsirongorongo, initiated by the LARO program.

**A regional decree has been issued to recognize CRD Anosy as a consultative mechanism for the region.**

Concerning particularly the CRD Anosy, MISONGA played an important role in the strengthening of this structure. For example, the program promoted the recognition of the CRD as the consultative body for the region, alongside the regional executive office (the chef de région and his team) and the deliberative body (conseil régional) as laid out in the law 2004-001. These actions are important for assuring the functionality and the sustainability of the structure. Furthermore, these actions helped make it possible to accomplish goals like the elaboration and validation of the PRD and the Regional Plan for Investment for the Region of Anosy, the elaboration of a thematic guide on the creation of PCDs, and the creation of a Coordination and Consultation office in Betroka.

**Community and regional leaders have at their disposal tools and skills to manage decentralization and development at their respective levels.**

The current context of decentralization in Madagascar, along with the activities consecrated to Decentralized Territorial Bodies demonstrates the need to provide local governments with adequate tools for managing development activities. Decentralization of the administration is placing more resources and more decision-making power in the hands of these local officials, yet most have little, if any, training in or understanding of their new functions and how to do it. MISONGA is helping them deepen their understanding of democracy and the very key role they play in restoring faith in the administration. Key concepts in trainings include: their relationship to the rest of government and to the citizens they represent; strategies to make sure their communes receive the services they need; why citizens have a right to know how the budget is spent; using information to make decisions; earning the trust of the people.

**Sixty six (66) members of regional executive offices know how to do their jobs. They were trained in “Management and leadership.”**

The new movement of decentralization, good governance and Madagascar’s vision for development require very highly effective, skillful, knowledgeable and informed leaders. Through permanent contacts and dialogue with MISONGA field staff, these regional executives expressed their needs and requested workshops and trainings.

This training was made possible through the collaboration of MISONGA, the “Ministère de la Décentralisation et de l’Aménagement du Territoire” (MDAT) and the UNDP. The training took place in Fianarantsoa and Toamasina in September 2005, and focused on strengthening the capacity of decision makers who work at the level of the 22 Regions in the areas of project management, communication, negotiation and advocacy. This happened in spite of the program provision to target only 5 Regions for 2005, and was undertaken as a result of a planning process that was initiated in each of the regions where the training was identified as part of the strategy of implementing the PRD.

**135 mayors and 26 other commune leaders know how to manage their communes. They have received leadership and skills training.**

These leaders come from communities in the intervention zones (mayors, members of communal councils and of Communal Development Committees) and received training through the MISONGA program that enable to improve their capacities to administer and manage commune level development projects (planning, project management, negotiation...). These trainings were provided for 13 communes in the region of Amoron’i Mania, 12 communes in the region of Anosy, 8 communes in the region of Androy and 63 communes in the region of Analanjirofo.

**The capacity of 62 female mayors (out of 1558 mayors in Madagascar) strengthened and they become key partners for government and donors**

Though the support that MISONGA provides to the association of Femmes Elues Maires de Madagascar (FEMM), training was provided for 62 female mayors on “democratic foundations and the planning process.” The training was delivered in the 6 provinces of Madagascar and was co-financed by MISONGA, PNUD and Swiss government. The intervention of MISONGA in this area allowed this association to be recognized and to advocate for the interests of communes led by female mayors. The president of the association was invited by Interaction to represent the Malagasy civil society for an advocacy campaign in Washington DC aimed to improve civil society participation in MCA (Millennium Challenge Account) design and implementation.



Certificate awards with « femmes maires » at the end of training

**24 department managers at the Ministry of Interior are accountable for results and have gained skills that will help them deliver improved services.**



Protocol signature with MIRA

The Ministry of Interior's activities (national identity cards, elections, passports, visa, police, and disaster response) touch the lives of every Malagasy citizen yet have benefited from very little investment in reform. The Minister sought MISONGA's help in generating support and cultivating partnerships for transforming the ministry. In addition to project management training, MISONGA helped the Ministry reorganize staff into results oriented teams and convert the strategic plan into manageable priority projects.

This new approach is increasing efficiency and creating a structure that provides much needed financial support and technical assistance to the Ministry.

With the objective of improving Ministry services provided by this, the program provided support in the development of the Ministry's business plan into a summary document containing 19 sub-projects and in the negotiation of these projects with technical and financial partners during a round table meeting in December 2004. This activity allowed the Minister to mobilize resources and translate them into concrete actions.

MISONGA was also involved in supporting the Ministry in computerizing its documentation center and in creating an internal information management system for the MIRA. This allows the Ministry to implement a rational and secure information and document management system at both the central and sub-administrative levels. Following a signed protocol agreement between the two parties on May 18, 2005, a number of concrete actions have been undertaken including the training of about 20 of the Minister's staff in project development and monitoring and evaluation and the donation of computer materials to the Ministry and to three pilot districts (Fort-Dauphin, Ambalavao, Fénérive-Est). In fact, MISONGA purchased computers and networking equipment needed to set up intranet at three pilot sites (Fort-Dauphin, Ambalavao, Fénérive-Est) and for the central office and a portion of the project to update electoral district boundaries.

### **A project of improved birth registry and management of civil status documentation among communes, implemented by MISONGA, MIRA, UNICEF and SantéNet**

Currently, accurate data does not exist regarding births in Madagascar: 2.5 million Malagasy (18%) are not registered and are unable to obtain birth certificates that are necessary to obtain a national identity card, a voter registration card, a marriage certificate and many other documents. Vaccination campaigns and attended births present a valuable opportunity to update the information. Finally, up to date, accurate birth registries will improve census data and health information tracking (i.e. vaccination coverage tracking).

This activity fits into the framework of the national plan to improve birth registry and manage civil status documentation (EKA project) in collaboration with UNICEF, SantéNet and the inter-ministerial committee. Training of trainers for the implementation of this project was delivered in Fanarantsoa, Fénérive Est and Fort-Dauphin. This action specifically targeted communities involved in the “Kôminina Mendrika” approach.

### **An E-governance pilot project implemented with the office of the President and the Ministry of Telecommunications**

Over the course of FY 2005, MISONGA became actively involved in the implementation of a national e-governance project by signing a protocol of collaboration with the presidency and the Ministry of Telecommunications, that are leading the process. MISONGA plays a critical role in the creation and adoption of the legal framework that provides the political will to adopt e-governance, outlines guidelines for information sharing to increase transparency and coordination amongst ministries, and provides technical guidance for the acquisition of ITC equipment

### **The first definitive legal document providing the political will and technical guidance for computerizing government has been prepared and is ready for civil society, private sector and government approval**

The framework consists of the national strategic plan, the Master Plan for the State intranet, and the guidelines for normalization and standardization. The legal framework serves as a point of reference for the implementation of e-governance in Madagascar. This document guides the modernization that is already underway. It provides minimum standards, guidelines for communication between ministries, for information sharing, and will ensure a rational and equitable distribution of resources.

The cabinet and parliament will review it, before being submitted to the President for signature. Once this framework is in place, MISONGA, the government and other funders can logically decide (with the committee that oversees the e-governance strategy) where the most strategic investments in infrastructure would be... e.g. a central satellite dish for the administration's intranet. This is the groundwork for setting up a nationwide network that will allow government to deliver faster, more accurate services to its people.

### **E-governance pilot project is operational in three regional pilot sites (Anosy, Boeny Vakinakaratra)**

This allows access to a dozen decentralized services at the regional level and facilitates relations with the central government. MISONGA has purchased 75 computers and related equipment to network those pilot sites, CSO's and key ministries with the government.

E-governance is only possible with computers. These 75 are only a small part of the estimated 6500 that will be eventually needed before 2009 to link all ministries and Regions. MISONGA's strategic investments have been with the three pilot sites for e-governance, the Ministry of Interior, key civil society organizations, and for regional information systems. MISONGA will focus on ensuring that the equipment is used well by supporting the human capacity to manage information and networks.

### **3.2. Key constraints and issues**

The implementation and monitoring of the major decisions that have come out of the participative mechanism is the next challenge for the program. Currently, MISONGA collaborates with the president's office in the implementation of the national strategy for citizen participation.

In terms of strengthening the capacity of community and regional leaders, the principle challenges and constraints that the program must address concern both the varying levels of participants and the lack of retention of skills learned during trainings, crucial for the sustainability of the program.

As for the implementation of the regional planning process, the pressure for regional leaders to show results led to rushing through the elaboration of the PRD in several Regions. As a result, the participatory process was often rushed, as well. In light of this fact, the resulting PRD did not effectively represent the aspirations of the citizens. The intervention of MISONGA helped to remedy this situation in certain regions like Atsimo Atsinanana and Vatovavy Fitovinany. Collaboration with these Regions allowed for readjustments in their PRDs.

MISONGA's goal for implementing monitoring and evaluation systems along with methods for supervising social service provision was not attained in FY 2005. This was also the case for the implementation of "dina" (social agreement). MISONGA's intervention was much more oriented towards the Regions than the communes, as it is believed that Regions hold a strategic place in the process of decentralizing social services.

For the implementation of the e-governance program, the political will of the Malagasy government remains the determining factor for its success. However, a lack of coordination between participating actors exists and represents a constraint for the implementation of the project. In response, MISONGA played an important role in facilitating the process, which led to concrete results.

### 3.3. Perspectives and next steps

For fiscal year 2006, the perspectives and strategies of the program for the attainment of Intermediate Result 3 will focus on the following points:

Integration with the three other Intermediate Results will remain a central preoccupation in the implementation of activities related to supporting government structures. MISONGA will facilitate, among other activities, the responses of the State in regards to advocacy campaigns led by CSOs, the appropriation of the national e-governance program among all actors and the promotion of mechanisms to fight corruption within state structures.

In response to the challenges associated with strengthening the capacities of communal and regional leaders, MISONGA will place more accents on the monitoring and advising of those who have received training. Support activities will be led in collaboration with the MISONGA regional team and members of the MDAT.

Whereas MISONGA focused primarily on supporting and establishing the regions during 2005 by assisting in regional planning activities, the challenge for 2006 consists of supporting the Regions in the development of strategies and the implementation of the PRDs and to facilitate the synergy of development activities among the various regions and communes. Based on this vision, the program will lend much more importance to setting up consultative structures. These will assure the monitoring and implementation of the PRDs and the PCDs. The next step is to continue disseminating the Regional Public Investment Programs in other Regions.

MISONGA will also insist on the implementation of concrete actions concerning the improvement of the provision of social services by the State by strengthening the activities started in 2005 with the EKA project.

### 3.4. Success stories

#### Restoring faith in Government

Faith in government is critical to having a stable democracy, ruled by law and respectful of procedures. Faith in government is earned, and not given easily by citizens. In Madagascar, where the wheels of a heavy, complicated administrative structure, rusted by decades of poor management, turn slowly, yet where the vision of motivated leaders shines, how does one start the task of restoring faith in government? Does one oil the rusty wheels so it moves for a while and then collapses, or does one rebuild the axle so it is strong at the core? USAID, through its MISONGA project, has opted to rebuild the axle.



A few examples of the Ministry of Interior's responsibilities: passport, voter card, ID card.

Free, open, clean elections: one of the pillars of democracy. During the highly contested presidential election of 2001 and the local elections of 2003, it was clear that Madagascar still had a long way to go: election lists, still maintained on paper, were outdated, incomplete, and inaccurate. For example, some people showed up to vote only to be told their names did not appear on the lists. Others were listed in two communities. The Minister of Interior, committed to completing the enormous task of producing clean electoral lists for close to 7 million registered voters (not including those who are unregistered), and managing a clear and transparent election process, needed outside help.

In addition to elections, the Ministry of Interior is charged with issuing visas and identity cards for citizens and foreigners, passports, providing a police service, and managing natural disasters, among others. When one considers that every Malagasy citizen and foreigner alike depends daily on these highly visible, fundamental government services, one realizes that restoring faith in the administration must start with effective reforms in this ministry.

*“The cooperation of MISONGA has allowed us to better identify the problems we face, develop projects to address them, ... and better channel the interventions of partners and funders.” – Minister of Interior*

The Ministry had already completed a strategic plan where they identified the key, fundamental reforms. Knowing of MISONGA’s experience in improving delivery of government services, the Minister sought their assistance in making these reforms a reality. With intensive training and specialized coaching, MISONGA helped the Ministry to translate its far-reaching strategic plan into 19 distinct priority projects, each with clearly defined results indicators, and budgets. MISONGA also helped the ministry staff reorganize themselves into project teams,

with each team responsible for clear results in the strategic plan.

These projects were then presented at a donor’s roundtable, where funders/partners were offered the opportunity to participate in transforming this central ministry. The European Union, USAID, PNUD, Cooperation Swiss and others all agreed to support selected projects, in particular those contributing to improving the electoral lists. USAID is providing financial support of over \$85,000 and technical assistance to update the boundaries of voting districts in two provinces, and hardware, software and training so that the Ministry can set-up and operate an effective information system.

Beyond the valuable support they are receiving in implementing reforms, the staff has expressed its pride in returning to a results-oriented work environment. Much remains to be done, but by starting with building a “strong axle” the Ministry of Interior, with the help of USAID/MISONGA, is on the right track toward sustainable success.

### **Female Mayors model good governance in Madagascar**

Madame Brigitte Rabemanantsoa is the first woman to be elected mayor of the town of Ambohimalaza. Her town was the birthplace of two queens and a king and was the childhood home to the current president, yet the commune still remains poor, with a per capita income equivalent to that of many rural villages. In the two years she has been mayor, she has already helped 30% of the population triple their income by obtaining support from the Province to build three dams to improve irrigation for rice farming. For most of these families, this means



they can now eat three meals a day. She has also worked with community members to develop a strategy to capitalize on the historical sites in the town for tourism.

When she met with the other mayors for a training in democracy organized by the Ministry of Decentralization and other funders, they realized that only 62 of the 1558 mayors in Madagascar are women, yet these few women were making a real difference in their communities. For example, one mayor brought potable water to her commune; another advocated for birth certificates for hundreds of children who didn't have them; another partnered with an international NGO to supply medicines to her commune's dispensary on a quarterly basis. They are committed, resourceful and dynamic visionaries who are making their voices, and those of their communes heard like never before and they are getting things done and making a difference.

These female mayors decided to form an association to strengthen their voice, support and learn from each other, maximize their impact, advocate for women's rights and demonstrate just what women can do if given the opportunity. They already had the will and the desire, but knew they needed more expertise if they were to achieve their goals. When they heard about USAID's MISONGA project, they immediately sought assistance.

Recognizing the strategic impact these women could have on their communities, MISONGA agreed to assist them in formalizing the group, creating the constitution, electing officers through a democratic process, creating a concept paper and strategic plan. Training on urban planning, the roles and responsibilities of mayors, good governance, community participation and women's rights strengthened the members' abilities to govern. MISONGA also publicized the group's success, introduced the association to potential funders and pledged to continue supporting this fledgling association until they had earned the credibility to manage funds directly.

*"Only now do I really understand what my role as mayor is and the benefits of involving the community in decision-making." — woman mayor*

Thanks to these efforts and the dynamism of the group leaders, the Association has obtained \$30,000 in funding for their activities from PNUD and the Swiss Embassy. In addition to the \$46,000 they are receiving from MISONGA. Furthermore, thanks to their advocacy efforts, including communes with female mayors in pilot and other priority projects has become a criteria at the national level: Each of their communes received special funding from the government to improve one road each for a total value of \$150,000, thus improving market access and citizens' ability to get their products to market. They have also successfully advocated for special consideration for nutritional rehabilitation and support centers, and for AIDS prevention education. President Ravolamanana himself recognized their initiative and indicated his willingness to support the efforts of those who are ready to work for their communities.

Already these dynamic mayors are inspiring other women to learn about government and make it work for their families. They are also modeling how mayors and local government can be more responsive to the communities they serve.

#### V. 4. INTERMEDIATE RESULT 4: LEVEL OF CORRUPTION IS REDUCED

**Objective 2005:**

20 % of citizens with increased knowledge about anti-corruption mechanisms. – partially met  
50 cases reported by Civil Society Organizations (CSO) through anti-corruption mechanisms.  
50 cases Addressed by anti-corruption mechanisms.

The level of corruption in Madagascar was rather high in 2003, as illustrated by Madagascar's score of 2.6/10 on the Corruption Perception Index (CPI), a measurement developed by Transparency International. Madagascar was then classified 88<sup>th</sup> out of 133 countries in the directory. There is much to be done by the country's citizens and decision-makers in order to overcome this status, notably in the development of tools and mechanisms permitting large numbers of people to learn about anti-corruption initiatives and efforts.

In order to contribute to the Malagasy State's fight against corruption initiated in 2004, MISONGA directed its support to the Superior Council of the Fight against Corruption (CSLCC). Hence, from July to September 2004, its assistance was oriented, on the one hand, toward the development of a communication strategy on the fight against corruption. That was justified by the fact that the first key activity was to undertake a mass communication campaign on corruption issues. On the other hand, MISONGA also was solicited by CSLCC, to support and finance the set up of BIANCO. MISONGA funded trainings on procurement and communication. MISONGA also awarded grants to CSO to carry out some of those anti-corruption awareness campaigns.

Strengthening CSOs became one of MISONGA's priorities, in order to fully contribute to the rapid reporting of corruption cases in our targeted zones. Since July to September 2004, MISONGA's support was directed to 3 strategic CSO: Transparency International Initiative Madagascar (TI-IM), Platform Against Corruption (FAMAK) and the Center for Arbitration and Mediation of Madagascar (CAMM). Generally, MISONGA's activities focused on the institutional and organizational reinforcement of the 3 CSOs.

In the government, structures such as the justice system, the police and the military have not had an efficient means of denouncing corruption cases. This may be one of the factors affecting Madagascar's corruption perception index (CPI) score in 2003. The weakness of the classic judiciary system, which is in charge of judging corruption cases, has not allowed for conclusive results. "Corruptors" and "corruptees" were rarely tried or penalized for their acts. Yet, since 2004, when the state's political will was strongly manifested, BIANCO, as well as the Chaîne Penal Anti-Corruption (CPAC), the first jurisdiction specifically dedicated to the treatment of corruption cases, were set up to encourage transparency and celerity in the treatment of documents concerning corruption.

MISONGA considered lessons learned during the first phase of the program, the main actors identified within the national anti-corruption strategy, and MISONGA's own strategy in determining its interventions for 2005. These actors concentrated on the support of CSLCC and BIANCO decentralized activities, in addition to assisting CSOs and regional structures to reach isolated areas and populations not covered by BIANCO's structure.

#### 4.1. Key achievements

##### **Increased citizens' awareness on anti-corruption mechanisms in targeted regions.**

Statistics from the Bureau Indépendant Anti-Corruption (BIANCO) "Open day's workshops" in the 5 provinces of Madagascar showed that in total 11,132 visitors were reached. These are divided between Fianarantsoa (1,124), Tuléar (500), Diego (862), Majunga (3,046) and Tana (5,600).

Four (4) communes of Fort-Dauphin (the urban commune of Fort Dauphin and the 3 rural communes of Mandromondromotra, Manambaro and Ankaramena) were also made aware of anti-corruption mechanisms through BIANCO's Field visit. 4 communes' anti-corruption committees were set-up in the Fort-Dauphin region following the above-cited awareness raising campaigns initiated by BIANCO.



Awareness raising workshop by BIANCO on anti-corruption mechanisms in Fort Dauphin

Five (5) communes in the Haute Matsiatra regions (Fianarantsoa I, Fianarantsoa II, Ambalavao, Ambohimahasoa and Ikalamavony) and 3 communes of Alaotra Mangoro Regions benefited (Ambohibary, Morarano Gara, and Amboasary) from anti-corruption awareness campaigns led by CSOs, such as Fanoitra Miady Amin'ny Kolikoly (FAMAK) and TANTSOROKA.

##### **Reported cases of corruption increased**

At end of June 2005, corruption cases recorded in BIANCO's official directory (including cases reported by CSOs) were up to 3,853 complaints, with 799 in June 2005 alone. MISONGA's contribution to this increasing number of complaints was made possible by CSO interventions.

A network of CSOs fighting corruption was mobilized in the 5 communes (Fianarantsoa I, Fianarantsoa II, Ambalavao, Ambohimahasoa and Ikalamavony) of the Haute-Matsiatra regions by FAMAK. That is important in that CSOs gained strength in their ability to build coalitions that facilitate the fight against corrupt networks. MISONGA's technical assistance, mainly to government structures, such as the Conseil Supérieur de Lutte Contre la Corruption (CSLCC), BIANCO, and different ministries, has contributed to reaching these goals. Major achievements range from setting up "complaint boxes" in the 22 regions of Madagascar to facilitating corruption reporting

A MISONGA's CSO partner in Alaotra Mangoro region, "Tantsoroka," reported a corruption case in a public logging Enterprise after attending training on anti-corruption.

The company's board later fired the General Manager

by citizens, CSOs, and others, to awareness raising and capacity building on the key elements of fighting corruption, such as the National Integrity System (SNI).

### **TI and CAMM increased capacity**

Transparency International - Initiative Madagascar (TI-IM) in 3 urban communes, initiated advocacy campaigns and communication activities: Toamasina, Anosy and Fianarantsoa, as citizens request more transparency and accountability from state structures concerning the use of public funding.

Capacity building activities were delivered for the “Centre d’Arbitrage et de Médiations de Madagascar” (CAMM), an arbitration body that deals with business disputes, including economic corruption cases.

### **Advocacy and anti-corruption training**

40 CSO members of MISONGA promoting better advocacy received a “training of trainers” on anti-corruption in September 2005, which enabled them to deal appropriately with corruption cases in their respective domains. In terms cases addressed by anti-corruption mechanisms, our objective for FY05 of having 50 cases reported was met and surpassed. According to the information in the Chaine Pénale Anti-Corruption (CPAC) report at end of July 2005, there were approximately 100 corruption cases reported to this court (*see annex 10: Chaine Pénale Anti-Corruption*).

### **National anti-corruption monitoring and evaluation tools were developed and the first baseline study on corruption in Madagascar was engendered.**

This study is very important in that it provides anti-corruption institutions, such as CSLCC and BIANCO updated information on the status of corruption in the country, as well as the appropriate strategies for fighting the corrupt activities. Also, it is a more appropriate tool than the Corruption Perception Index (CPI), developed by Transparency International, for measuring corruption in the local context. Used in tandem with the CPI, which is a more global tool, a clear portrayal of corruption is possible. MISONGA invested \$150,000 in this study, which represents 50% of its total costs. The plan is to have completely analyzed the data by December 2005.

Another action taken was the initiation of a National corruption observatory. This tool complements the corruption baseline survey as it provides information on corrupt activities and causes over a short period of time (daily, weekly, monthly). MISONGA collaborated with other donors, such as the Swiss and GTZ, and provided 60 % of the total study cost (\$15,000). Final results of the study will be made available by the end of October 2005.



Regional workshop in Fort Dauphin to update the national anti-corruption strategy

**The 2004 National strategy to fight corruption was updated and validated in July 2005.**

Results of in-depth studies of corruption in the tourism, industry and artisan sectors have guided the national anti-corruption strategy. These sectoral studies helped decision-makers to understand the nature of corruption in each sector, who is involved, the extent, the consequences, and to some extent the reasons behind it. The information allowed them to better design and target their strategies to stop corruption in the revised national strategy for fighting corruption. MISONGA financed the survey for these sectors and participated actively in the design, implementation, and validation of the studies. Other donors financed other sectors.

The focus for national anti-corruption efforts over the next year is “liberating the economy from corruption”. Achieving this goal will encourage private investment and increase state revenues to invest in other sectors.

**Magistrates better handle Anticorruption cases.**

52 magistrates, representing Madagascar’s Provinces, received capacity building in early 2005 from CSLCC, and with technical support from European experts, such as Eva Jolly. Thanks to this training, the magistrates are now better able to handle corruption cases. MISONGA supported BIANCO and CSLCC to organize team building with these magistrates to better coordinate their efforts.

2 CSLCC and BIANCO staff also participated in a capacity building session entitled “The Brazil Global Forum on the Fight Against Corruption” in June 2005. 4 staff members also benefited from English language training.

**BIANCO's regional office in Fianarantsoa will be operational in December 2005.**

To ensure better impact and to be closer to citizens, BIANCO actions should be decentralized with the full support of field offices. In the earlier strategy of CSLCC, only a branch in Tamatave was planned because of budget constraints. But MISONGA suggested funding another one in Fianarantsoa, which is a red zone according to the national survey carried out in 2003. The government will provide the building and staff and MISONGA will bring the equipment and technical assistance. MISONGA awarded \$200,000 to BIANCO to rehabilitate the building purchase equipment and to train staff.

The existence of this regional office is strategic for MISONGA and the other strategic objectives of USAID as Fianarantsoa is a corruption “black area” in many domains. Addressing corruption here could have a significant impact on the performance of USAID programs in the area.

MISONGA's anti-corruption strategy was updated in June 2005 with the support of Ms. Paraskeva, a PACT HQ expert in good governance, democracy and anti-corruption. By refining the strategy of MISONGA's anti-corruption program, MISONGA staff and its USAID SO partners (SO4, SO5, and SO6) are now better able to focus on how to approach both short and long-term corruption issues in a changing global and local corruption context. From now to the end of the program in 2008, MISONGA's anti-corruption strategy will be geared towards

*“Implementing CSLCC activities in a way that will build solid constituencies for long term reforms that address state capture”.*

#### **4.2. Key constraints and issues**

The non-functionality of effective monitoring and evaluation mechanism for BIANCO, CSO, MISONGA, and other stakeholders as well as time constraints, made it difficult to attain accurate figures on the percentage of citizens with increased knowledge on anti-corruption mechanisms, numbers of reported cases by CSOs and cases addressed through anti-corruption mechanisms.

A specific household survey is required to compare current results to baseline data. This is planned during the mid-term evaluation of MISONGA's program. However, at least in reference to the Analamanga region, a survey conducted by ATW Consultants in May 2005 indicates positive results. 53% of citizens interviewed on their perception of BIANCO said it is known as “the” place for reporting corruption cases. Also, since July 2005, MISONGA has provided technical assistance to BIANCO for the improvement of its complaint system through the funding of a Monitoring and Evaluation expert.

As the above indicates, there still remains a good deal of work to be done by MISONGA to measure its anti-corruption interventions.

#### **4.3. Perspectives and next steps**

The major FY06 activities planned with public and private partners are:

Strengthening awareness raising campaigns in MISONGA intervention regions and communes. This will be done through anti-corruption institutions, such as CSLCC and BIANCO, as well as with CSOs (including those eligible for MISONGA advocacy funds) and citizens.

Development of joint monitoring and evaluation tools for BIANCO, CSOs, MISONGA and other stakeholders that will provide accurate data on citizen knowledge about anti-corruption mechanisms and corruption cases.

Promoting collaboration between MISONGA CSOs and BIANCO through joint-interventions in various domains.

Supporting CSLCC and BIANCO on the dissemination of the baseline survey findings? As well as on the operationality of the national corruption observatory so as to provide better follow-up on the status of corruption at the national, regional and grassroots levels.

Ongoing capacity strengthening for BIANCO and CSLCC staff at national and regional levels through international as well as national training.

Strengthen BIANCO's prevention and educational activities through the support of its headquarters and its regional offices in Fianarantsoa.

## **VI. MISONGA KEY CONTRIBUTIONS TO USAID STRATEGIC SECTORS**

### **VI. 1. NATURAL RESOURCE MANAGEMENT**

#### **1.1. Key Achievements**

##### **Support CSO Advocacy**

Following discussion with SO6, MISONGA decided to fund one-third (15) of the total number of civil society organizations that advocate for environmental issues by 2008. For this year, 2005, the second year of the implementation of the program, MISONGA supported 3 CSOs in the environment sector to improve their capacity and project documents for advocacy.

The MISONGA project gave different types of training on advocacy techniques to these three civil society organizations as well as to other civil society organizations that were chosen during the selection process carried out by MISONGA.

AID, an NGO working in Soanierana Ivongo around the Ankeniheny-Zahamena Corridor, presented a public interest question relating to the implementation of legal measures for forest resource management, whereas MATEZA, an NGO based in Fénérive Est is addressing a public interest question related to the preservation of the Corridor Zahamena-Mantadia. In addition, the Koloharena Federation, a group of farmer's associations, is working to promote environmentally favorable agricultural practices. The MISONGA team gave advocacy training to the 3 CSOs and supported them in finalizing their advocacy project proposals.

In addition to the support given to these 3 civil society organizations on their advocacy project proposals, MISONGA also supported 3 regional dialogue structures: the Regional Development Committee (CRD) in the Anosy Region, the Multi-Local Planning Committee (CMP) in the province of Fianarantsoa, and the Platform for the Management of the Ankeniheny Zahamena Corridor (PlaCAZ) in the province of Toamasina.

##### **CRD Anosy**

The CRD Anosy is a platform for exchange and dialogue for the actors working in the Anosy Region. It brings together all the organizations in the Anosy Region including all the public and private development actors, civil society, and the Working Group for Rural Development (GTDR).

The CRD is based on a shared willingness by the different actors to attain a level of cohesion, coherence, effectiveness and sustainability of the development actions through openness, dialogue, and partnership. The CRD ensures the integration of social, economic, and environmental aspects in the development process in the Anosy Region. MISONGA has, however, focused particularly on supporting the inclusion of an environmental dimension in the Regional Development Plan.

In collaboration with the LARO program and the National Environment Office (ONE), that has a sub-contract with USAID/JARIALA project, MISONGA supported the CRD Anosy in

updating the “Tableau de Bord Environnemental Régional de l’Anosy” (TBER). MISONGA’s MIS team helped collect the information to be included in this TBER.

### **CMP Fianarantsoa: Corridor Management**

MISONGA supported the development of the organizational and institutional capacity of the CMP so it can lead advocacy campaigns on the management of the Ranomafana-Andringitra corridor. MISONGA also supported the organization of the CMP’s General Assembly. Since this meeting, the five new Regions in Fianarantsoa are more actively involved in the CMP and the implementation of its regional activities. The CMP, through MISONGA support was able to achieve some important results, for example:

- Building the capacity of the emerging public “intercommunale” groups (OPCI) to address the issues surrounding the management of the Ranomafana -Andringitra corridor,
- Implementing an information and communication system for the Corridor by:
  - Creating a map of actors and actions in the corridor using data processing equipment,
  - Producing and broadcasting documentary films and reports on various themes using audiovisual equipment. With MISONGA’s support two films on the corridor were produced and broadcast at the national level by TVM and local stations.
  - Producing a monthly newsletter showing the Corridor, the stakeholders, and the main accomplishments of the CMP.

In collaboration with ERI, the MISONGA team helped the CMP to elaborate their 2006 Annual Work Plan and to elaborate their project proposal to fund their environmental conservation advocacy activities around the corridor.

### **PlaCAZ Toamasina Forest Corridor Management**

The Platform Corridor Ankeniheny-Zahamena (PlaCAZ) is the structure for exchange and dialogue for all the actors working around the Ankeniheny-Zahamena Corridor. The objective of this platform is to ensure the sustainable management of the forest corridor through the active and continuous participation of all the actors working in this part of Madagascar.

Initially established in 2001 by provincial law, the PlaCAZ implemented activities at a slow pace until 2005. In collaboration with Eco-Regional Initiatives (ERI) Toamasina, MISONGA helped to revitalize the PlaCAZ so that it can assume its role as a mechanism for participation and a platform for exchange and dialogue among the different development actors who are working for the sustainable management of the corridor.

Also, organizational and institutional audits of the PlaCAZ were carried out in order to establish a plan for organizational and institutional capacity building for the PlaCAZ. Currently, a capacity building plan is in place and is being implemented.

At the suggestion of the auditors, MISONGA and ERI Toamasina supported the PlaCAZ to operationalize the Technical Secretary (Executive body of the PlaCAZ) through the donation of equipment and the recruitment of a Technical Secretary and an Information and Monitoring and

Evaluation Specialist. The PlaCAZ plans to organize the first General Assembly of its members in November 2005.

### **Support Elaboration of PRD/PCD Integrating the Environmental Dimension**

In order to support the new “Chefs de Région” named in September 2004, MISONGA supported the participatory elaboration of the Regional Development Plans (PRD) in 6 Regions: Anosy, Atsimo Atsinanana, Vatovavy Fitovinany, Haute Matsiatra, Alaotra Mangoro, Analanjirofo, Boeny.

The methodology for the elaboration of the PRDs in the Regions supported by MISONGA observed the following principles (*see Annex 6 on PRD Haute Matsiatra*):

- The elaboration process must be as participatory as possible and all the development actors in each Region must participate in its development.
- The Regional Development Plan must be multi-sectoral and must integrate the visions from the different sectors. MISONGA ensured that the environmental dimension was integrated in these Regional Development Plans.
- The Regional Development Plan must have a vision of multi-level development and must take into account the visions from other levels such as the national level (DSRP) and the communal level (PCD).

In order to assure this coherence of visions of multi-level and multi-sectoral development with the vision for development for the Region, MISONGA supported the elaboration of the Sectoral Guide for the Updating of the Communal Development Plans for the Anosy Region. This guide is available at the CRD office.

In other Regions where MISONGA intervenes such as Alaotra Mangoro, Haute Matsiatra, and Analanjirofo, selected communes updated their communal Development Plans (PCD) in order to assure coherence with the PRD.

### **Strategic Reform of OSF**

MISONGA participated on the Ad Hoc committee to revitalize the Forestry Sector Observatory (OSF) in the context of the reform of the forestry sector. The OSF must be a decision making tool for the forestry administration and serve as control mechanism to promote transparency in the production of information in the forestry sector.

The mission of this Ad Hoc committee is to redefine the missions, visions and objectives of the OSF so that it can play and improve their role in the governance of the forestry sector in Madagascar.

### **The Environmental Information Systems Network Association (ARSIE)**

The ARSIE is an association of organizations that was created in 1998 with the goal of facilitating information exchange and access to environmental information in Madagascar. It regroups public and private institutions as well as civil society and other national and international organizations that use environmental information.

Supported by MISONGA, the web site of ARSIE is on line and available at [www.arsie.mg](http://www.arsie.mg). This website, in addition to being a site for information on the Association, also serves as a portal for accessing metadata from different ARSIE member associations, and facilitating the access to information on Madagascar's environment. Several metadata from ARSIE members can already be accessed through the site.

## **1.2. Key Constraints and issues**

The time delay between programming MISONGA activities and the other programs working on environmental issues has not allowed MISONGA to integrate into its 2005 work plan the efforts or the priorities of other partners of the program. Thus, MISONGA tried whenever possible to adapt to the needs of the other USAID programs.

Some synergies were developed with ERI and JARIALA in the Regions within the Ecoregional Alliance (Anosy, Fianarantsoa, and Toamasina). However, there was very little or no interaction was observed between MISONGA and MIARO in the process of supporting the implementation of the Durban vision.

MISONGA was not really involved in EP3 meeting and discussions. This made it difficult for the program to promote environmental governance to complement with other environmental initiatives.

The revitalization of the platform for the Ankeniheny Zahamena corridor management, as well as for the CMP, encountered divergent points of view, which were overcome by the facilitation carried out by MISONGA technicians in collaboration with other partners in the Eco-regional Alliance.

## **1.3. Perspectives and next steps**

A program of training and intense coaching program for selected environmental CSOs, based on well-identified gaps and needs, needs to be developed and implemented during the next year. A particular effort will be made to raise awareness and to motivate those civil society organizations to present environmental advocacy projects.

The structures for dialogue and platforms will be supported so that they can fulfill their coordinating and guiding for management and advocacy of conservation integrated with socio-economic development. A capacity strengthening program will be developed and implemented in 2006 to: support the General Assembly meeting and the implementation of the Annual Work Plan for PlacAZ, support communications and advocacy for the CMP, and give institutional support to the CRD Anosy following its restructuring. We will also support the CRD Mangoro with its restructuring, already planned for November, 2006.

An agreement protocol between MISONGA, JARIALA and several CIREEF pilot projects (Fianarantsoa, Fenerive Est, Moramanga, Ambatondrazaka) needs to be developed build the capacity of the CIREEFs in terms of information management and the integration of the CIREEF system with the Regional Information System that MISONGA is in the process of supporting. To do this, a discussion regarding the framework for collaboration, along with a

definition of the various roles and responsibilities of each party has already been initiated by the two programs.

To support the current reform process of the forest sector, MISONGA will organize a collaborative meeting with JARIALA to revitalize the “Comité National Technique Forestière” (CNTF).

The updating of the communal development plans (PCD) financed by MISONGA will be an opportunity to integrate an environmental dimension into these documents. The team will go into the field with consultants in order to assure this integration.

Revitalizing the OSF should make it possible, in 2006, to define the status of the OSF and to harmonize the roles and responsibilities of the stakeholders, in particular between MISONGA and JARIALA. In order to do so, a three party agreement must be signed among JARIALA, MISONGA and the CIREEF in the intervention zones.

## **VI. 2. HEALTH**

### **2.1. Key Achievements**

#### **Two (2) CSOs have started their advocacy campaigns:**

Two CSOs were funded to identify their QIP (Issues of Public Interest) on health through the elaboration of their project documents. This identification was done through consultation with the population and authorities. The project proposals of the ASOS of Fort-Dauphin and the AFDE of the South East are currently in the process of being finalized.

In addition, MISONGA initiated the institutional support of VOA HARY SALAMA, a civil society platform dedicated to develop and implement health, population and the environment integration.

#### **Programs on health are available and aired on independent FM radio**

With the collaboration of ALT, radio programs on health were elaborated, and they have started to be broadcast in the regions of Haute Matsiatra and Amoron'i Mania. These programs were created by ALT, based upon focus groups with CSOs. The programs are translated into local dialects so as to ensure comprehension by the population. These programs are important in that they can influence government decisions and are helpful in circulating health-related information.

#### **A project for registering births implemented**

MISONGA with the collaboration of SantéNet and UNICEF trained leaders of Districts, communes, CSOs, Health Services and CISCO to be trainers for the EKA (Ezaka Kopia ho an'ny Ankizy) program, which aims to register births

This program has an impact on the registration of newborns, post-natal consultations, and vaccinations.

#### **Spatial analyses of the intervention zones of USAID partners implementing health, population, and environment activities are available (see Annex 13)**

Mapping of the intervention zones of all USAID Alliance members in the 3 eco-regions facilitated the coordination of the different programs

The identification of actions for the communes, and for the mobilization of authorities around health issues.

### **2.2. Key constraints and issues**

Despite being part of the strategic objectives of USAID and the fact that health is identified as one the major problems in the PRD, CSOs have not really addressed QIPs on health themes.

Instead, health issues are often integrated into other themes (like the environment) in Alliance activities.

### 2.3. Perspectives and next steps

The next steps taken will focus on raising the awareness of the population in order to increase visits to health centers. To achieve this, it will be necessary to work simultaneously on improving the quality of care. The MISONGA program will support the public health services in collaboration with SantéNet to increase the number of CSOs working to address this problem.

In 2006, Voahary Salama (VS) will be one of MISONGA's priorities given that VS works in both the health and environment sectors. The grant contract, signed in October 2005 will:

- Support the implementation of the VS business plan
- Support the restructuring of the VS platform, especially by funding the position of General Manager during the 12 months of this contract
- Support the integration of new associations into VS
- Support fundraising efforts of VS
- Support VS in transforming their Public Interest Questions into advocacy proposals
- Support the advocacy activities of VS

This partnership continues and builds upon the collaboration between VS and PACT under the REACH project. (See Annex 11).

### 2.4. Success Story

#### Broadening horizons to improve health services

Luciano and Erick are health outreach workers with ASOS, a community health association that has been helping communities in the Fort Dauphin region solve health problems since 1991. They are respected in the communes in which they work and are known as people that care, that do good work and are resourceful.

Unfortunately, they have been very frustrated by the obstacles they constantly encounter that are beyond the control of ASOS, for example: refrigerators for vaccines in government health centers that have been broken for over a year; rural areas where the nearest health center is a full day's trip away, meaning that when sick people finally arrive, it is often too late. Luciano and Erick have done their best to help people find a way around the problem, but could not always find solution when they went to



Participants in Advocacy Training learn new approaches to helping communities help themselves.

government officials for help, they were always told there were more important projects like roads and schools.

Thanks to advocacy training and support from USAID's MISONGA project, they now have a new approach. They realize that the people in the communities with whom they work can and should expect better health services from the government. They have also learned that these same people have a right to participate in decisions that affect them, that they should be informed about how the government budget is spent. They also appreciate the challenges faced by government workers who want to do their jobs, but who have few resources. ASOS obtained information on the regional budget and Luciano and Erick realized how small the amount allocated for health was and how little of it actually went to health related issues. They recognized that making health a priority for local government was key to addressing some of the core problems their clients face and improving health services. With this information and their knowledge of the most pressing health needs, they can make a strong case for increasing the budget. With help from consultants hired by MISONGA, they developed a strategy, plan, and budget to educate and mobilize community members and decision-makers to make health a priority. They are now one of 23 community associations that received funding for advocacy projects from USAID through MISONGA.

**"Our eyes are now  
open in a new way." --**  
*Luciano*

Their project is just beginning, but the biggest step has already been taken. For most people in Madagascar, the concept of advocacy and actively participating in the decisions that affect their own lives is new and refreshing. "Our eyes are now open in a new way. We can analyze problems more deeply," says Luciano. "This experience will help us to solve other problems as well," says Erick.

### VI. 3. GENDER

MISONGA is working in close collaboration with USAID Woman's Legal Rights (WLR), sharing logistics and human resources.

#### 3.1. Key achievements:

##### **Gender Index available**

For measuring the gender indicators, three tools will be used. One, a tool for evaluating the integration of the gender approach, is in place in the framework of the MISONGA PMP and is available to the MISONGA team and to CSOs financed by the program. These indexes allow the MISONGA program to have a precise indication on various gender aspects, and to keep these in mind when carrying out program activities.

##### **The gender approach is considered in the activities of CSOs**

Of the total of 15 points possible on the gender index, the CSOs have so far attained 2 points. This still places the CSOs in the lower level (0 to 6 points) for measuring the integration of the gender approach.

**The consideration of gender aspects in the advocacy activities of associations is** illustrated by the effective participation of women in the identification of QIPs, in the elaboration of advocacy strategies, as well as by the compilation of advocacy proposals. In the 23 advocacy proposals, the active participation of women is considered in the indicators. Two trainings on the gender approach were conducted in Tolagna ro and in the southwest for a total of 18 organizations with the goal of improving their ability to integrate this approach into the management of their associations and in their activities.

##### **Improved organizational, institutional and technical capacities of "Association des Femmes Maires de Madagascar" (AFEMM):**

MISONGA improved the organizational, institutional and technical capacity of AFEMM through coaching provided by the MISONGA team. Members of the AFEMM are now able to elaborate their annual work plans. In addition, as a result of MISONGA trainings, they are able to elaborate a communal plan and have a better understanding of democratic foundations. These approaches are fundamentally important for the participatory management of communes, as participation is one of the conditions that guarantees good local governance.

#### 3.2. Key constraints and issues

The major constraint is the lack of mastery of the approach by the MISONGA team and the CSOs, as well as knowledge of how to rationally apply it to the advocacy issues of CSOs. A workshop will be organized for the MISONGA team on this subject so as to build a deeper common vision on the gender approach in the support strategies and techniques that will be carried out MISONGA partners.

### **3.3. Perspectives and next steps**

MISONGA will adopt the following strategies:

- Training of the MISONGA team and funded CSOs on the gender approach
- Coaching and mentoring CSOs on how to apply gender in their advocacy and development activities



Committee (CMP), followed by a donor round table and a workshop to reenergize the NGO/Projects/Programs/GTDR Haute Matsiatra in order to promote synergy and to share information. The five regions of the Province of Fianarantsoa are now fully implicated in the conservation process and the sustainable management of the corridor and the promotion of conservation activities.

### **Support for Partners**

MISONGA made materials and tools available to leaders so that they could better perform their tasks (i.e. maps of groups intervening in the corridor and maps of interventions around the corridor). Various tools are available at the regional level to make the work of other members of USAID Ecoregional Alliance easier (maps, databases, etc.). The communes receive assistance through the facilitation of local planning activities. In addition, MISONGA's support activities were oriented so as to define and promote the consideration of the environment in decision-making, to gather information on the needs of the communities, and then to help transfer that information into their PCDs.

### **Radio**

Baseline survey on radio coverage in the province of Fianarantsoa was gathered (*see annex 4*). In addition, journalists from different radio stations in Fianarantsoa and a few partners of USAID Ecoregional Alliance (like Koloharena) were trained on the program production cycle. Programs were then produced on specific themes: Women, Natural Resource Management, Good Governance, Corruption, Security and Health.

The Télécentre d'Ikongo received an organizational and technical review after a joint baseline study made by MISONGA technical staff and ERI team in Fianarantsoa.

### **Mines and Forests Commission**

MISONGA collaborated with the other members of the USAID Ecoregional Alliance (JARIALA, ERI, MIARO, WWF) in the implementation and reinforcement of the Mines and Forests Commission of the province of Fianarantsoa, and was involved in the project to remove illegal miners in the Miarinarivo and Ikarimbelo zone of the corridor. MISONGA's contribution consisted primarily of supporting the integration of information relative to this project into the CMP monthly bulletin.

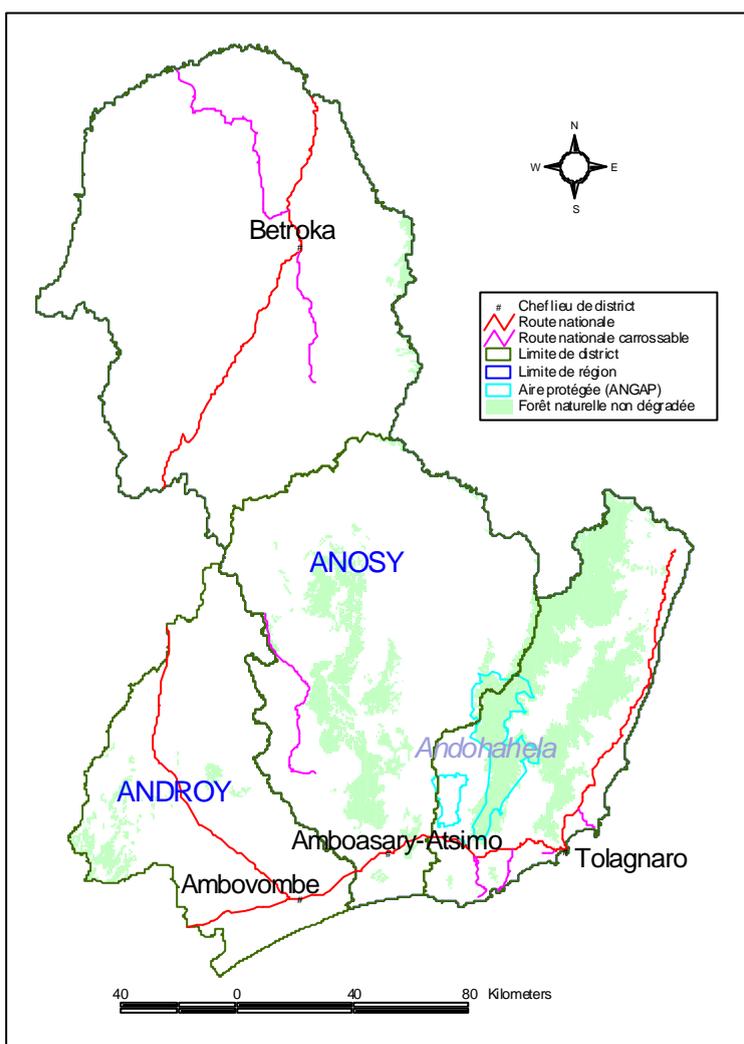
## **2. Anosy**

### **Regional/Local Dialogue Structure : CRD- CCD**

Integrating the district of Betroka into the organization has strengthened the institutional and organizational capacities of these structures. MISONGA in partnership with LARO provided financial and technical assistance to these structures. Presently, the statutes and internal regulations of the CRD are in place, having been adopted by the General Assembly of the Anosy CRD.

Regional structures for coordination of environmental actions are in place and functional integrating all members of USAID Alliance Anosy like MIARO (Through ANGAP and WWF, JARIALA, etc). In addition, sectoral commissions are also operational and working in collaboration (Mines and Forests, AIDS, Environment, Health, Education and Agriculture).

**Planning activities: SDR/PRD/PRI**



Map 3: Anosy Ecoregion

The goal of achieving regional acceptance of the CRD is currently being pursued. The environmental dimension has been integrated into the SDR, PRD, PRI and in the PCDs of 64 communes of the Region. The advocacy campaigns for the Anosy region’s PRI and the PRD are being conducted at the national level (Antananarivo) and among funding agencies (Fort-Dauphin) (July 2005).

**Regional Information System**

In addition, MISONGA provided support to the CRD on their information system and their database management system. Information on Regional Development activities, including those of the USAID Alliance Anosy, is included in this system, and the database is up to date.

**Information, Education and Communication (IEC)**

MISONGA in partnership with other members of USAID Alliance Anosy has supported the elaboration of a regional communication strategy and actions have been taken in the areas of Information, Education, and awareness raising on the importance of ecological and economic functions of the forest, the management transfer, the zoning, the bush fires, and the natural forests for the “Collectivités Territoriales Décentralisées...”. As a result, all participants share a conservation vision. Recognizing the socio-economical, ecological and cultural values of the forest, 5 communes participated in awareness raising activities in April and May 2005.

### **Protected Areas System (Système des Aires Protégées de Madagascar – SAPM)**

In Collaboration with MIARO, LARO and other member of Alliance USAID Anosy, MISONGA contributed to the implementation of the Durban Vision in the region of Anosy through both the organization of workshops and by providing capacity building to community leaders and village authorities and communities.

Resulting from a workshop held in June 2005 funded by MISONGA and MIARO, 20 areas are now recognized, identified and prioritized by the authorities and all project participants in the Anosy region. The implementation of the Ankodida community based forest management has been successfully achieved, and Ambatotsirongorongo is in the process to implement its management plan. The necessary structures are already in place in Mandena and Sainte Luce. The delineation of 5 prioritized sites for conservation has already been done for 2005.

5 DINA are in place for the planting of 100 ha of trees in 5 communes and trainings related to forest legislation and the management of these plantings were provided for communal authorities and tree planting leaders.

### **Mining and Forests Commission**

MISONGA worked in collaboration with JARIALA and MIARO on the implementation of activities pursued by Anosy's Mines and Forest Commission. This commission holds monthly meetings to discuss and assure coordination of activities between the two sectors in the Anosy Region.

### **Tanana Mendrika**

Collaboration among the various actors in the USAID Alliance Anosy for the implementation of the Mendrika Commune approach is effective. Six rural communes and the urban commune of Fort Dauphin have used the approach. The communities in these communes are organized and currently responsible for their own development, guided by the effective participation of civil society. Platforms have emerged and a strengthening of local development on environmental issues has been noted. Neighborhood development plans that integrate environmental aspects have been elaborated and implemented. 11 local structures are in place (Aug. 30, 2005: 1 per Fokontany). The Tanana Mendrika project is currently in the process of being finalized along with all local intervening organizations (ASOS, Care International, SantéNet and BAMEX).

### 3. Toamasina

#### Management platform for the corridor of Zahamena – Ankeniheny - Mantadia

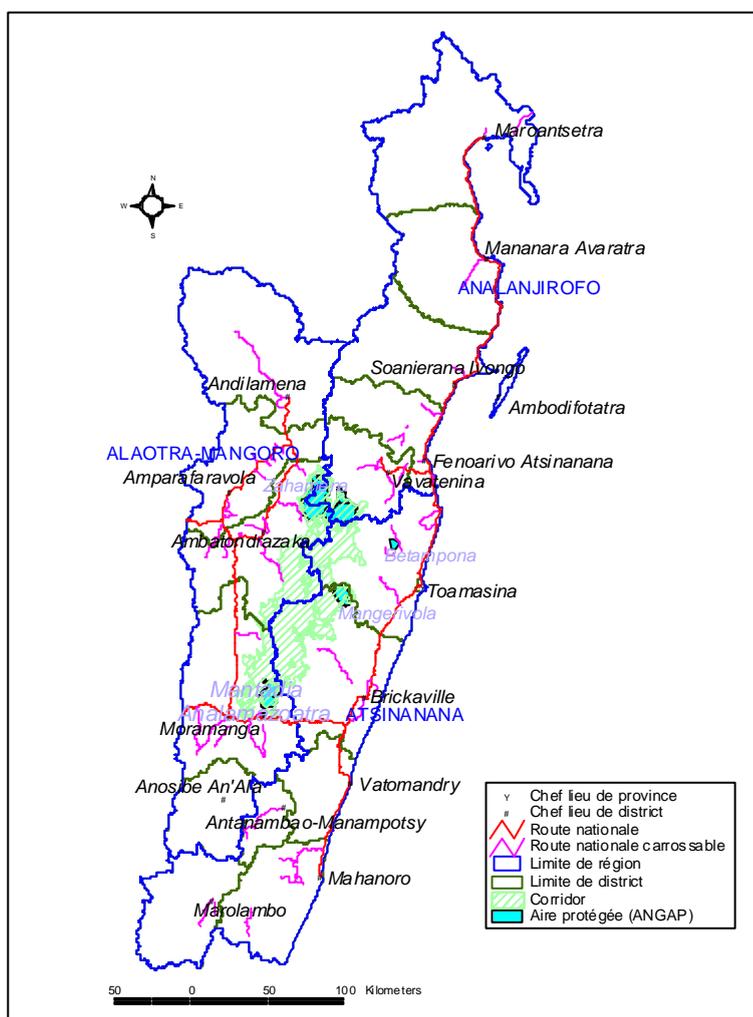
As a result of collaboration between MISONGA and ERI with other USAID Eco-Regional alliance member of Toamasina, the “PlacAZ” is operational and plays a central role in the mobilization of all stakeholders working on sustainable development in the Corridor. A statute, internal guidelines and a procedural manual for administrative financial management are being finalized. A permanent technical secretary consisting of two people is in place to manage current activities of the PlacAZ.

#### Information Management Unit (UGIR) Atsinanana, Analanjirofo, Alaotra-Mangoro

Through the implementation of the Regional Information Management Unit (Multi-Sector Information Management and Analysis) in the 3 Regions of the Toamasina Province, MISONGA made materials and tools available to leaders that would improve their decision making processes (i.e. maps of groups intervening in the corridor and maps of interventions around the corridor). Various tools are made available at the regional level (maps, databases, complimentary studies, etc.) to serve the various members of the USAID Toamasina Eco-regional Alliance.

#### Integration of environmental dimension in the planning activities: PRD, PCD

Concerning strengthening the various communal roles in local planning, the support provided by members of the Alliance, including MISONGA, were focused on promoting an “environmental reflex” in the communes of intervention and integration of environmental dimension in all the new PRD of



Map 4: Toamasina Ecoregion

the 3 Regions of Toamasina. All PRD of Toamasina Province (Atsinanana, Analanjirofo, and Alaotra-Mangoro) has already integrated this aspect and this trend continues with the PCDs of the 8 communes. MISONGA worked in close collaboration with ERI, all other USAID eco-regional members for these activities and other regional actors like UNDP, ONE, and Fanamby

### **SAPM Communication Commissions**

By integrating the reflection process on how communication strategies are relevant to protected areas of Madagascar, MISONGA is contributing to the implementation of the Durban Vision. This started with an analysis of different systems and methods of communication used with the intention of promoting strategies. The experiences of Koloharena for leading advocacy activities on environmental issues were highlighted.

MISONGA's support to the Eco-regional alliance was important in allowing PlaCAZ and other CSOs working in the corridor to participate substantially in the implementation of the SAPM.

#### **4.2. Key constraints and issues**

Lack of the human resources necessary to allow MISONGA to fully invest itself in the USAID Alliance's regional level activities (case of Anosy, Fianarantsoa and Toamasina)

A synergy of action between the various members of the USAID Alliance is not effective due to time constraints and priorities placed on own activities of each program.

Insufficient budget for the implementation of the Durban Vision

Non-adherence to planning calendars by partners (e.g. region)

Unplanned organization and hasty actions taken

#### **4.3. Perspectives and Next Steps**

MISONGA will continue to work at the regional level with other members of the USAID Ecoregional Alliance to support the various dialogue structures (CMP, PlacAZ, CRD) to improve these structures' abilities to play their role in integrating the environmental dimension into the various planning documents (PRD, PCD...) for a sustainable development.

MISONGA will provide support specifically to strengthen dialogue structures associated with advocacy techniques.

Work with the other Alliance members to identify CSOs that can lead environmental advocacy campaigns at the regional and local level.

Work to support effective collaboration the implementation of a coherent regional database that takes into account the needs of the members of the USAID Ecoregional Alliance.

Work in tight collaboration with the Regions and other USAID Ecoregional members on the implementation, monitoring and evaluation activities of the different PRDs.

MISONGA will continue to support the selected communes in the implementation of their PCD activities and will assure the integration of the environmental dimension in these PCDs.

Work in tight collaboration with the decentralized services of the State, particularly the DIREEF, for the effective implementation of an environmental information system in collaboration with JARIALA. The objective here will be to assure the integration of the Forest Information System with the Network of Information Systems of each Region.

Focus efforts to extend the radio coverage area around the corridor by working with the Telecentre d'Ikongo and private radios stations in the province of Fianarantsoa. Collaboration with ERI also in the reinforcement of the Radio Beforona will be continued.

## VII. CONCLUSION

MISONGA is a USAID project that is being jointly implemented by PACT Inc and Catholic Relief Services. CRS has been working in Madagascar for over 40 years, while PACT has been active in Madagascar for 12 years. MISONGA has capitalized on the credibility of these organizations and their relationships with partners throughout the country in even the most rural areas, which has allowed the project to be quickly operational in the field. MISONGA has also capitalized on linkages with other USAID partners (SantéNet, ERI).

At this early stage of the project, MISONGA has chosen to invest time in cultivating strong relationships in certain areas, based on trust and respect. This will earn social capital for the project that will allow it to move quickly and decisively as the project evolves.

MISONGA has spent a great deal of time ensuring that the necessary frameworks and foundations are in place prior to intensifying activities. The best example is found in the governance project, which has taken the necessary time to mature and make sure that all of the involved actors (government, private citizens...) understand and accept the concepts before taking on specific projects. An example is MISONGA's focus on helping the government build a legal framework for various sectors before intervening directly in specific areas like water and forests, health and agriculture. This strategy is as beneficial for MISONGA as it is for the other funders. MISONGA is the only project that acts in this manner, which assures its success and the positive impacts of its activities.

However, in terms of financial management and the indicators that must be attained, gaps still exist. A clear example was visible in June, when the pipeline was full of money waiting to be spent. When MISONGA did not want to liquidate funds before ensuring the technical and management capacity of the recipients, it created some tension. Once MISONGA was able, however, to assure that a sound foundation was in place, the pipeline was liquidated in a responsible way that could ensure results.

Since the necessary frameworks and foundations now exist, thanks to the activities of FY2005, the upcoming year should be smoother and more specific actions will be undertaken.

MISONGA has had to be flexible and responsive to work with a rapidly changing government. MISONGA's ability to recognize key opportunities, mobilize and intervene in a timely manner at critical moments has maximized the use of resources, and placed them in a strategic position for influencing change. Other funders have not experienced such a successful response. This has also allowed MISONGA to leverage resources from other funders in a reasonable way.

MISONGA recognizes that there are already many people, organizations, and institutions that are dedicated to good governance that need some support, information, training and opportunities to make changes. MISONGA is building capacity and creating opportunities so that people with the will to reform governance can reach the next level. For FY06, it will be necessary to continue working with other funders and other organizations operating in the same area. However, since resources have been reduced, MISONGA will have to prioritize and focus its activities on the intervention areas of USAID (Environment, Health, Agriculture...). To

achieve this, small grants for advocacy campaigns will be awarded to more CSOs working in these sectors.

“Never underestimate the importance of local knowledge” is an old community-organizing saying. Not only are MISONGA staff knowledgeable about the culture and history of governance in Madagascar, but their commitment to a participatory approach (in everything from developing a national e-governance policy to developing commune plans) ensures that interventions remain grounded in reality and will leave lasting changes. All MISONGA actions will focus on regions and communes, which are currently the basis for the country’s development. All local resources, human and financial, will be taken into consideration, in order to achieve impact at both the local and national levels.

**A number of challenges deserve to be highlighted, as MISONGA will have to address them in 2006 if it hopes to be more effective**

### **Staffing**

Since good governance activities are relatively new in Madagascar, finding adequate skill sets in this domain is a daily challenge. Considering the challenges outlined above, MISONGA needs more staff to coach and mentor, and to be there and grow alongside its various projects. This is necessary if MISONGA is to provide close and effective technical assistance. Specifically, MISONGA must have a core competency in Environment, Health and Anticorruption if it is to meet the demands of the Eco-regional Alliances. To meet this challenge, more regional staff will be added.

Beyond this, a concerted effort will be made to capitalize on the expertise that PACT and CRS have acquired through their Civil Society activities in other countries (PACT Cambodia, CRS Zimbabwe, etc.), especially in the area of fighting corruption (Central Africa). They will intervene, specifically, by participating in workshops or brownbag lunches, which MISONGA organizes on a regular basis, on specific themes like advocacy on natural resource management and health.

### **Organization**

The first 17th months of implementation demonstrated that flexibility and adaptive management are key for this project. For this reason, a new organizational chart will be proposed. The main change in the organization will be the creation of a Deputy COP position.

### **Communication**

One of the principle challenges for MISONGA will be to improve communication and to clarify to other USAID projects and other programs, the specific actions of the MISONGA project. MISONGA will organize regular sessions with partners to discuss specific themes and concrete recommendations for shared action.

**Annual Report FY 2005**

# MISONGA

Managing Information and Strengthening Organizations  
for Networked Governance Approaches

## ANNEXES

Submitted to USAID/Madagascar  
Good Governance Program in Madagascar  
Cooperative Agreement n° 687-A-00-04-00134-00

Submitted by Pact, Inc.  
in joint partnership with Catholic Relief Services-Madagascar

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Ecoregional Alliance

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## ANNEX

### THE CIVIL SOCIETY REGIONAL PLATFORM HAUTE MATSIATRA AND AMORON'I MANIA

#### 1. Context

The creation of a regional platform of civil society organizations responds to the current situation at the national and international level.

At the national level, many projects have already been started by the civil society organizations in order to create a national platform: creating groups and networks of associations and of national and regional NGOs, holding many workshops on Malagasy civil society, and integrating the Malagasy civil society organizations in the Inter-Institutional Center for Documentation and Information (CEDII). In addition, the social and economic situation in which the majority of the Malagasy population lives challenges the Malagasy civil society organizations to serve as an interface between the people and the government.

At the international level, the understanding of the important role that all of the civil society organizations must play in order to defend the fundamental interests of the people, such as poverty reduction, sustainable human development, and good governance is recognized worldwide and clearly stated in the Cotonou agreement.

In order to fully accomplish their mission, the civil society organizations must have a common vision by working together to be strong, independent, and produce results if they want to become a key partner in the development and good governance processes in the province.

Representatives of civil society will participate in the platform, such as: NGOs and development associations, farmer and community organizations, women's associations, professional associations (lawyers, judges, doctors, engineers), chambers of commerce, human rights organizations, cultural and athletic associations, and free and independent trade unions.

The platform will provide a forum for dialogue, exchange, discussion, and assembly for the civil society organizations that agree to the principles of the platform and that will promote, through their spokesperson, the main decisions agreed to by the majority.

#### 2. Global Objective

The public recognition of the platform by various entities (the government, political groups, donors, and the private sector) facilitates the active participation of the civil society organizations in the democratic and development processes in the province.

##### Specific Objectives

To adopt, using a participatory approach, a common vision of the civil society's mission as a key partner for the government, donors, and the private sector

To act on the principle citizen concerns in order to raise awareness, lobby, and advocate

To make decisions that have a positive impact on the local population

To develop strategies for determining the credibility of organizations

To develop a strategy to ensure technical and financial support for the partner's development programs as well as a strategy to influence policy

To act as a transparent partner following the rules of fair play and respecting equity in the elaboration, implementation, and monitoring of local and national development programs

### **3. Operational Objectives**

To strengthen and share skills learned through outreach and extension activities  
To provide the platform with sufficient means to ensure its organizational and institutional development  
To collaborate closely together in order to make the best decision using the available information  
To ensure effective monitoring of local and national development policies and programs

### **4. Expected results**

The principle citizen concerns are defined and accepted jointly by the civil society organizations  
An operational strategy for outreach and communication is agreed among the civil society organizations in order to assure the acceptance of the platform by the population  
The main points of a communal agreement to determine the institutional framework, the action plans, and the short and long term viability of the platform are debated and validated by the participants

### **5. Structure of the Platform**

A General Assembly with:

A meeting every 6 months  
Collective decision making  
Additional meetings as needed  
Annual election of members of four thematic committees  
President elected for a 1-year term  
Representative of the platform  
Coordinator of activities  
General Secretary elected for a 1-year term  
Internal management of the platform  
Ensure the working of the secretariat

Committees: divided into 4 themes

Capacity building  
Institutional development and project development  
IEC and outreach  
Event planning

### **6. Roles and responsibilities**

In the same way that the government is strengthening the practice and respect of democratic principles and good governance, this platform is providing a forum for discussion and action concerning the main themes that defend the fundamental interests of the people.

The principle responsibility of the platform is to inform the government structures of actions that it judges to be contrary to the principles of good governance, especially in the management and monitoring of businesses and programs.

The platform will thus have the roles and responsibilities through its members to:

- Make reliable information available to interested parties on the mission of the platform
- Organize awareness raising and information meeting for the population
- Hold skill building workshops using internal resources

- Participate in outreach, evaluation, and monitoring of development actions in the province
- Lobby and advocate to make their opinions heard

Represent the civil society organizations in the Region at workshops/meetings focusing on the situation of civil society organizations in Madagascar: collaborative agreements, partnerships.

## **WORKSHOP REPORT**

**Date:** Wednesday June 15, 2005

**Place:** Restaurant Tombotsoa-Isaha

**Objective:** Strengthen the capacity of civil society organizations and improve the terms of reference for the creation of the platform of civil society organizations

**Participants:** see attendance list

The workshop began at 9:10 am

USAID and PACT MISONGA representatives opened the workshop.

The organizers of the workshop presented the current situation, the role and missions of the civil society organizations, the terms of reference for the creation of the regional platform, as well as the charter of the national platform.

The summary of the group working sessions is as follows:

### **IMPROVEMENT OF THE TERMS OF REFERENCE FOR THE CREATION OF THE REGIONAL PLATFORM**

**Context:** The Cotonou agreement recognized the role of the civil society organizations in the development process

#### **Specific Objectives:**

- To make decisions that have a positive impact on the local population
- To develop strategies for determining the credibility of organizations
- To develop a strategy to ensure technical and financial support for the partner's development programs as well as a strategy to influence policy
- To act as a transparent partner following the rules of fair play and respecting equity in the elaboration, implementation, and monitoring of local and national development programs

#### **7. Operational objectives:**

To ensure effective monitoring of local and national development policies and programs

#### **8. Expected results:**

Add detail: The platform is working at the regional and/or national level

#### **The structure and its role :**

a- A General Assembly with:

- A meeting every 6 months
- Collective decision making
- Additional meetings as needed
- Annual election of members of special committees

- b- Coordinator elected for 1-year term:
  - Representative of the platform
  - Coordinator of activities
  
- c- General Secretary elected for 1-year term:
  - Internal management of the platform
  - Ensure the working of the secretariat
  
- d- Four committees divided according to the platform activities:
  - Capacity building (4 members)
  - Institutional development and project development (4 members)
  - IEC and outreach (4 members)
  - Event planning (4 members)

## **CREATION OF AN INTERIM TEAM**

The workshop participants voted for the following people:

**Coordinator:** NAIVOHANITRINIAINA Ludovic

General Secretary: RANAIVOSON Simon

Committees:

Capacity building

RATOANDROARIVOLA Camille

RAZANAMALALA Jeannette

RASOLOFOMANANA Victorine

RAKOTONANDRAINANA Noel Nestor

Institutional development and project development

RAZAFIMAHATRATRA Paul Gabriel

ANDRIAMIHAJA Eugene

RAKOTORAMANIRAKA Rivonirina Harilala

RAKOTONIRINA Theodore

IEC and outreach

RAZAFIMALALA Juliette

RAMANDIMBIHASINA Pierrot

RANDRIA Paul Roger

RAZANAMAPISA Samuel

Event planning

RAMBELOHANTASOA Simone

RAMANANANDRO Liva

RAZAFITSALAMA Dieudonné Florent

RANDRIANASOLO Jean Martin

## **CHARTER**

The following comments were made by NAIVOHANITRINIAINA Ludovic

The charter is not presented clearly in the document

The national platform is stated to be structured as an association according to the laws concerning NGOs, numbers 60 133 and 96 030

In order to save time, all of the participants decided that they would send their comments and suggestions to the Inter-Institutional Center for Documentation and Information (CEDII) before Monday June 20, 2005 before the workshop on the adoption of the charter.

The workshop finished at 5:30 pm.

**Civil Society Organizations of Amoron'i Mania  
VISION SHARING WORKSHOP  
October 20 2005- Fivondronana Ambositra II**

**CONTEXT:**

A workshop in Amoron'I Mania was based on a local and regional participative approach to development that involves and builds the maximum number of civil society organizations. There are very few civil society organizations existing currently in the region. There are various associations but unfortunately they do not fully understand their role in terms of establishing good governance in the Region of Amoron'I Mania. The associations that do exist in Ambositra serve only as "service providers or implementers". Given this situation it is important for MISONGA to strengthen the vision of these associations and to examine several questions with them: What is civil society? What makes it unique? What are the components and missions of civil society? Who are the citizens and what is their role? What is local governance?

**GOALS AND OBJECTIVES:**

1. The main goal of the workshop
  - To mobilize, strengthen and build civil society in Amoron'I Mania to fully assume its role in achieving sustainable human development for future generations and significant poverty reduction
2. The objectives
  - To clarify the roles, missions, details, and components of civil society organizations, and the system of local governance
  - To deepen and spread consensus on the role of civil society
  - To finalize and validate the multi-faceted preparations for the establishment of the regional platform for Amoron'I Mania

**EXPECTED RESULTS:**

- 1) The existence of a strong and deep-rooted civil society. This first step strengthens the capacity of the associations to understand the role of civil society organizations in local, regional and national society
- 2) The details (dates, participants, programs, expected results, resources, etc) for the preparation, organization and running of the regional platform of civil society organizations

Each of the twenty-five associations that attended the workshop in Ambositra presented their organization emphasizing the following points:

- Presentation of their associations, goal, objectives
- Intervention sectors and zones
- Experiences of the association
- Problems encountered since the creation of the association

The associations of Amoron'I Mania intervene in several sectors including social, economic, and rural development, environment, population, human rights and others. However, each association implements its project separately from the other associations and actors in the region.

The associations in attendance at the workshop recognize three specific weaknesses of their organizations: 1) in their sectors of intervention, 2) in the internal organization of their associations, and 3) in their ability to build institutional relations

The second part of our intervention is to conduct an organizational analysis of civil society organizations in Ambositra. In order to do this the Regional Coordinator took several steps including presenting a power point presentation on the current situation of Malagasy civil society focusing on Amoron'I Mania.

Then the Regional Coordinator used a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis to determine the exact situation of the civil society organizations in this region in the Fianarantsoa Province.

Following this SWOT analysis the data from the participants was ranked according to their significance and/or according to the level of the problem (i.e. causal, central or consequential). In summary, the associations of Amoron'I Mania, determined that the following five points should be addressed in order to create a strong and deep-rooted civil society that can play the role of "Voice of Concerned Citizens":

- To establish an entity that widely represents all the associations and their interests
- To strengthen the capacity of the associations
- To develop the institutional relations of the associations
- To improve the availability of information and to establish good communication

Finally, this workshop will allow us to better direct our support during the upcoming months especially towards the creation of the civil society organization platform of Ambositra, to jointly determining the type of capacity building needed for the various associations, to better directing the associations to utilize the information, especially in the UGIR, and to working together to find appropriate solutions to the difficult problems in Ambositra.

# ANNEX

## EXECUTIONS TECHNIQUES AU NIVEAU DU CMP

(Comité Multi-local de Planification)

### 1. Contexte

Le CMP est une plate-forme provinciale qui regroupe les acteurs multi-sectoriels et à multi-niveau concernés par la gestion du corridor forestier du Faritany de Fianarantsoa.

Le corridor forestier constitue une écorégion d'importance vitale pour l'humanité. En effet, il renferme une richesse exceptionnelle de haute gamme en biodiversité d'une valeur inestimable (diversité, endémicité). Le corridor abrite également des vies humaines avec une diversité remarquable en matière d'ethnie et de dynastie. (Au moins 5 tribus y sont recensées : Betsileo, Bara, Tanala, Sahafatra, Zafimaniry, ...). Originaires ou immigrés, les populations du corridor dépassent largement les trois cent mille d'habitants dont la moitié a moins de 15 ans ; c'est à dire, on y trouve des populations jeunes.

Bénéficiaires directs et à la fois dévastatrices des forêts, ces populations, tout comme les forêts sont au centre de préoccupation quant à la gestion du corridor. D'autant plus que la démographie atteint un taux de plus de 3 %. Des appuis en matière de développement rural sont mis sur pied au niveau de l'écorégion pour permettre d'assurer un équilibre entre développement et utilisation des ressources naturelles. Mais il est certain que les mesures prises ne seront jamais efficaces sans la mise à disposition de connaissances, d'un système de d'information et de communication gage d'un développement durable.

A l'heure actuelle, Incompréhension, ignorance, insuffisance de capacités envahissent le monde du développement. Des reculs de forêts inquiétants sont réels mais ignorés par les tenants de pouvoir faute de communication et de circulation d'information. De même que des interventions visant l'amélioration des conditions de vie sont faites mais d'une manière isolée et donc non efficiente faute d'un système d'information fiable.

Le CMP est convaincu que seul un public bien informé étayé d'une volonté politique ferme pourra sortir le monde rural de son « mal développement ». Ainsi le CMP qui se propose au préalable de renforcer son organisation envisage de mettre l'accent durant l'année 2004 sur les actions de facilitation de circulation d'information (ascendante et descendante) afin d'engager au plus haut niveau par le biais des lobbying le degré de prise de responsabilité des instances décideurs en matières environnementale et de développement économique.

Misonga, ce projet qui s'articule sur trois axes principaux :

Plaidoyer pour la gestion durable du corridor forestier du Faritany de Fianarantsoa

Mise en œuvre d'un système d'information, de communication et d'éducation environnementales au niveau du corridor

Développement organisationnel et institutionnel de l'organisation CMP

Le premier objectif du CMP consiste à mettre en œuvre un programme de plaidoyer et d'information pour un développement durable et solidaire au niveau du corridor du Faritany de Fianarantsoa. A cet effet, une action de « Plaidoyer » pour la gestion durable du corridor forestier du Faritany de Fianarantsoa est engagée et les « OPCI corridor » sont mis en place et

opérationnels (la partie d'Ambatofotsy Ikongo). De même une esquisse de plan de développement intercommunal a été établie

Par la suite une table ronde avec les bailleurs de fonds est organisée suivis des visites d'organismes aussi bien à Fianarantsoa qu'à Antananarivo.

Le résultat 2 du CMP consiste à la mise en œuvre d'un système d'information, de communication et d'éducation environnementale au niveau du corridor. En conséquence, une carte des intervenants est établie, précédée par des enquêtes auprès des communes pour réunir les différentes bases de données et les informations.

Actuellement, des films documentaires / reportage sont produits et diffusés par le CMP. Des diffusions permanentes des informations sur le corridor se procèdent régulièrement à la TVM

Par ailleurs, un bulletin de liaison est produit en 3 éditions pour relater les différents événements autour du corridor. Toutefois, l'abondance des informations durant les derniers mois et le temps qui restait pour l'exécution du projet a conduit le CMP à la combinaison des deux derniers numéros.

Le troisième résultat du CMP dans le cadre de Misonga consiste à une action de Développement organisationnel et institutionnel de l'organisation CMP. L'assemblée générale extraordinaire du CMP a pu se tenir au courant du mois de février 2005. Voici ci-après les résolutions durant cette assemblée.

#### **LES APPUIS DE MISONGA DURANT LE PROCESSUS :**

Axe n° 1 : Plaidoyer pour la gestion durable du corridor forestier

Activité n° 1 : Opérationnaliser des « OPCI Corridor »

Activité n° 2 : Initier une table ronde avec les bailleurs de fonds

Axe n° 2 : Mise en œuvre d'un système d'information, de communication corridor

Activité n° 1 : Elaborer une carte d'intervention au niveau du corridor et acquérir des matériels de traitement d'information

Activité n° 2 : Produire et diffuser des films documentaires / reportages sur différents thèmes et acquérir des matériels et équipements audiovisuels

Activité n° 3 : Produire un bulletin de liaison et acquérir des équipements photographiques

Axe n° 3 : Développement organisationnel et Institutionnel de l'Organisation CMP

Activité n° 1 : Tenir une Assemblée générale de renforcement organisationnel

Ce tableau résume les interventions de Misonga dans le cadre du CMP

## **2. Sur l'Arrêté Provincial et le Règlement Intérieur (Amendements) :**

L'Assemblée Générale a approuvé la proposition du Comité Restreint d'étendre la zone d'intervention du CMP entre le district de Fandriana (au nord) et le district de Befotaka (au Sud), au niveau des communes directement concernées par le Corridor.

Dans le cadre de la mise en cohérence des interventions avec les structures étatiques existantes au niveau de la province de Fianarantsoa (Faritany, Régions, ...), l'Assemblée générale a décidé d'adopter l'organigramme présenté en annexe 2

Il a été confirmé que l'Assemblée Générale qui constitue une plate-forme de concertation reste l'instance suprême du CMP

Pour la composition du Bureau Permanent, il a été décidé de passer à une élection d'un nouveau Président. Par ailleurs l'A.G. a décidé que les autres membres du BP élus en juin 2004 continuent à assurer leur rôle jusqu'à l'expiration de leur mandat.

L'Assemblée Générale confie au Bureau Permanent le soin d'assurer la finalisation de la rédaction du projet d'Arrêté Provincial et du Règlement Intérieur.

## **3. Election du Président et du Vice-Président**

Est élu Président du CMP :

RAJAONARISON Robert (Directeur Inter-régional de l'ANGAP) :

66 voix sur 77 (blancs 6, nuls 5)

Comme c'est le Vice-Président même qui vient d'être élu président du CMP, l'Assemblée générale a décidé d'organiser une autre élection pour un nouveau Vice-Président

Est élu Vice-Président du CMP :

ANDRIANTAVISON Alain (Directeur de la Décentralisation) :

65 voix sur 74 (blancs 6, nuls 3)

## **4. Sur l'Adhésion des nouveaux membres du CMP**

L'Assemblée Générale a approuvé l'adhésion des nouveaux membres suivants :

Les 5 Régions de la Province de Fianarantsoa : Haute Matsiatra, Vatovavy Fitovinany, Ihorombe, Atsimo Atsinanana, Amoron'i Mania

la Commune rurale de Vohiboreka, District de Vondrozo

la Commune rurale de Mahavelo, District de Vondrozo

la Commune rurale d'Antodinga, District d'Ikongo

## **5. Sur les principes d'opération du CMP**

L'Assemblée Générale recommande :

d'améliorer la Communication entre les Communes et les différents organes (CDC)

de mettre en place un mécanisme faisant des CDC des interlocuteurs du CMP au niveau des communes

de renforcer les capacités techniques et organisationnelles des différentes composantes du CMP (BP, CDC)

que les Communes prennent part activement dans le financement du fonctionnement et des activités du CMP.

## **6. Sur la VISION pour la Gestion du CORRIDOR**

L'Assemblée Générale approuve le fait que le Corridor est une OPPORTUNITE pour le développement des populations et non pas une CONTRAINTE

Le financement des projets et programmes n'étant pas suffisants, il faut créer un "Fonds de Développement Régional" qui devrait être alimenté par un mécanisme de fiscalité approprié et d'autres sources (DEAP, Paiement direct, ...)

Il est à approfondir la question de :

rendre le corridor accessible par les communautés riveraines mais le gérer rationnellement ou de le "fermer" et compenser les communautés riveraines

## **RECOMMANDATIONS DU PDS DU FARITANY LORS DE LA CEREMONIE DE CLOTURE**

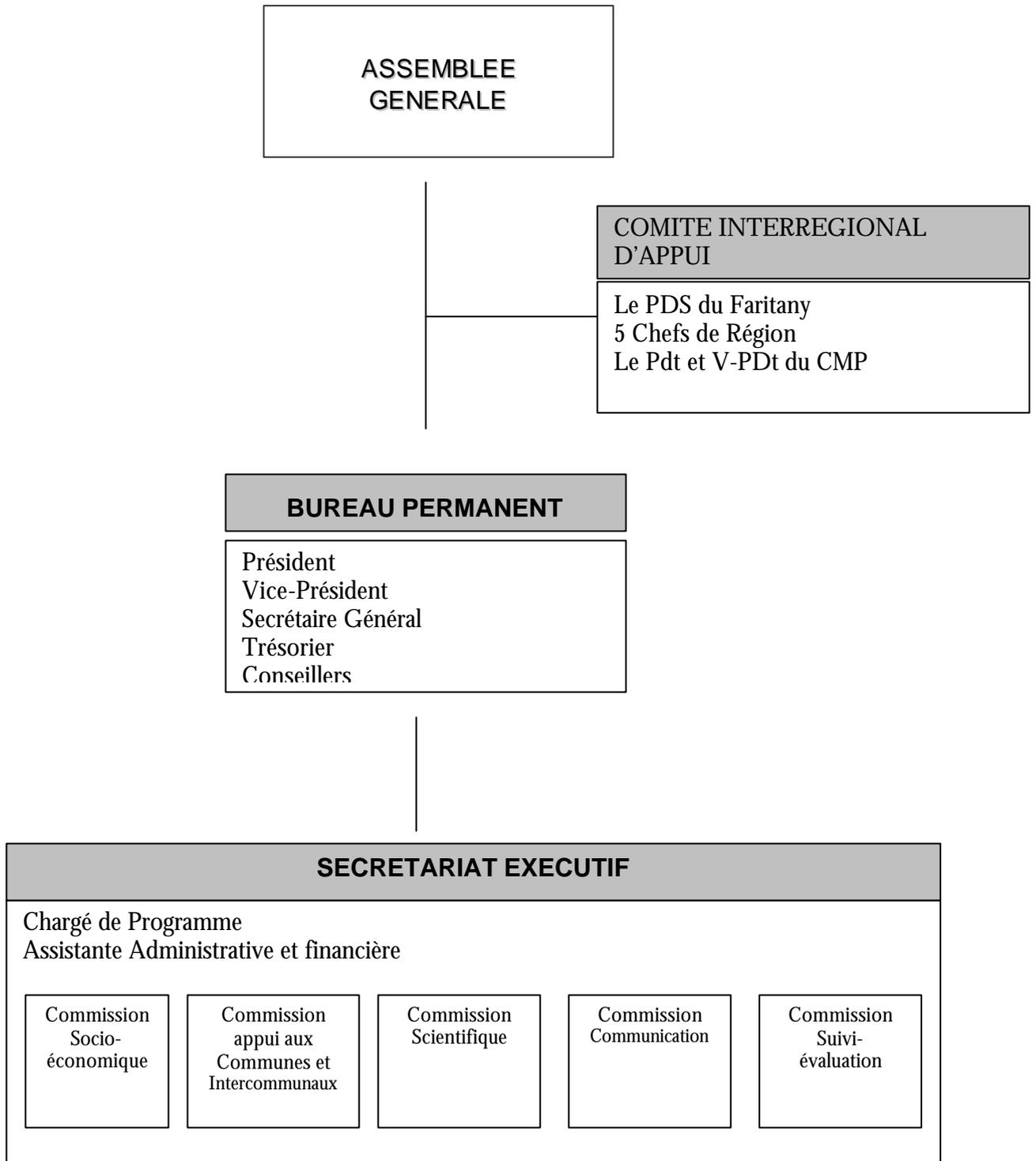
Il faut veiller à ce que le CMP ne soit pas transformé en un outil politique

Les Maires des communes rurales devraient avoir une ferme conviction sur l'aboutissement des efforts pour le développement et la gestion durable du corridor

Le Faritany va contribuer financièrement au fonctionnement du CMP

Le CMP qui est désormais le seul interlocuteur du Faritany concernant la gestion du corridor devrait être « incontournable » pour les bailleurs de fonds ainsi que pour les ONG et Associations voulant intervenir dans le corridor

Nouvel organigramme du CMP



## **ANNEX**

### **LA MISE EN ŒUVRE DE L'OBSERVATOIRE MUNICIPAL DES INEGALITES**

#### **Commune de Fianarantsoa**

Le programme MISONGA a sollicité le GRET pour mettre en place un observatoire sur la commune de Fianarantsoa. Le but de MISONGA est d'améliorer la gouvernance dans les zones cibles. Les résultats intermédiaires attendus sont les suivants:

- Le renforcement des capacités des organisations de la société civile
- L'augmentation des flux des informations
- L'amélioration des réponses du Gouvernement aux besoins des citoyens

Un observatoire municipal peut agir sur au moins deux objectifs du programme MISONGA:

- Sur la gouvernance locale et de proximité
- Sur les flux d'information

#### **Les objectifs d'un observatoire municipal à Fianarantsoa permettent de:**

- Créer un outil de communication communal à destination des citoyens et des institutions.
- Appréhender la réalité des quartiers à travers les situations sociales et économiques des habitants.
- Etre un outil d'aide à la décision et de programmation communale d'investissement et de gestion.

#### **Le dispositif de pilotage de l'observatoire**

Plusieurs étapes ont pu être enclencher pour arriver au stade actuel du projet :

##### **1<sup>ère</sup> étape**

- Un appui à l'animation et à la préparation des comités de pilotage.
- Un suivi des dispositions arrêtées en comités de pilotage.
- L'appui à la mise en réseau des acteurs sur terrain pour recueillir et analyser les informations remontées du terrain, pour identifier les problèmes à résoudre et proposer des solutions, puis veiller à l'articulation complémentaire entre les acteurs locaux et mobiliser les partenaires selon leur niveau de compétences et selon les orientations définies par le Comité de pilotage.
- Recenser l'information ;
- Vérifier les sources et croiser les informations ;
- Produire des ratios et indicateurs.

## **2<sup>ème</sup> étape**

- Identifier les indicateurs et indices de proposer une liste d'indicateurs fiables, pertinents et de qualités permettant de définir les inégalités et les besoins des populations. D'après l'ensemble des participants, les indicateurs devraient pouvoir intervenir dans 6 champs prioritaires: Eau potable, Electrification, Voiries, Foncier, Fiscalité, Chômage
- Définir les protocoles d'accès à l'information de définir les procédures les plus adaptées pour recueillir l'information sur les quartiers
- Construire des conventions de partenariats
- La constitution d'une base de données test en lien avec un SIG
- L'inventaire des infrastructures et du « niveau de service dans les quartiers »

## **3<sup>ème</sup> étape**

- La tenue d'un atelier sur la proposition de l'observatoire pour présenter
- le tableau de bord par les fokontany
- Les bases de données municipales sous Access©
- La phase mise au point de la méthodologie d'enquête dans les fokontany expérimentaux

## **4<sup>ème</sup> étape**

- Atelier de mise en place de l'observatoire. Plusieurs points ont été évoqués, notamment :
- La Localisation de l'observatoire
- Une cellule technique composée d'un administrateur de l'observatoire vient d'être créée au sein de la CUF. Cette cellule travaillera avec les directions techniques et communication pour la mise en œuvre opérationnelle de l'observatoire.
- Le Mode de fonctionnement
- Pour assurer son rôle comme outil d'analyse et d'information, l'observatoire doit puiser les informations au niveau du fokontany, des administrations déconcentrées et des acteurs de développement oeuvrant dans la commune. En échange, l'observatoire fournit des informations traitées pour ses partenaires et selon leurs besoins.
- La mise en marche de l'observatoire nécessite une utilisation de différentes ressources : ressources humaines, ressources matérielles, formation du gestionnaire de l'observatoire.

## **LES PERSPECTIVES**

- Engagements de la commune
- Elargissement de l'observatoire à 10 quartiers
- Finalisation des enquêtes pour tous les fokontany
- Budgétisation

**ANNEX 4**  
**RADIO COMMUNICATIONS IN FIANARANTSOA PROVINCE**  
**MADAGASCAR**  
**DISCUSSION PAPER JANUARY 2005**



## **1. Introduction**

This report is aimed to compliment and build on the technical report and recommendations provided by Matthew Buck of Globecom SA. It is intended to work with and be part of the larger discussion around communications needs in the Fianarantsoa region – in particular to assist the PACT/CRS team with their assessment of the use of rural radio in the MISONGA good governance programme, and to help identify the synergies between MISONGA, the proposed Radio Corridor project proposed by PTE/ERI and local stakeholders, and other communications initiatives targeted for the region

The observations and recommendations sited in this report are based primarily on experience of designing, developing, and working with, a rural radio network in the south of the island (ALT Project Radio), and an appreciation of the Radio Corridor project in the context of rural radio in Madagascar.

Background information for this study (field teams, stakeholders and historic) has already been covered in the technical report and it will not be useful to repeat this same information here.

However this report will make reference to Matthew Bucks technical analysis, recommendations and proposed technical solutions.

## **2. Radio communications in Madagascar**

The first most important premise when discussing communications in Madagascar is that radio, especially within the rural context, is a growing and impressively dynamic sector with a real potential to affect community participation in the development of the country

The second important premise is that, despite their key role in local communities, radio stations are not financially viable and struggle to generate sufficient income to purchase materials and pay for staffing

and transmission costs (taxes, licensing etc). Radio stations are therefore still subject to ongoing dependence on individuals, often politicians, for their means to survive.

There are, however, a growing number of stations that have been set up specifically by NGO partners to provide access to education and information that will assist local development processes. Radio Mampita in Fianarantsoa, PHBM in Tsivory, VoronoKodonoho in Tsihombe and RFA Betioky are some such examples. There is also the ALT Projet Radio/PCID \*network model in the south which is creating a flow of development information through seventeen local community radio stations, all of whom have signed up to assist the regional development process.

These stations and networks still rely heavily on funding sources from donors to ensure ongoing production and broadcast. What is important is that, young as they are, they present existing models of independent radio stations and networks which contribute towards development and the donor community has supported them in this work.

Clearly, radio can provide a neutral learning media, accessible to all members of the community irrespective of age, gender or religious belief. It reaches wide geographic areas, and is an effective mechanism to catalyse debate and changes of attitude and behaviour within a community. It fulfils a basic right for access to information and education and, if used correctly, can be a powerful tool in advocacy, governance and rural development.

This makes radio increasingly attractive as a tool for development in Madagascar, especially for reaching many isolated and marginalised communities. Fortunately, the new administration has created an atmosphere of openness and dialogue, which has encouraged the launch of many new rural radio stations across the island, and the investment of the donor community.

\*Partners for Communications and Information for Development – an informal association of over 16 local NGOs and service providers set up by ALT Projet Radio, and trained to research and produce radio programmes and contribute to a regional communications resource for development

### **3. Radio for development in fianarantsoa**

The contextual analysis and background papers provided by Mark Freudenburger/ ERI and PACT serve to highlight the necessity for improved radio signal to create access to information and education in the Fianarantsoa region – especially for the forest corridor zones - where local populations are extremely isolated because mountainous terrain acts as a barrier to existing FM signal coverage.

Given the primary condition of the forest resource and the current rate of ‘tavy’ in the region, the urgency to communicate with, and mobilise, rural populations to conserve and protect the natural resources in the area is increasingly urgent.

At the same time, the MISONGA project is assessing in what ways it can reach the target populations in the project zones with a communications resource that can help to improve the flow of information in the region and thereby create improved governance.

The CNLS are investigating how they can improve radio communications to ensure that vital HIV awareness and education is accessible to local populations near Fianarantsoa threatened with the highest HIV + prevalence rate in the country (Ifanadiana 16%).

ALT Projet Radio is also aiming to work in the Fianarantsoa province from 2005 to support the EC food security and ACCORDS programmes, and to ensure improved regional communications for development.

Given the growing interest to invest in communications infrastructure in this province, the study commissioned by USAID to review the access to radio communications in Fianarantsoa, especially within the context of their funded projects for the area, is very timely.

#### **4. Overview**

The study was commissioned to

- a) find solutions to radio signal coverage for the forest corridor zones
- b) assess existing communications capacity in the region
- c) assess institutional capacity of local partners and radio stations

#### **Signal Coverage Solutions**

- The report written by Matthew Buck has served to identify two possible technical solutions to provide improved *signal coverage* in the province:

**FM radio network model,  
AM Model – either 60kW AM or 30 kW AM model  
or  
A Synthesis of FM network with AM model**

- Energy sources and topography have influenced the proposed solutions as well as AM and FM technologies currently available and appropriate for the terrain
- All the models offer a means to provide radio signal into much of the target zones
- 100% coverage is not guaranteed by either the AM or FM models for the forest corridor (see composite maps in the technical report)
- technical elements of the study have already been covered in detail in the MB Technical report.

#### **Existing Communications Capacity**

- During the ten day field study, the visits to the radio stations, the local partners, and to the target areas exposed certain constraints for communications in this region :
- At present there is very little existing capacity in the region to manage a large scale communications project either following the FM or AM models proposed.
- All the local radio stations irrespective of power and height of antenna, fail to reach further than 70-100km due to the dramatic topography of the mountains in the region
- Existing radio station management experience is limited to small, local FM radio stations,
- Existing radio stations, with the exceptions of Mampita and Radio Avec in Ihosy , have limited experience in production of regular 'radio for development' programmes. However a keen commitment to participate in educational and development broadcast was noted during the majority of station visits. \*
- There is little funding available locally to ensure support of development programming through existing FM stations on a regular basis (e.g. Radio Mampita struggle to meet their running costs)

- Technical knowledge is limited and only a few of the stations visited during the study had a resident technician to ensure maintenance and repairs for station equipment.
- Women are under-represented in the sector. Only two of the 18 stations visited put forward a woman representative for the strategic meeting\*\*, although other stations benefited from dynamic women presenters or support staff. Also, The provincial representative for the Ministry of Communications is a woman, and met with the study team in Fianarantsoa.
- Community governance in the radio stations structures is minimal. Few stations were able to boast a management committee or stakeholder representative –a local schoolteacher, doctor or other key community leader - able to promote local development interests and ensure political neutrality. Some stations are highly political and working in sensitive regions e.g. at Manakara
- Telephone and email communications in the province are limited – few stations have access to e mail/ use the Internet. Telephone communications with stations is also restricted, and some stations rely heavily on BLU contact with field agents.
- Road links across the province further reduce accessibility– this radio study necessitated use of a small plane to avoid a three week road trip to visit all stations
- The study does not have access to data on how many of the population already own radios but we can assume that in the remote areas where no existing FM signal reaches, the population do not have radio receivers

\*There are apparently commercial studios producing programmes for local development partners but these are run on a purely commercial basis and are not linked specifically to any one radio station – so have no experience of actual regular radio programme scheduling or broadcasting.

\*\* approximately the same percentage as in the southern network of 17 FM radio stations

### **Institutional capacity of Local partners and Radio Stations**

- The ten day field study afforded the opportunity to meet briefly with 18 radio stations, discuss the Radio Corridor project with the ERI and PACT teams in Fianarantsoa, a site visit and discussion with the Mayor of Ranomafana, and a brief interview with the Ministry of Communications Representative in Fianarantsoa
- The radio station visits were conducted in two parts. The first part a technical assessment carried out by Matthew Buck, and the second part a discussion around the station's capacity to work with partners and commitments to broadcasting development programmes.
- Directors of stations were not present at all the interviews – presenters and journalists were not always able to provide sufficient information for the purposes of the study
- The following profiles are summary findings on each station in respect of partnerships, governance, political stance etc based on the information available at the time.

## 5. Partnership profiles of stations

<b>Radio MBS - Fianarantsoa</b>		
1	PARTNERSHIPS	Yes – with PACT Don't have relations with other stations
2	COMMUNITY INVOLVEMENT	Yes - invites young people to studio for debates after local events Has phone in programmes for listeners
3	GOVERNANCE	Nationally led by the presidential Media Consortium MBS Local team run the station together
4	GENDER	Mixed team share station operational tasks (M) journalist attended strategic meeting
5	TRAINING	Yes – from PACT for journalists
6	PROGRAMMING	No production facility locally as yet for regular programme making
7	AIR TIME AVAILABILITY	When there is insufficient programming they make local programmes themselves
8	COMPETITION	See themselves as public service with high listenership
9	FUTURE VISION	Look for more partners
10	POLITICS	Broadcast all parties during election time
<b>Radio Mampita – Fianarantsoa</b>		
1	PARTNERSHIPS	Yes – PACT, PSDR, SAHA, AGEKO and actively look for new partners
2	COMMUNITY INVOLVEMENT	Yes - Produce programmes for local partners on development issues Shares programmes with other radio stations to assist rural development Has representatives of local community on their management board
3	GOVERNANCE	Yes - management Committee, hold general assembly, have a structured organogram, a Conseil D'Administration and local manager. The management committee is made up of community representatives
4	GENDER	(F) Manager participated in the strategic meeting with main committee members.
5	TRAINING	Yes - Some received in 2000 but more requested
6	PROGRAMMING	For rural development – they have their own production studio.
7	AIR TIME AVAILABILITY	Partners pay for air time to broadcast their programmes Open to receive programming from new partners

8	COMPETITION	They specifically target rural listeners so they don't compete with other stations in Fianar
9	FUTURE VISION	They want to expand their partnerships to include new development programmes eg UNDP. Association in local areas are ready to work with them
10	POLITICS	Work to create awareness – especially promote civic duty to participate in local elections
<b>Radio RTVF- Fianarantsoa</b>		
1	PARTNERSHIPS	NO- Commercially oriented
2	COMMUNITY INVOLVEMENT	Not specifically – but the station is enjoyed by young listeners
3	GOVERNANCE	Privately owned and oriented by the Director
4	GENDER	Meeting attended by two presenters (m)
5	TRAINING	Yes – FEF, PACT for journalists
6	PROGRAMMING	No obvious commitment to development
7	AIR TIME AVAILABILITY	If paid for
8	COMPETITION	Strong presence locally as broadcast through TV as well as the radio
9	FUTURE VISION	No comment* presenters were unable to provide sufficient background information on this station
10	POLITICS	No comment
<b>Radio Matsiatra - Fianarantsoa</b>		
1	PARTNERSHIPS	Yes - RNM affiliate, PACT, ANGAP, ANE, Tourism dept, CLLS, PSDR, local services, churches, and the commune Open for new partnerships
2	COMMUNITY INVOLVEMENT	Yes - Public service station trying to encourage professional journalism broadcasts for regional development
3	GOVERNANCE	Report to the Minister of Communications
4	GENDER	Meeting was attended by the Ministry representative (F)
5	TRAINING	Request training
6	PROGRAMMING	Produce programmes with local partners Want production/edit computer and more inputs from local journalists to extend broadcast hours
7	AIR TIME AVAILABILITY	If programmes are public interest then partners do not pay for air time

8	COMPETITION	Other stations come to them for news as they receive by BLU from around the region
9	FUTURE VISION	To extend their service with consistent production and longer hours of broadcast
10	POLITICS	Democratic broadcast – station actively encourages participation of all political parties and open debate
<b>Radio Jiro Sy Fanasina - Fianarantsoa</b>		
1	PARTNERSHIPS	No – aware of constraints working with partners but will accept programmes from others if they concern development (eg PACT)
2	COMMUNITY INVOLVEMENT	Yes –through the church Do some work on civic education
3	GOVERNANCE	Describe themselves as ‘Independent’ Would consider a management committee
4	GENDER	M + F Family and friends and church members share station operational tasks
5	TRAINING	Requested
6	PROGRAMMING	Make their own programmes Will broadcast free for others (conditions)
7	AIR TIME AVAILABILITY	Can make air time available for new partners
8	COMPETITION	Religious station catering to their congregation
9	FUTURE VISION	Aspire to broadcasting evangelical themes through TV Increase their radio signal reach
10	POLITICS	Democratic – all parties given air time
<b>Radio Katolika – Fianarantsoa</b>		
1	PARTNERSHIPS	No – not yet but aspires to have partnerships (new director)
2	COMMUNITY INVOLVEMENT	Yes - 46 volunteers in the community and 20 priests in the field working with local communities who want to link with the radio and feedback information from the field
3	GOVERNANCE	They aim to put in place a management Committee
4	GENDER	Catholic priests run the station
5	TRAINING	Yes - From radio Don Bosco
6	PROGRAMMING	Aims to do environmental programmes – ideally with a partner as a project to ensure quality programming Receive newspaper and journalist reports from Tana and from Radio Vatican
7	AIR TIME AVAILABILITY	Yes – for contributions to support the station

8	COMPETITION	No sense of market position at this time Congregational audience – high percentage of catholics in Fianar province
9	FUTURE VISION	To act as a rural development station for the community, producing on environmental and rural dev themes
10	POLITICS	Aims to be neutral
<b>Radio Sambatra – Manajary</b>		
1	PARTNERSHIPS	Yes - SAF, FJKM, CRS, PSDR, FID and will welcome new partners eg MISONGA
2	COMMUNITY INVOLVEMENT	Yes - Record programmes in the countryside and actively promote rural education
3	GOVERNANCE	Has a formal structure with statutes and a management Committee Community representatives are included From rural and urban communes
4	GENDER	Run by a local association M journalist attended strategic meeting
5	TRAINING	From RNM, FEF, US embassy Wants more training
6	PROGRAMMING	Making programmes with partners
7	AIR TIME AVAILABILITY	Local services can broadcast through them free
8	COMPETITION	Station is educational and not commercial and they feel more connected to local people through use of local language and news
9	FUTURE VISION	Want to increase their production – introduce computer edit and collaborate with other stations
10	POLITICS	Actively broadcast lessons on democracy Accept all party broadcasts
<b>Radio Soleil – Mananjary</b>		
1	PARTNERSHIPS	Yes – PSI, ASOS, Secaline, ECAR, MFA and actively seek new partners
2	COMMUNITY INVOLVEMENT	Yes - Give trainings and assist other stations eg Fanilo at Farafangana Provide education for rural populations
3	GOVERNANCE	Private station commercially run by the Director
4	GENDER	Target young audience: (m)presenter and (m)technician attended strategic meeting
5	TRAINING	Have received in journalism, rural animation, production, and technical
6	PROGRAMMING	They do production for local partners Work collaboratively on local themes
7	AIR TIME AVAILABILITY	Tariff exists –24,000 for 30 seconds in prime time

8	COMPETITION	Target country people with education and information and also provide entertainment
9	FUTURE VISION	Aspire to TV broadcast, internet and web access and growth of media in the region
10	POLITICS	Broadcast all political parties
<b>Radio MBS – Manakara</b>		
1	PARTNERSHIPS	Yes - SAFTKM, GTDR, PSDR, PSI and local NGOs
2	COMMUNITY INVOLVEMENT	Actively broadcasting development programmes and information
3	GOVERNANCE	Decisions referred to DG in Tana
4	GENDER	(m) Director attended strategic meeting
5	TRAINING	MBS provides all training
6	PROGRAMMING	Produce programmes for local partners – approximately 15 each week
7	AIR TIME AVAILABILITY	Network with other MBS stations Tariff exists – 60,000 Fmg for 15 minutes
8	COMPETITION	most powerful transmission in the area
9	FUTURE VISION	Adapt station to new regional perimeters
10	POLITICS	Civic education. Just information – no political broadcasting (sensitive) Will report political meetings/no debates
<b>Radio Ravinala – Manakara</b>		
1	PARTNERSHIPS	Yes - IFT (environment) PSI and looking for new partners. Lost many partners to MBS
2	COMMUNITY INVOLVEMENT	Yes - Network with other stations eg SAHA in Fianar Aims to provide voice for local people
3	GOVERNANCE	Privately owned and Directed by the Owner But they have a management committee
4	GENDER	(m) Journalist and (m) presenter attended strategic meeting
5	TRAINING	Yes - RNM for journalists and technicians
6	PROGRAMMING	Aim to reach country workers but too weak broadcast development programmes for local partners
7	AIR TIME AVAILABILITY	Yes – want to collaborate Tariff exists – 5,000 per programme
8	COMPETITION	Struggling to compete with MBS . Local team demoralized.

9	FUTURE VISION	Trying to save the station. Need to increase power to reach more people
10	POLITICS	All parties can broadcast. Do debates and radio phone ins
<b>Radio Soanala – Farafangana</b>		
1	PARTNERSHIPS	Yes - ASOS, Agroaction, PMPS, PSI, church assoc, other local associations – some are on contracts with the station. Actively looking for new partners
2	COMMUNITY INVOLVEMENT	Yes - Network with other local stations Do live programmes and broadcast of events
3	GOVERNANCE	Owner is the Director and main decision maker
4	GENDER	(m) presenter, and (f) journalist who helps manage the station, participated in strategic meeting
5	TRAINING	Director of the station was trained by techniMAD request training – especially edit and programme making
6	PROGRAMMING	Give air space to local development partners and aim to provide rural populations with information – but admitted most broadcasts done in official language
7	AIR TIME AVAILABILITY	Yes – partners pay for air time 200,000 Fmg fro 30 minutes
8	COMPETITION	Only operating station in Farfangana
9	FUTURE VISION	Want to find a new location for the station – more accessible for listeners
10	POLITICS	Open to all parties to broadcast. Give time for each candidate before elections. Hold debates, and round table discussions broadcast live from locations
<b>Radio Maherla – Ilakaka</b>		
1	PARTNERSHIPS	No – but open to partnerships
2	COMMUNITY INVOLVEMENT	Have good relations with other stations but no networking. Partnership and Exchange is hard. Want to help educate the local population
3	GOVERNANCE	Station owned and managed by local Entrepreneur, have appointed a Chef de Service
4	GENDER	(m) Director and (m) station manager present for strategic meeting
5	TRAINING	Need training for production and journalism
6	PROGRAMMING	No development programming yet but one broadcast done already for MISONGA Can do edit (25,000 Fmg for 30 seconds)

7	AIR TIME AVAILABILITY	Yes – tariffs are set 25-50,000Fmg for 15 minutes
8	COMPETITION	Competing with other commercial station in Ilakaka
9	FUTURE VISION	Want to repair and improve equipment
10	POLITICS	All political parties can broadcast through the station. Hold debates. The Director of the station is also a political candidate
<b>Radio Jupiter – Ilakaka</b>		
1	PARTNERSHIPS	Yes – PMPS, CRS, Dodwell and open to work with other local NGOs and development agencies
2	COMMUNITY INVOLVEMENT	Yes - Targets young listeners Works with other local radio stations (in Ihosy) and with local competitor Maherla
3	GOVERNANCE	Yes - Committee made up of DG, President, a regional director and technician Local doctor, the mayor and others give advice and orientation
4	GENDER	(m) presenter attended strategic meeting
5	TRAINING	Want training on programme making, rural development, journalism
6	PROGRAMMING	Make programmes on cassette, currently do some education programmes
7	AIR TIME AVAILABILITY	Yes – tariffs set 50,000Fmg for 15 minutes Will give air time for development partners
8	COMPETITION	Try to work with local competitor Maherla
9	FUTURE VISION	They want to relay between stations (sister station at Ihosy)
10	POLITICS	Try not to do politics except at election time – all parties given air time (paid )
<b>Radio Jupiter - Ihosy</b>		
1	PARTNERSHIPS	Do live broadcasts with local doctor, Linked to Jupiter in Ilakaka
2	COMMUNITY INVOLVEMENT	Broadcast information given to them by Ngos (leaflet information) Do local events with the community
3	GOVERNANCE	As per Jupiter Ilakaka
4	GENDER	(m) Director attended strategic meeting and (m) journalist

5	TRAINING	Request training
6	PROGRAMMING	Make some development programmes - aim to educate and provide entertainment
7	AIR TIME AVAILABILITY	Yes – tariffs No time to discuss
8	COMPETITION	Commercial station competing with religious station (see next)
9	FUTURE VISION	Want to extend reach of their FM signal to cover the region and work with partners
10	POLITICS	No politics
<b>Radio Avec - ihosy</b>		
1	PARTNERSHIPS	Yes - Cisco, CRS, hospitals, local authorities, gendarmerie
2	COMMUNITY INVOLVEMENT	Yes - Link with 20 priests in surrounding areas by BLU – information exchange
3	GOVERNANCE	Catholic association
4	GENDER	Sister manages the radio station– mixed team (we were unable to meet with any of the permanent team)
5	TRAINING	Yes - from Don Bosco
6	PROGRAMMING	Excellent in house production facilities- make local programmes Religious and development education
7	AIR TIME AVAILABILITY	Yes
8	COMPETITION	No time to discuss
9	FUTURE VISION	No time to discuss
10	POLITICS	Only provide information
<b>Radio AINGA – Ambohimanasoa</b>		
1	PARTNERSHIPS	Yes - PSI, hospital, sub-prefecture, Mayor, local authorities and associations. Open to new partnerships
2	COMMUNITY INVOLVEMENT	Yes – help provide education and promote agriculture, health and work in a participatory approach Network with Don Bosco and Ravinala and MBS – for exchange, news and music
3	GOVERNANCE	Co-ordination and operational structure in place Owner makes overall decisions
4	GENDER	(f) co-ordinator and (m) presenter attended strategic meeting

5	TRAINING	Yes – Don Bosco, RNM,
6	PROGRAMMING	Partners currently make most of the programmes
7	AIR TIME AVAILABILITY	Yes – free for development partners small contributions welcomed
8	COMPETITION	None
9	FUTURE VISION	Aim to be able to reach Fianar to help develop the region and the town (building a 21 metre pylon from wood)
10	POLITICS	Cover election – all parties can broadcast
<b>Radio Feon I Mania – Ambositra</b>		
1	PARTNERSHIPS	Yes - PSI, SAHA and new partners sought for daytime broadcast only Network with Radio Nederlands
2	COMMUNITY INVOLVEMENT	Yes - Monday evenings given free for economic, social and political issues
3	GOVERNANCE	DG, Administrator and Financial Manager provide supervision and orientation Owner handles contractual issues
4	GENDER	(m) presenter attended strategic meeting
5	TRAINING	Yes - Radio Nederlands Requests training – journalism, production, technical
6	PROGRAMMING	Direct broadcast of local events,
7	AIR TIME AVAILABILITY	Yes - Daytime only Tariffs exist eg 130,000 FMG for SAHA
8	COMPETITION	Don Bosco are planning to install a new station in Ambositra – the team are worried about the impacts of a powerful new station,
9	FUTURE VISION	planning strategies to increase quality of their broadcast to meet challenge of new competition – re losing staff and listeners
10	POLITICS	Neutral – all parties are given air time and tariff must be paid
<b>Radio Akony Mania – Ambositra</b>		
1	PARTNERSHIPS	Yes - RNM affiliate; CISCO, KMF, local Ngos, church and actively seek new partnership
2	COMMUNITY INVOLVEMENT	Volunteers work on a profit share Development programmes for agriculture, elevage, environment

3	GOVERNANCE	Local Director runs the station (out of the telecoms building!) Has agreement with RNM to cover the region No committee or NGOs involved
4	GENDER	(m) Director present for the strategic meeting and (m/f) journalists on air
5	TRAINING	Requested – journalism, production, technical
6	PROGRAMMING	programming mostly made by/with partners
7	AIR TIME AVAILABILITY	Yes – tariffs at 100,000 FMG for publicity
8	COMPETITION	One other station and the imminent arrival of the Don Bosco station (not mentioned)
9	FUTURE VISION	Want to move out of the Telecoms building , next door and improve their reach
10	POLITICS	Invite all political candidates during the elections. Hold debates and report on events
<b><i>Where no comments are provided the interviewee was unable to furnish sufficient information or time precluded further questions and answers</i></b>		

## 6. Radio for development

Whichever **technical solution** is adopted, there are related issues pertinent to all broadcast scenarios which need consideration if the overall impact of a communications project is to be successful.

- a. **Listeners information needs and** access to the radio broadcasts requires purchase and distribution of radios to target areas, and establishment of listening groups who have sufficient contact with a local partners and stakeholders to ensure appropriate participation in the project such as: needs assessments, programme making, and monitoring of programme impacts.
- b. **Production Capacity** of the main project team and local partners must include training in all aspects of programme production (inc editing), technical and equipment maintenance, distribution of radios, setting up listening groups, monitoring and evaluation of impacts.
- c. **Management and Partnership structures** should enable multiple beneficiaries to participate and contribute to an information flow across the region, - including logistical supports, phone, email and V Sat systems, that ensure the core team and local partners are in regular contact for the exchange of information, programming and monitoring of project impacts

The technical study covers the main purchase elements of the proposed FM or AM solutions. However it will be seen throughout this document that the purchase of equipment at the start of the project is only one of many **Financial Considerations** that should be assessed before investment is undertaken. In the following sections, elements that contribute to budget requirements for the overall project are signified with **red text**.

Before discussing the main options proposed in the technical report, some basic principles and fundamental questions regarding the implementation of a communications initiative should be discussed.

## **Who and what is the FM Network or AM station aiming to serve?**

Who is the project trying to reach? Is the proposed project(s) aiming to respond to the information needs of the local populations, or meet the agendas of the donor and NGO communities? Is there a way it can do both? Is the project to be driven by an environmental agenda or by broader communications needs in the Province?

Many radio projects work from a broadcaster led approach – that is an organisation or government body decide that they need to educate the population about a certain topic towards a desired outcome (e.g. to get people to eat more healthy food) and they devise media campaigns to influence public opinion and behaviour towards achieving that goal. Radio provides a very effective form of social marketing in this instance and programme content can be highly controlled and targeted.

Broadcaster led is the preferred approach for many radio projects because communications in development is still a relatively new field and challenges the usual frameworks for monitoring and evaluation of impacts. Well regulated content and broadcasting, with specific target groups, offers an easier platform from which to provide donors with measurable results, and to include key partners (e.g. community leaders and health practitioners).

If the project wishes to include the population and local partners (including radio stations) in the design and implementation of the project, then a broader more participative approach will be needed.

***Including the community in this way necessitates further inputs from a core team attached to the project and/or its local partners.***

### **7. Participative approach**

#### **Listeners**

Working in a participative approach will necessitate inviting various members of the community to participate in needs assessments and programme making, and designing ways in which their ‘voice’ can be heard. This approach creates a stronger ownership of the project within the community and also ensures that local language, customs and sensitivities are appropriately considered and integrated in programme making.

A Participatory approach is particularly important for any improved governance project. Poor literacy rates in Madagascar affects the ability of local populations to be sufficiently enough informed, and consequently reduces the opportunities for them to participate in debates and contribute toward development policies.

Furthermore programming should be well researched and locally appropriate. Information should not be broadcast in a void as new ideas can lead to service demand which, if not satisfied will leave the audience disappointed and cynical of subsequent broadcasting. The ALT model associates radio stations and NGO partners working in the same region – specifically to ensure that radio programmes runs in parallel with local development activity. In this way people learn how to access training and supports, and follow up on the interest generated by the radio programmes.

A distribution of radios to set up local listening groups will ensure a regular listening audience and the ready participation of the community. These ‘listening groups’ also provide an essential source of ideas, feedback and monitoring of participation levels in any one sector of development.

Radios cost money and their distribution to village communities or local associations require considerable logistical planning, travel and man-hours. If the project is to adopt this type of participative approach then these components must be costed in at the start of the project (s).

Freeplay Radios distributed in the south by ALT Projet Radio\*, and across Madagascar now by the CNLS require no batteries or electricity and so provide an environmentally friendly, affordable source of listening for rural populations in particular. This model of radio is relatively expensive and cheaper solutions are available – but depending on the overall approach of the project, the logistical and distribution issues will still need to be addressed and budgeted for in the project.

Given the vast area of Fianarantsoa, the project will need to either set up specific monitoring of the listening groups in target zones within reach of the core team, or local/regional partners will need to be involved in the distribution of radios and work with the listening groups (as per ALT Projet Radio model in the south).

Deciding who gets radios, and agreeing the criteria for assessing eligibility of the listening group is critical and will depend on who and what is driving the project. Are the main audience the forest communities with a view to influencing their farming methods, for example?

It is critical to establish clear agenda and criteria before embarking on a listening group exercise, and equally to decide whether listening groups will be asked to contribute to the project in exchange for their radio - and in what way, be it financially, or with participation in programme making and evaluations, for example?

Also important is the agreement with local partners on how they will participate with the distribution, in particular for the accountability and reporting (radios can be imported tax free for humanitarian aid but have to be accounted for to the Ministry of Finance and Budget).

### ***Producers***

Equally important is deciding what the overall production and broadcast strategy.

If 'broadcaster' driven then a single team of dedicated programme producers would be trained and mobilised with a specific communications strategy to be realised within target communities and through key radio station (s).

But if a broader, more participatory approach is chosen then the project will almost certainly need to consider the strength and capacity of its local and regional partnerships, and what roles partners are to play in the realisation of an overall communications programme for the region.

If there is an agreement for a multisectorial approach, then extensive partnerships will need to be envisaged and brokered, and respective communications strategies developed by groups of stakeholders for specific development themes. e.g. the Environment, Health, Governance etc

This may also necessitate planning at a regional level with agreement of broadcast priorities between the local partners– dependent on what broadcast time is available and how it is being managed, and through whom (AM station or FM networks).

The 'Radio Corridor' initiative has already identified a number of key partners in the region who have shown an interest to participate in a communications programme. But, apart from the Radio Mampita team there is no evidence of regular 'development radio' programme production experience within the stakeholder group.

In order to produce effective radio programming for development, a set of criteria should be agreed with respect to the content of programmes – including appropriate use of language, local nuances and customs - and programmes evaluated as to whether they meet the criteria before broadcast.

Whatever the strategy, the insufficient number of trained development communications specialists and producers in the region will necessitate an extensive training programme to build the capacity of the project team, the local partners and radio stations to develop appropriate educational radio material.

### **Partners**

The project will need a clear system of producing programmes for the network – either in partnership with the local stations, local NGO partners or with a dedicated resource of journalist/animators trained to work on developmental programming.

The ALT Projet radio model works with existing NGOs and service providers in the region who are associated as The Partners For Communications and Information for Development (PCID)

The advantage of working with partner organisations is that the field agents of such organisms are already experts in their chosen discipline e.g. farming. The disadvantage of working with local NGO partners is that they tend to be under resourced, overworked and field agents find it hard to programme additional activities e.g. communications/programme making, into an already busy schedule. The experience of Projet Radio in the south is that local partners vary in the regularity with which they produce programmes, even after significant training has been provided, mostly because of time and workload constraints.

***A mix of core project team (producers), local radio journalists and partner organisations participation is therefore a belt and braces approach to ensure regular programme development.***

#### NOTE

In the last three years, Projet Radio in the south has worked with a small core team of local trainers, producers (3 including the technical assistant) and evaluator. Servicing upwards of 16 partners at any one time across the region. This number has proved insufficient for the demands of the project and the growing needs of the region in terms of development programming. It would be safe to assume that any initiative in Fianar would also swiftly gain momentum and require considerable production supports, monitoring and management inputs

In terms of training on all aspects of production (e.g. using ALT Participative Production Cycle) It takes approximately six months to train a local staff member to confidently and effectively produce radio material on development themes, and a further six months to develop that persons ability understand and manage the broader reaches of a participative radio initiative (networking partnerships, training others, monitoring impacts etc).

Projet Radio has trained over 450 people in the last three years – from a basic approach to communications for development to full production cycle techniques. But capacity in the region to produce development programme yields 14 new programmes into the Projet Radio PCID regional programme library each month – which is adequate when the radio network is made up of independent stations broadcasting local news and music on their own schedules too, but not enough if the project is aiming to broadcast 12 hours or more per day of its own material e.g. as with a dedicated AM station

***The training and capacity building element of this project, irrespective of the model adopted, should not be underestimated.***

Partners usually require field support when programme making for the first year – and a dozen partners may need up to or more than three days each per month for field support e.g. learning how to animate and record programmes with villagers, recording correctly, testing formats and techniques, editing and deciding programme themes and key messages.

Partners will also require production equipment in order to facilitate their work and ensure the required amount of programming per month. This will mean budget requirements for professional dictaphones and also production studios in key stations or locations.

Projet Radio in the south learnt quickly that one centralised production studio limits inputs from partners in other parts of the province, and multiple groupings of partners linked to accessible production studios in different zones has greater potential to meet more localised and specific language and development needs.

Each production studio will require a trained technician who can edit with a good understanding of the local development needs and can work with the team and local partners to ensure the programmes meet basic evaluation criteria.

Furthermore, a network of radio stations, whether the equipment is new or not, will experience ongoing technical problems and breakdowns – all of which require the attention of the project if the network is to continue functioning. Regular repairs, maintenance and health audits on the station(s) equipment should be built in to the budget and project design

The same will be true for a dedicated AM station. Although a single site is arguably more manageable there will nevertheless be the need for a technical maintenance programme.

### ***Information Flow***

Once programme making is established and regular then broadcast strategies must be implemented – either through the network or through a dedicated station.

If programmes are being recorded and developed by partners across the region and then subsequently broadcast back to listeners across the region then systems of collect and distribution of programmes must be set up.

Given the road and travel constraints in the region this will prove challenging. The V Sat option will answer the problem from the broadcast perspective but it remains to be seen how programmes will be collected from around the province.

A central library system is one solution. A regional library can collect programmes, duplicate and disseminate the programmes through whichever option is decided (through V Sat network or through dedicated AM station).

Once programmes are recorded and archived then a library list can be made available to all stations in the Province and free access given to duplicated copies of all programmes – in this way stations can start to build their own archive of regional programmes that they can re broadcast at any time

NOTE listeners to the new station launched recently in Tshiombe as part of the ALTPR/PCID network were so happy to have access to educational programmes that they went to the station to pay for dedicaces – which turned out to be a request for re-broadcast of a programme about bee keeping that had come through the PR PCID regional programme library

well but many programmes made at a very local level are often lost to the wider regional listening audience as stations or partners do not necessarily see the relevance of entering their programme into a

regional library, or have not yet found easy transport solutions to do so. Contractual agreements and incentives can assist this process. Once station working with Projet Radio network in the south is contracted to share all their HIV programmes with the resource as part of larger agreements at national level (CNLS) for example.

The constraints and logistical issues around a regional radio programme library need to be examined in great detail. MB is proposing the possible use of the CEDI as a centralised information collection point. The centre certainly has a wealth of resource and is well placed in Fianar to take a role in the project. Wherever the library is placed, its management and the flow of programmes in and out of it will be key to ensuring the 'voice' of local populations and the widest possible sharing of information.

### ***Broadcasters***

Local FM radio stations have to be motivated to participate in network aimed to provide development programming.

They may already feel they have a strong listenership and only want to broadcast if paid on a programme by programme basis. This is costly and money paid to radio stations in this way is not guaranteed to improve the service of the station for its local listeners, or increase the salaries of the dedicated journalists who present most of the programmes.

The ALT Projet Radio model offers an exchange of radio equipment against airtime thus avoiding payments to individuals (especially as owners are often local politicians) and ensuring an increase in the technical capacity of the station and the quality of broadcast - in particular for the benefit of the listeners.

Whichever option is used, radio station(s) need a clear set of rules and need to be encouraged and motivated to adopt professional standards and disciplines if quality and regular broadcast is to be sustained. In particular, clear codes of conduct around political broadcasting (democratic use of the media) and social ethics should be established. Conditions of collaboration must be laid down in contractual agreements and clear action taken if the terms are not respected.

***It is important to note that this year at least four rural radio stations were closed by the government for inciting civil unrest.***

Radio stations need to be trained and they require regular monitoring to ensure that broadcast agreements and codes of practice are respected.

The project needs to be able to communicate regularly with a network of stations, particularly when they are covering wide geographical distances and regular face-to-face meetings are not possible. The project needs to consider the telephone/email/other communications needs to ensure good management and flow of information between partner stations – or with regional partners providing programme inputs to a regional library

From the experience of ALT Projet Radio in the south, it can be stated unequivocally that full time management, training and support is required to build a network of stations and partners to ensure regular broadcast of development programming.

Funding must be available to provide the infrastructure supports and capacity building necessary to make a network function and it should be accepted that such an FM network, or dedicated AM station, will not necessarily be able to self finance in the medium to longer term.

## **8. FM network model**

To put an FM network in place a project must create clear criteria for affiliation, taking into account the overall needs of the local populations (listening audience) and the aims of the project (donor commitments) and particularly the capacity of the existing or proposed stations.....

Of the FM stations reviewed, those recommended by Matthew Buck as strategic partners for a Network are as follows:

- **Radio Mampita – Fianarantsoa**
- **Radio Sambatra – Mananjary**
- **Radio Ravinala – Manakara**
- **Radio Soanala – Faranfangana**
- **Radio Ny Ainga – Ambohimahaso**
- **Radio Akony Mania – Ambositra**

MB has selected these stations from a signal coverage perspective. However some of the above stations pose specific issues - for networking, for immediate upgrade, and in respect of more general issues e.g. relations between the stations and their local communities (includes relations with other radio stations), all of which need careful review.

### **Ambositra**

- a research should be carried out as to whether Don Bosco have already or intend imminently to place a station in this region before investing in upgrades for any other local FM stations
- the FM partner station proposed is operating out of the Telecoms building and is projecting to continue to use some of the telecoms facilities (pylon) if it succeeds moving to another building. There was no community related or transparent governance in this station – everything appears to depend on the Director and his relationship with Telecoms (about to be privatised) and therefore poses a number of risks as to whether the station will manage to survive the imminent internal and external changes.
- There is certainly a dynamic group of young journalists attached to the station but these may move to Don Bosco (if it is launched) where there will be opportunities for paid work (they are all currently volunteers on a profit share scheme).

### **Manakara**

- Radio Ravinala is struggling. If not for a couple of tenacious and dedicated journalist/presenters, and some political will, would probably have collapsed by now under the force of competition, as listeners have now tuned into the powerful MBS station
- Its impossible to ascertain the skills of the journalists, or the structure under which they are currently working, as to whether providing them with - what may need to be - a brand new station will have the desired outcome.
- Furthermore, to increase the power of Ravinala to 1KW (same power use as MBS) in this highly sensitive zone should be carefully reviewed. Further research should be carried out as to the capacity of the Radio Ravinala team to provide the necessary skills to meet the ensuing challenges

## **Farafangana and Ambohimaso**

- Both these stations are single stations in their zones (at the time of survey) and therefore do not automatically pose 'competition' issues for consideration.
- There is currently no work history or ongoing relations with these stations.
- The mayor in Farafangana met to discuss development needs and is enthusiastic and motivated about using radio to mobilise local populations towards new economic activity, especially since the all in coffee prices and the collapse of this area of economic activity in the region, so the collaboration could include the local authorities.

## **Fianarantsoa**

- Radio Mampita has been in existence for several years and has a strong identity of its own. It has participated in Radio Corridor discussions and workshops but it is not clear exactly how the station see themselves in relationship to the Corridor project.
- This station probably has one of the most experienced teams in terms of radio for development skills in this region– having been set up primarily to produce and broadcast development radio programming for the rural areas.
- Like all stations, it struggles to meet financial needs but the community level involvement is high.
- Whether the FM network model is adopted or not, this station and its team should be involved as much as possible in developing programming for the project area
- Upgrading Mampita would immediately create issues for the 5 to 6 other stations working in the Fianar zone and impacts of this on local relations and the possibility of building network relations with some of the other stations should be taken into account,

## **9. General observations**

The proposed transmission upgrade is well above the legal limit of FM transmission power accorded by the Ministry (maximum is 500watts) – so permission to use high power FM transmission is a first step before the network model could seriously be considered.

It would also be worth reviewing and researching if the CNLS is targeting to launch a new station in this region, and under which network (RNM or MBS?) before investments are made.

It should be confirmed whether or not Don Bosco will launch its new station in Ambositra

For the other stations – apart from Soanala at Farfangana, - all work in zones with competing local stations. Significantly upgrading one of the stations will threaten relationships between the stations, some of which are already trying to network with each other and build partnerships

There is an argument that would say that it is impossible to offer a win win situation for all the stations and therefore the upgrades should be done. However, the ALT model has shown that it is possible to upgrade some stations and provide more equipment to one partner than another without risking relations between a larger network of station partners.

### **NOTE**

ALT Projet Radio has avoided installing full station equipment for anyone other than a 100% development partner /established NGO e.g. the station hospital at Ejeda under the auspices of SALFA FLM, and the station in Tshiombe under the auspices of the Malagasy NGO Vorono Kodonoho . The reasons for this are 1 – to support an initiative/project dedicated to development work and who will broadcast programmes in parallel with targeted field activities e.g. with the health/ HIV awareness activities/hospital services

## **10. Partnership and management issues**

The Network package proposed is unprecedented. Firstly the power of the upgrades proposed is beyond the legal limit.

Also, the network focuses on five stations, most of which do not yet have any working history with the project, experience of a network scenario, or substantial track records with development partners in the region. Mampita is the exception here.

The upgrades would have to take place immediately and there is no design as to how the stations would 'become' the facility for communications for the Corridor project, nor indeed if they would be willing to do so. The criteria for affiliation has yet to be established and should ideally be agreed with all partners and stakeholders before any selection or affiliation process begins – to avoid losing support from potential partners and full collaboration in the future

The PR model in the south works on a step by step approach– offering affiliation to all FM stations initially with training benefits and basic equipment provision as a start-up package.

Then developing clear criteria that are understood and accepted by all members of the network as to why some station partners may need further supports – this driven by the project and regional development needs and includes the inputs from regional actors and the PCID.

What conditions would be asked of the stations by the project? How much airtime would be requested in exchange for equipment upgrade and how much control of programming and schedules would be expected by the project? All issues relating to the role of the partner stations within the project have to be clearly and transparently discussed so that explanations can be easily provided to all parties involved.

It would be unwise to assume that because equipment was being offered that a station would automatically fall in line with any requests being made by the project. A contract outlining the terms and conditions of collaboration would have to be drawn up that suited the stations as much as the project.

One can safely assume that rural stations that have little resource would be more willing to provide longer hours of air time and than FM stations who are competing more aggressively for listener attention and publicity in the urban zones e.g. in Fianar.

Some of the proposed stations may need a total re-fit within the short term. The stations do have their own identity (hard fought for and won!) and it is unlikely they would consider to be seen as 'Radio Corridor' or 'an environmental project station' even if that was the name and nature of the project funding their improved status and capacity. So the question then remains as to how to allow each station its own identity whilst trying to direct programming and broadcast schedules.

The affiliation and networking processes take time and should not be underestimated. Failure to take careful measures when building this type of network and radio station relationships could have negative impacts – from complaints about signal interference and loss of listenership to sabotage.

It would be best to start with broadcast and network through existing stations at their current level and testing performance to see who emerges as best partners for longer term investment.

## **11. Technical issues**

The proposed solution suggests upgrades of transmission power to 2 and 5 KW. The current legal maximum for an FM radio station is 500watt.

Upgrades to the transmission systems do not resolve other elements of broadcast quality. Further assessments of studio equipment needs would have to take place before finalising and making the financial commitment to this and the other stations proposed in the network.

This could represent a complete refit for some partners. The installation of totally new stations under the auspices of these local partners is a big step - and a risk given there is no current relationship or working history with these partners and most of them are **privately owned**

Another aspect to consider when networking existing stations is that it is safe to assume that once investment has started the stations will surely approach the project for further assistance at any given time. This could range from help with Jirama bills to payment of taxes when the stations fail to make sufficient income to manage their finances (this could be precipitated by an unexpected crisis, as was the case in 2002).

Where the project can argue its not its role to provide running costs for the stations, there may be certain instances and circumstances where it will be forced to assist the FM stations in order to maintain regular broadcast of project programmes. In other words, in the same way that an AM station will have its running costs, the FM network model will also have ongoing running costs to maintain and ensure technical capacity and regular broadcast through affiliated stations.

There are no figures available for these running costs at present. An audit needs to be done of the age of materials in the stations and the monthly maintenance plans of the stations (if indeed they have regular maintenance) – this would provide an estimated length of the life of current equipment

Further to this, the station's ability to maintain and manage its equipment will have to be reviewed. Reliability of the broadcasts would be paramount to the success of the project and in the FM model this depends on their technical efficiency and skills of the affiliate stations

V SAT (satellite) distribution of FM signal is an unknown quantity. Legal requirements and permission for use need to be clarified.

## **12. Political issues**

It has to be remembered that improving media has a number of impacts – not just for the listeners.

Sometimes if stations become more powerful this can also affect the staff working in the stations – and not always positively. There is a risk of creating jealousy and overstepping community feelings about the role these individuals play amongst their fellow citizens. Also, and more worryingly, the situation can attract political attention and pressure.

For example, Radio Jet A was upgraded by ALT Projet Radio in 2000. It was subsequently solicited to become part of a political candidature in the Androy region and thereby lost its equipment from ALT, and support from the local PCID partners. In the same period, some of the original members of the Projet Radio team caused a great deal of jealousy and irritation amongst their community by not heeding warnings to reduce the amount of time their own voices 'appeared' in the radio programmes. They were so seduced by the notion of their own local stardom they continued to push their presence on the radio and consequently two were burgled by neighbours who saw fit to put them in their place!

The lessons learnt through these various situations is that its important not to give too much too fast – people do not necessarily realise the power that improved media gives to them and they can get carried away – resulting in a variety of negative impacts.

Another assumption is that the stations could promise to always remain neutral politically.

Projet Radio lost one of its affiliated stations to closure this year because of failure to respect the ALT guidelines on political neutrality despite its assertions that it would do so last year. Where stations are independently owned it goes without saying that control of programming will stay always with the owner of the station and their actions and attitudes may change at any time. This is one of the risks of working with independent stations.

In all, over six years of broadcasting, Projet Radio has lost only two stations to changes in attitude and position with regard to political stance. In one station the investment had been minimal, and in the other the lessons learnt were part of the initial pilot phase (1999-2000).

NOTE In that latter instance, the way Projet Radio handled the problem – removing equipment still under contract with the project - sent strong messages about breaking contractual conditions to the other partner stations. Since then there has only been one in 14 stations in the expansion phase that failed to respect their obligations to the project viz a viz politics

### **13. Working with networked fm stations**

If a network model is adopted, the risks and assumptions are

- Stations will maintain their own identity and programming style
- station Directors control broadcast content and scheduling
- stations remain politically neutral
- stations require ongoing technical supports
- stations remain financially viable and continue to operate
- station staff remain in situ so that training is not lost
- project staff and partners able to regularly monitor contractual compliance of stations
- management and technical capacity of project is significant enough to meet regional demands
- stations demonstrate long term commitment to development/community broadcasting and respect agreements

Long term sustainability is unknown – ALT Projet Radio network was launched formally in June 2003. There are now 17 stations committed to work in a network in the south. An evaluation of Projet Radio in 2005 will help to ascertain in more depth the strengths and weaknesses of the network and its ability to grow and build a future as a rural radio network for development beyond, and independently of, current funding supports

### **14. Advantages of fm network**

Despite the constraints and demands of setting up and networking through a group of FM stations, the advantages are significant because local stations

- retain a sense of independence and local identity and can grow at their own pace.
- Are usually in more in touch with their listeners than national stations
- help to keep alive dialects and a sense of local custom and can have more frequent and closer contact with their listening audience.
- helps keep listeners in touch with each other and with very localised news and events.
- broadcast in local language and using local nuances and can explain themes within local context

Importantly, the ALT experience of participation with FM stations in a development network has been inspiring. Because the sector is so poorly supported, and usually under resourced, the stations are keen

to participate in a development initiative – particularly one that brings them training, equipment, and the increased interest of their listening audience.

Most stations visited during the Finarantsoa site visit were keen to very keen to collaborate with partners; some already actively seek, and work with, NGO and development partners in their local areas. Many are already trying to broadcast development programmes – either those made by themselves or produced by their partners.

The journalists are hungry to learn and desperately want training – almost all the stations visited during the study asked for training in programme production and technical skills

***The importance of using local language and context should be seriously taken into account – especially when trying to introduce new ideas and ways of behaving into rural communities.***

***Because of years of isolation, many rural people still believe that information broadcast centrally, or from the capital, is just government propaganda and therefore not worthy of their attention or belief.***

NOTE A recent feedback session with rural Projet Radio listeners in the south following HIV awareness radio programmes reinforced the perception that themes broadcast nationally/in official language had little to do with them. Two examples of listener feedback illustrate this point:

.....I didn't think HIV was important for me because ....

- a) HIV is talked about in official language and therefore must be a problem for the high plateau people and not for us
- b) HIV is propaganda by the government to scare us - so there will be less single women becoming pregnant and it's there way to try to reduce poverty!

***The more that listeners are able to access and contribute to the programming and content of the stations' broadcast, the more effective and positive the impacts of the project are likely to be.***

The benefits of this type of locally appropriate communication and awareness raising will be also felt by the NGO partners - PHBM Tsivory reports that where the radio programmes have created awareness on a particular development theme, field agents who then go into the community to develop the practical activities spend 50% less time trying to interest and mobilise the populations who are already aware, interested, and ready to learn.

## **15. Recommendations**

**If the FM is model is adopted certain steps are recommended**

NOTE The following recommendations are based on the experience of ALT Projet Radio and its network model, which is still being developed in the south. The project links listening groups, radio stations and NGO partners (PCID) in a regional communications resource for development

1. Start work initially with small equipment supports and key stations with track record of partnership and development programming e.g. Mampita.
2. Offer affiliation to all other stations and provide basic start up package – e.g. the V sat link to rebroadcast programmes from the project? (although other equipment may also be key to ensuring the station operates effectively)

3. Give clear contractual obligations and guidelines for the affiliation process and airtime schedules agreed in writing.
4. Monitor and evaluate the performance of the stations over six months to one year and assess best partners, which stations still exist, what new stations have arrived in the zones, who have respected agreements etc
5. Identify gaps – either performance related or technical constraints. Carry out full technical audit and project the costs to respond where the needs arise – against the criteria of the project.
6. Provide basic technical training and set up regular technical audits to review maintenance, management, and skills base in each station
7. Develop criteria for a regional network – involving the radio stations in round table discussions and exchange to build their ownership of the network
8. If the network is to provide a regional service and not just environmental programming for the Corridor then other partners and stakeholders need to be actively included in the policy development and implementation of the network at a regional level
9. Involve local development agencies, service providers and local authorities in the development of the network so that other supports are brought to assist the network, it is perceived to have well identified role in the region, and all partner understand its function and contribute to how it operates.
10. Partners should also be associated so that their inputs are clearly defined and the relationship between development partners and the radio stations is clear.
11. Link stations with priority development zones and activities – this is done through working with NGO partners and clarifying who is present in which areas and on what development themes. The partners can also agree specific tasks in the overall project (as with the PCID) e.g. distributing radios to target groups in their zones

It is impossible to say if, in the longer term, an FM network is more cost effective than the proposed AM model – there is insufficient information or experience at this time to assess the differentials.

NOTE ALT is already committed to bringing supports to Fianarantsoa in 2005 and will work in synergy with existing partners in the region to help develop communications strategies, share experience, training and ALT PR/PCID networking models as required.

### **DEDICATED AM STATION MODEL**

The proposed solution for an AM model is either **60Kw or 30Kw transmission unit and studio.**

### **GENERAL OBSERVATIONS**

An AM station of the type proposed by Radio Corridor is unprecedented in Madagascar. Usually AM frequencies are reserved for government use only. However, the Radio Corridor initiative led by LDI - now ERI, have negotiated and received the necessary ministerial agreement to have an AM frequency accorded to the project.

This agreement implies a tacit collaboration between the Ministry and the Radio Corridor initiative. The Ministry of communications would retain an interest in the station and a representative from the Ministry be appointed to the management structure of the station. In this respect the station would not be considered entirely 'independent'.

The full role of the Ministry and the extent to which they may wish to direct the programming content is still to be clarified.

Because there is no existing model of this type of 'private – public' partnership within the radio sector in Madagascar to date, this report cannot provide any guidelines or recommendations based on previous experience.

A single AM station of the proposed power and signal coverage potential would present a powerful development tool, but one that could also dominate the entire communications sector in this region.

## **TECHNICAL ISSUES**

Different scenarios have been put forward to answer the technical questions around launching an AM station in the Fianar/Ranomafana area. The report of Matthew Buck covers most of these technical issues in some detail.

The transmission site is proposed for Ranomafana because of the improved ground conductivity of the area. A site must be established with approval from the local community. It is not yet clear who could provide the land required. The original proposed site visited in Ranomafana, and offered by the community, is very small and in the middle of the town so not suitable for AM transmission needs.

The requirement for the 60KW transmission unit is 400 square metres. Again it is not clear where this amount of land could be found and who would contribute it to the project. If the project needs to purchase land then costs and a provision must obviously be included in the budget projections, along with legal and administrative costs and timescales to carry out the procedures

The provision of energy from the hydroelectric plant and the installation of 3 phase cabling for an AM station were discussed during the site visit. The local Jirama director was positive that the energy could be provided to power the station – but further discussions will be necessary once a site is identified so that cabling requirements, costs and potential **environmental damage** (because of cable installation) can be clearly quantified, and approved by the authorities and local stakeholders.

Running, maintenance and repair costs for an AM station need to be calculated and projected in a business plan. The energy demands for the station will depend on the model chosen (60 or 30) and these calculations may play a significant part in the overall decision over which option to take

Similarly the land requirements for the more powerful frequency may render this particular option non viable – sites have still to be agreed against the technical specifications provided by MB.

It is clear that intensive technical training must be provided, in particular to carry out regular maintenance exercises in the station so that materials have the longest possible life.

On the basis of information provided to date, it appears there are no trained technical staff able to maintain and manage AM station equipment in Fianarantsoa or Ranomafana at this time. Indeed the stakeholders in Ranomafana have not yet had the experience of running an FM stations so technical capacity in that area does not yet exist.

Station staff would have to be trained in maintenance and repair of AM equipment. This could be supported by the Ministry who have technicians familiar with this equipment. The Ministry may also be

encouraged to provide ongoing technical support to the station as part of their collaborative agreement (as discussed in the Stakeholder report for Radio Corridor).

There is a high level of commitment by stakeholders in Ranomafana – all of whom have participated in the Radio Corridor workshops and discussions over a number of years. Where the technical capacity is currently low, investment in human resource and significant training would clearly be met with abundant local enthusiasm and dedication to the project – the measure of which will be challenged and further measured when land has to be found for the site and cabling access.

A number of decisions would need to be taken before the final model could be commissioned, but these decisions may rely first on an overall commitment to this model by the donors, the implementing agency and the partners/stakeholders.

## **PARTNERSHIP AND MANAGEMENT ISSUES**

The AM model would necessitate a much wider and more complex structure, and management capacity, than any normal FM 'rural /community radio' station, including

- Involvement of the Ministry official in daily running of the station
- Partnership at management level with a number of local actors
- Management structure and personnel to support 7/7 development broadcasting
- A technical capacity to maintain AM technology on a regular basis
- Capacity for production for region wide programming, including interest and appropriate language programmes for all ethnic groups
- Sufficient funding and financial management to meet running costs for short to medium term
- A well organised programme grid and production schedule for development themes
- A trained team of journalists, technicians and animators
- A well researched business plan for the long term future of the station
- A strategy for including /partnering with other radio stations in the region

***As such the proposal is highly ambitious and no model exists for such a station in Madagascar.***

Its innovative nature makes it an attractive and exciting initiative.

As the government and the Ministry are seeking to find solutions to rural communications, this may prove to be an important model for improving access to education and information in other regions

The AM model does not preclude the involvement of the FM stations or the building of regional communications network in the longer term. But the impacts of a powerful regional station on a potential FM network should be examined.

If the AM station aims to provide a regional communications service for developmental programming then it will inevitably attract all the funding supports to itself and, coupled with its extensive coverage potential, risks to marginalise and possibly close the small community FM stations some of whom already struggle to meet financial needs.

Clearly local FM stations are likely to feel threatened by a new station that has the ability to reach into their current areas of signal coverage. The key is to avoid direct competition within the programme scheduling and broadcast hours and to develop partnership packages that will bring supports to local FM stations, include them in the project and the overall regional communications plan.

This potential synergy will be looked at in the section **AM and FM Working Together** below

## **RADIO CORRIDOR**

For the purposes of reaching the forest corridor zones and targeting specific communities to encourage improved environmental management and change of attitude /behaviour, the AM option gives the most focused and most manageable scenario.

The AM model provides a more immediate solution to the project needs than the FM network, which, as we have seen above, requires some patient and prudent partnership building over time if it is to be reliable.

The overriding issue that makes the AM model attractive for the forest corridor at this time, is the control over content and scheduling that it offers

### ***One station, single purpose, one frequency and a specific targeted group of listeners***

The station can be set up to work in parallel with existing environmental projects in the region and benefit from their infrastructures and trained human resources – specifically teams of field agents who know the region, the challenges, the communities and the themes that must be addressed if the local populations are to conserve the natural resources.

A considerable amount of work has already gone into developing partnership and stakeholder interest in the Radio Corridor project over several years, as well as encouraging commitments at Ministerial and donor level to support the initiative.

The station will need to be fully staffed by trained technicians and journalists - a personnel requirement grid has been provided by Matthew Buck in the Technical report. As well as the station staff the Radio Corridor initiative has already gone some way to outlining a management structure for the radio.

The current plan for Radio Corridor is to launch it as a community station, with an associated group of members forming an Assemblee Generale, legal statutes, and an executive committee. As mentioned earlier, this management committee would include representatives from the Ministry.

Because the scale and scope of this project is much broader than just managing the radio station, a lead partner who will design and implement the overall work plan must be identified.

The lead partner should be agreed as soon as possible so that they assume responsibility for the project as whole, the financial investments, implementation and direction towards the project outcomes. Once this leadership is agreed by the Ministry, the donors and the stakeholder groups, a full proposal - including staffing, management and collaboration plans- can be more concretely put together.

The Radio Corridor station is seen as part of the overall direction of the environment programme in Fianarantsoa as it is mainly targeted to promote improved conservation of the forest corridor.

ERI will therefore need to be fully implicated in the direction and management of the station, which would be desirable given their inputs to the project to date, the support they are able to offer the project in terms of donor funding (USAID), trained environmental personnel, knowledge of the region, existing partnerships and overall commitment.

Further questions need to be answered about how Radio Corridor would operate and its overall aims- for example if it concentrates its broadcast activities to environment and governance and fits into a clear need/niche in the region, then managerial issues as well as partnership issues could be simplified.

***If the AM station is an NGO station linked to or part of ERI, then the radio station could be oriented by the overall project outcomes e.g. environmental protection, and all management and partnership decisions will be routed via that perspective.***

In this more focused role it would be easier to develop the relationship between the AM station and an adjacent FM network that could also continue to play a role in the broader regional communications strategy

If its is a government station linked to an NGO then there are larger questions as to how the station can broker relationships between a group of stakeholders, all involved in running the station, who may or may not have similar agendas. Where they all agree now on the necessity of the station (for rural development etc) will they find it so easy to be of one mind when the nitty gritty of managing a station manifests in day-to-day reality? Who will decide and execute recruitment processes? Who will arbitrate if agreements cannot be ratified by all members of the management committee?

## **POLITICAL ISSUES**

The main reason for proposing an AM model was based on the premise that a AM signal can reach further and more easily into the mountainous zones that make up the forest corridor in Fianarantsoa, where there is currently little or no access to radio communications.

There is a great attraction to have overriding control of the programming and broadcast quality offered by the AM model. The project will have specific aims (environment protection/good governance) and the management control of the station ensures that programming stays focused and targeted to the specific audience and needs identified in the project design.

However, the current proposal indicates involvement from the Ministry of Communications and it is not yet clear how much control on content the project would finally be able to maintain if a full time Ministry representative was employed on the station staff.

***The biggest question will of course relate to how free will the station be to broadcast on issues related to governance, and who approves programming and content.***

The station would be partnered with other USAID programmes including MISONGA that will aim to include local communities in broader discussions around governance issues and democratic policy making for regional development.

It is possible that programmes which encourage a 'voice ' for local populations may include content that could be construed as criticisms of government policy or procedures. Would this be tolerated through an AM station linked to the Ministry?

It is important that guidelines around the use of the station in relation to civil education, human rights and democracy and governance are fully debated with the Ministry and agreed in writing.

The Ministry should be fully aware of the project, and the partners', proposed activities through the station so that future misunderstandings are avoided.

If a Ministry representative sits on the executive board of the station then full discussions and openness can be encouraged – but decision making within the station would have to remain democratic, possibly with voting mechanisms, to ensure transparent process around recruitments, management, broadcast scheduling and programme content.

This could make running the station very heavy from a management point of view and create frustrating delays for producers and project managers trying to ensure their radio communications strategies are realised against strict time frames linked to project activities.

Normally a radio station broadcast schedule is agreed by the local director and executed by the station presenters. Programme production and broadcast can be fairly fast turnover and trying to get agreement by committee could be time consuming and potentially paralysing.

One such example of this sort management by committee was a rural communications project IREDEC, set up with assistance from the CTA, in Antsirabe (visited by ALT in 2000). The project was set up with very good participative principles, aimed to meet rural listeners needs and working with groups of farm workers. Unfortunately the management committee was made up of a varied group of representatives (both Malagasy and ex patriot) from different sectors, who found it very hard to agree. As a result the overall process and management of the project suffered and the local team found implementation increasingly difficult.

It is critical that questions about who the station is for, and what it aims to do are answered clearly for all the parties, taking into account – as best as possible – scenarios that may arise in the future. It is one thing to negotiate as an NGO station to collaborate with the Ministry and find synergy in communications activities for rural development. It is another thing to have a committee of very varied stakeholders, including Ministry representatives, with different agendas, trying to run or oversee the management of the proposed station.

This aspect could be especially difficult if the station becomes the main regional development communications tool.

***As this private public partnership model has never yet been tested in Madagascar it is safe to assume there will be many lessons to learn.***

### **WORKING WITH AM STATION**

For the AM station we can see the risk and assumptions to be

- Station has a specific identity recognised by the regional actors and audience
- Project controls purpose of station, broadcast schedules, and programming content
- Ministry grants project the freedom to control broadcast content
- station remains development orientated with no political ties or pressures
- Stakeholders support project
- AM Station includes and does not threaten listenership of existing FM stations
- station requires ongoing technical support
- station is financially supported by donor community
- station staff are dedicated to the project aims and remain in situ (training not lost)

### **ADVANTAGES OF THE AM STATION MODEL**

The main advantage of the AM station, as stated earlier, is the control over programming, broadcast schedules and content.

The station will not risk closure by the government as it will inevitably need to conform to Ministry guidelines and programme content can be better controlled

The station can attract donor support because of its potential to target broadcast content to the prioritised forest zones

The station can benefit from a number of professional environmental experts linked to the project who can start educational programming targeted for the forest corridor

The station already has the support of a group of local stakeholders and target communities

## **RECOMMENDATIONS**

It is recommended that significant discussions take place between the donor, the project leader and the Ministry to clarify the collaborative processes presented by the AM model before final decisions are made – specifically agreements around overall purpose and control of the station

Ideally the Ministry accord the AM frequency to an NGO project (e.g. ERI) and agree conditions, provide guidance, but are not implicated in the day-to-day management of the station.

The project leadership must be clearly established and partnerships clarified so that everyone knows their role and responsibilities in the Radio Corridor project and implementation process.

Land, energy and legal requirements should be evaluated for timescales and costs, and processes started as soon as possible to avoid delays to the installation

Environmental impacts of installing the station at Ranomafana should be evaluated as soon as possible in order to respond to the environmental lobby

Training should start as soon as possible to improve production and technical skills to prepare the region for the investments

***It will be clear by now that there is no quick or easy solution to the communications needs in the Fianarantsoa Province, or for the Radio Corridor project. This is true not only from the technical side but also from the institutional perspectives that need further clarification and debate.***

***It is also clear that certain risks and assumptions are true for both models and some project activities will inevitably be the same or similar, irrespective of which technical choice is made.***

***Ideally the study would like to propose a solution that can fuse both AM And FM models to provide the widest regional partnership and listnership possible....***

## **AM AND FM NETWORKING TOGETHER**

This solution is not only unknown in Madagascar but to date it appears there is no such partnership model in the world. This is largely due to the fact that governments tend to hold on to the AM frequencies and are loathed to share them  
(see article from PANOS in Annex- [www.panos.org.uk/newsfeatures/featureprintable.asp?id=1013](http://www.panos.org.uk/newsfeatures/featureprintable.asp?id=1013))

The BBC has a shortwave –to FM networking model that helps provide BBC programming worldwide.

Ideas have been discussed during the site visits and technical study, which would encourage the view that an AM-FM network is possible

- By providing air time on the AM station for FM station's broadcasts
- By providing FM stations with V Sat receivers to re broadcast AM station's programming

In principle this would be an innovative and exciting fusion of radio activity in the region and could offer up a wide variety of programming and information exchange

However, it is extremely difficult to say how this type of network could be realised given the power relationships at play

- 1) the AM station will have a Ministerial backing and huge donor inputs, plus staffing and management linked to development projects that are well funded and resourced
- 2) the FM stations have no donor (funding) supports, few staff and little resource
- 3) the AM station will have the capacity to cover most of the areas currently covered by the FM stations – therefore the AM station does not actually need the FM stations – but the FM stations may not be able to co-exist or compete in the shadow of the AM station

In this scenario it is hard to see how the FM stations can negotiate for what they need unless they are accorded an importance and priority in the project at the outset.

***Another difficulty may be that if the AM station is perceived as Government led, the FM stations may not wish to affiliate into a network with it. Some station owners may not feel comfortable or even feel willing to align themselves with a ‘government led’ station.***

### **PROPOSED AM /FM NETWORK SOLUTION**

For the purposes of imagining a best outcome scenario, the following steps could be envisaged

1. An Am station is installed for ‘Radio Corridor’ with the specific aim of broadcasting on environmental themes as a first priority. The station is run as an NGO and is viewed as a development project with tangible outputs, linked with target communities and stakeholders.
2. The Ministry support this project/station because it is innovative, responds to important local communication needs, and falls in line with the government’s commitment to preserving more areas for conservation and National Parks.
3. The Ministry accord the project freedom to control the broadcasting and content along strict criteria agreed.
4. The project oversees the broadcasting schedules and partners are involved to link the target communities with the station and overall environmental programme activities.
5. The team, stations and partners receive technical and participative radio production training
6. FM stations are offered V Sat links to the AM broadcasting so that they can re-broadcast the environment programmes to their listeners as a first step affiliation/partnership process
7. The FM station partnership is monitored and an affiliation process begun for a regional communications network – of which the AM station and the FM stations would be equal partners
8. Broader criteria and affiliation packages are set up for stations wishing to participate in a region wide network
9. An audit is made of FM stations as recommended
10. Performance is measured over a number of months for stations– production of programmes, broadcast of programmes on development themes, political neutrality etc.
11. Local NGOs and service providers are associated under a regional communications strategy and assist in the development of criteria for the network and monitoring the stations’ performance

12. The stations are invited to network more formally for a region wide network, agree criteria and conditions, offering air time against equipment upgrades
13. Numerous production studios are set up in the province to produce developmental programmes.
14. A centralised library is established to receive, duplicate and distribute development radio programmes to all partners affiliated in the network
15. The FM and AM stations all contribute to the central library and all can receive programmes through the V Sat link (or in other agreed formats)
16. Stations who perform well against the network affiliation criteria and who necessitate more specific technical upgrades will be audited and assisted
17. Specific broadcasting times for specific development themes are agreed between the AM station and the FM network. All stations promote programming times of the whole network and its varied services.

A further step is the financial supports, which would need to be then also distributed across the network

If the AM station takes all available funding for its development and sustainability, no other station in the region will find financial inputs as they cannot compete with the broadcast power of the AM station

There would have to be tacit agreement between the networked FM and AM stations that funding sources would buy into the whole regional network and therefore any stations operating in the network could be eligible for financial, technical or other supports

This could be remuneration for programme production in local dialect – to ensure that the AM project does not isolate or marginalise listeners because of local nuances/dialects

New partners bringing projects to the region agree to put funds into a shared resource that will ensure their messages are broadcast throughout the regional network, or target stations as agreed.

***The management of the shared air time scheme and the financial funding of the network is highly complex and needs further discussion and viability assessment.***

### **CURRENT SUPPORTS**

PTE and the ERI project have worked with local stakeholders to promote a partnership for the Radio Corridor, with proposed sites, aims and an outline structure. Some of the constraints have been discussed and capacity and training issues identified, but the project has been waiting on technical recommendations before next steps could be taken.

The Ministry of Communications have also provided supports to the proposed 'Radio Corridor' initiative. One of their Directors has facilitated a stakeholder workshop and the Ministry have already given approval to furnish an AM licence to the proposed 'Radio Corridor' – an unprecedented move to share the governments AM frequency with an independent project.

PACT has already solicited partnership proposals from a number of local radio stations and NGOs to assist with their good governance programme in Fianar.

ALT Projet Radio is committed to deliver training and communications strategies to the MISONGA programme in Fianar, and has negotiated with the EC to bring Projet Radio supports to the region within its next funding proposal 2005.

### **POTENTIAL FUTURE SUPPORTS**

ERI (USAID funded) project launches Radio Corridor AM principally to ensure the environmental programming is broadcast to forest corridor populations and opens up communications in target zones

ERI, MISONGA (USAID funded), ALT (EU funded) working with the Chef du Region and regional partners, and with the blessing of the Ministry of Communications, start to develop a regional communications platform which includes the FM stations and Radio Corridor into a broadcast network for development in the region

ALT, Ministry of Communications, and other agencies (e.g. American Embassy) provide training and technical supports to develop radio capacity in the region

### **IN SUMMARY**

The donor community must assess which of the main options fall best into their strategic goals for the region

Given the complexity of the needs and potential solutions, this may require some additional research and discussion.

Ideally a synergy between different donors and actors can help provide a wide access to education and information in Fianarantsoa using a variety of approaches and technical supports. This could require detailed debate between donors and the Ministry at national level to ensure inputs are agreed before investment starts, and ensuring that duplication of activities is avoided.

A short, medium and long term plan should be developed for communications for the region which would look to incorporate the various models proposed and would help to identify strategic partners, donor support, and implementing agencies (projects, trainers etc)

If the AM /FM network model can be successfully developed it will provide significant methodological tools with which to develop similar activity in other regions of Madagascar and lead the way internationally for other governments to consider freeing up AM frequencies and access.

**Author: Yvonne Orengo, Andrew Lees Trust January 2005**

# **ANNEX**

## **RAPPORT D'ACTIVITES 2005 MISONGA/MIS REGION ANOSY**

### **I. INTRODUCTION**

Dans le cadre du protocole d'accord entre le programme MISONGA et la Région de l'Anosy, une unité de gestion d'informations a été mise en place à Fort-Dauphin. Cette unité dénommée centre MIS (Multi-sector informations service) qui est au service de la Région est surtout chargé de :

- Coordonner le système d'informations dans la Région
- Mettre en cohérence les systèmes d'information de la Région
- Renforcer les capacités techniques de la Région et des acteurs régionaux en matière de système d'information
- Fournir des données / informations aux acteurs régionaux
- Appuyer la Région pour le développement des systèmes d'information en tant qu'outils d'aide à la décision
- Collecter, traiter et analyser des données pour avoir des informations pertinentes selon les besoins

Ce rapport résume les activités déjà entreprises depuis la mise en place du centre par rapport aux rôles et attributions énumérées ci-dessus, et celles qui sont relatives aux autres interventions de Pact au niveau de la Région Anosy.

### **II. PRINCIPALES ACTIVITES REALISEES**

#### **MISE EN PLACE DE L'UNITE DE GESTION D'INFORMATION**

Après la dotation des équipements matériels et d'une ressource humaine chargée du centre, un atelier de sensibilisation a été fait au niveau de chaque district de la Région Anosy pour faire connaître son existence aux différents acteurs régionaux et aussi pour expliquer les rôles et attributions des parties prenantes (Région, programme MISONGA, et acteurs régionaux). Ces ateliers se sont déroulés comme suit :

- du 26 et 27 juillet 2005 pour Fort-Dauphin (en parallèle avec la sensibilisation des services étatiques dans le cadre de mise en place de l'E-Gouvernance au niveau de la Région)
- du 12 au 14 août pour le District de Betroka
- Le 19 août pour le District d'Amboasary

Ces ateliers ont été facilités par la participation active du représentant de la Région en la personne de Monsieur HARO Emmanuel, Directeur du Développement Régional Anosy.

#### **ETAT DES LIEUX**

## **Elaboration de fiches**

Comme la mise en place d'un système d'information commence toujours par l'étude de l'existant, il était donc nécessaire de faire un état des lieux des réalités au niveau de la Région par rapport aux différents acteurs, les données/informations disponibles, les systèmes de gestion d'informations utilisés.

Ainsi, des fiches de collecte ont été conçues pour commencer cette phase (voir annexe pour les modèles).

## **Diffusion de Fiches**

Parallèlement aux ateliers de sensibilisation, nous avons expliqué les fiches de collecte conçues ci-dessus et distribué environ 60 groupes de formulaires (total pour les trois districts) aux invités.

## **Récoltes**

Actuellement, nous avons déjà obtenu une vingtaine de formulaires remplis. Certains entités ont encore besoin du temps pouvoir les remplir et certains ont du mal à comprendre malgré les efforts que nous avons déployés pour les expliquer.

## **Compilation**

Ces données récoltées sont à structurer pour constituer des bases de données servant d'outils de décision au développement de la Région.

## **INTERVENANTS**

Pour harmoniser le développement de la Région, les décideurs ont besoin de connaître les interventions déjà existantes surtout leurs domaines d'activités et leur répartition spatiale. Ce pourquoi, nous avons priorisé l'établissement d'une base de données des intervenants au niveau de la Région Anosy. A partir des résultats des fiches de récolte déjà rendues, nous déjà spatialisé quelques intervenants au niveau de la Région Anosy et classifié leurs secteurs d'activités. Ce produit a déjà servi notre bailleur (USAID) pour appuyer leurs interventions lors d'un atelier de coordination des interventions de développement à Madagascar.

## **METADONNEES**

Actuellement, la Région de l'Anosy a établi un tableau de bord relatif à leurs axes stratégiques de développement. Avec ses différents indicateurs de sous-programme, ce tableau permet non seulement de suivre et évaluer le développement de la Région mais servira aussi d'outils pour la mise en œuvre du suivi-évaluation régional du DSRP qui va être mis en place prochainement. Par rapport à au remplissage de ce tableau, il va y avoir un problème de recherche de données/informations (qui détient quoi et quand ?). La possession d'une metadonnée peut résoudre en partie ce problème.

Donc nous avons aussi envisagé à mettre en place une métadonnée au niveau de la Région Anosy. Par le remplissage des fiches d'enquêtes que nous avons distribuées, quelques intervenants ont déjà fait ce qu'ils détiennent comme données/informations. Il nous reste la modélisation pour les convertir en base de données.

## AUTRES ACTIVITES

A part celles qui sont énumérées ci-dessus, je me suis aussi occupé de la réalisation d'autres activités. On peut en citer entre autres :

- **Satisfaction des besoins cartographiques :**
  - Production de cartes pour la Région (carte routière, carte de mini-réseau structurant du développement de la Région)
  - Elaboration d'une carte pour la Direction Régionale de FID à Toliara pour servir d'outils de décision à leurs interventions par rapport aux autres programmes comme le Pôle intégré de croissance
- **Mise à jour du Programme annuel de travail de l'alliance USAID Anosy (collecte et consolidation des activités réalisées par les partenaires)**
- **Assurance de l'intérim du Coordonnateur Régional de Pact Fort-Dauphin durant son absence du 11 au 22 juillet 2005 :**
  - Expédition des affaires courantes au sein de Pact
  - Réalisation d'un l'atelier de préparation de l'Assemblée générale du CRD
- **Réalisation avec WLR (Women's Legal Right) et quelques associations locales (For-Dauphin et Amboasary) de l'atelier sur « le code de la famille » du 19 au 22 juillet 2005 :**
  - Représentation de MISONGA,
  - Appuis techniques durant l'atelier
- **Assurance de la réalisation des travaux de consultation publique relative au système d'Aire Protégées d'Ambatotsirongorongo :**
  - Mobilisation des parties membres de la commission de délimitation (CIREEF, Service Topographique, Service des Domaines, Services des Mines, QMM, WCS)
  - Visite de courtoisie auprès des Maires des communes rurales touchées pour leur aviser de la tenue de ces travaux du 15 au 20 juillet 2005.
- **Préparation de la table ronde des bailleurs de la Région Anosy :**

Elaboration des fiches techniques des spéculations culturelles existantes au niveau de la Région (Collecte de données, spatialisation cartographique, et mise en forme de document avec l'appui d'un responsable de la Direction Régionale du Développement Rurale)

## III. PRODUITS LIVRABLES

- ✓ Carte routière
- ✓ Carte des groupes d'écoutes de ALP/Projet Radio Fort-Dauphin

- ✓ Carte du système d'aires protégées de la Région Anosy
- ✓ Carte des intervenants dans la Région Anosy
- ✓ Carte des interventions du Pôles intégrée de Croissance à Fort-Dauphin
- ✓ Carte du mini-réseau structurant du développement de la Région Anosy (*carte utilisée fréquemment par le Chef de Région pour discuter avec des bailleurs*)
- ✓ Base de données des intervenants (format Access) dans la Région Anosy (mais non encore complet)
- ✓ Fiche technique des spéculations culturelles dans la Région Anosy
- ✓ PTA alliance USAID consolidé en date du mois 26 août 2005

#### **IV. CONTRAINTES**

Par rapport à l'opérationnalisation du centre MIS, la principale contrainte est généralement l'occupation fréquente à d'autres activités (ateliers, secrétariat, ...).

#### **V. CONCLUSIONS ET RECOMMANDATIONS**

Le centre MIS de la Région Anosy est déjà opérationnel mais on n'a pas suffisamment de temps pour se concentrer beaucoup plus aux plusieurs services qu'il doit offrir. Le recrutement d'un assistant pour le coordonnateur régional de Pact Fort-Dauphin pourrait résoudre cette problématique.

# Multi-sector Information Service (MIS)

## Fiche d'inventaire de systèmes d'information existants

Dénomination:

Ministère:

Statut:

Adresse:

Tél:

E-mail:

BP:

Matériels avec leurs caractéristiques	Logiciels	Personne	Niveau de la personne	Poste de la personne	Observations

# Multi-sector Information Service (MIS)

Fiche de récolte pour la base de données des intervenants

Dénomination:

Ministère:

Statut:

Adresse:

Tél:

E-mail:

BP:

Secteurs d'activités	Communes d'intervention	District	Bailleurs	Date Début	Date Fin	Personnes ressources

Dénomination:

Ministère:

Statut:

Adresse:

Tél:

E-mail:

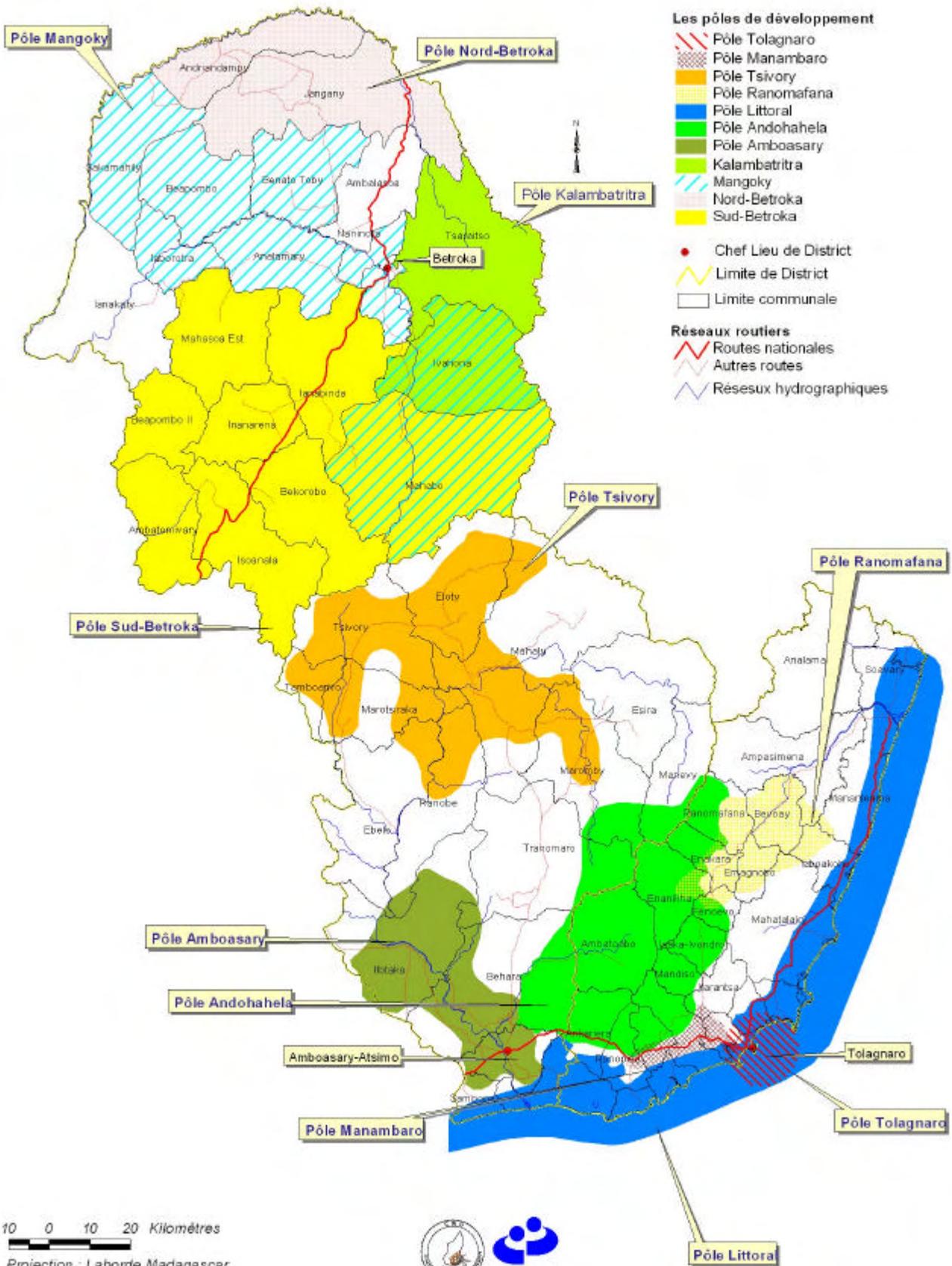
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## Multi-sector Information Service (MIS)

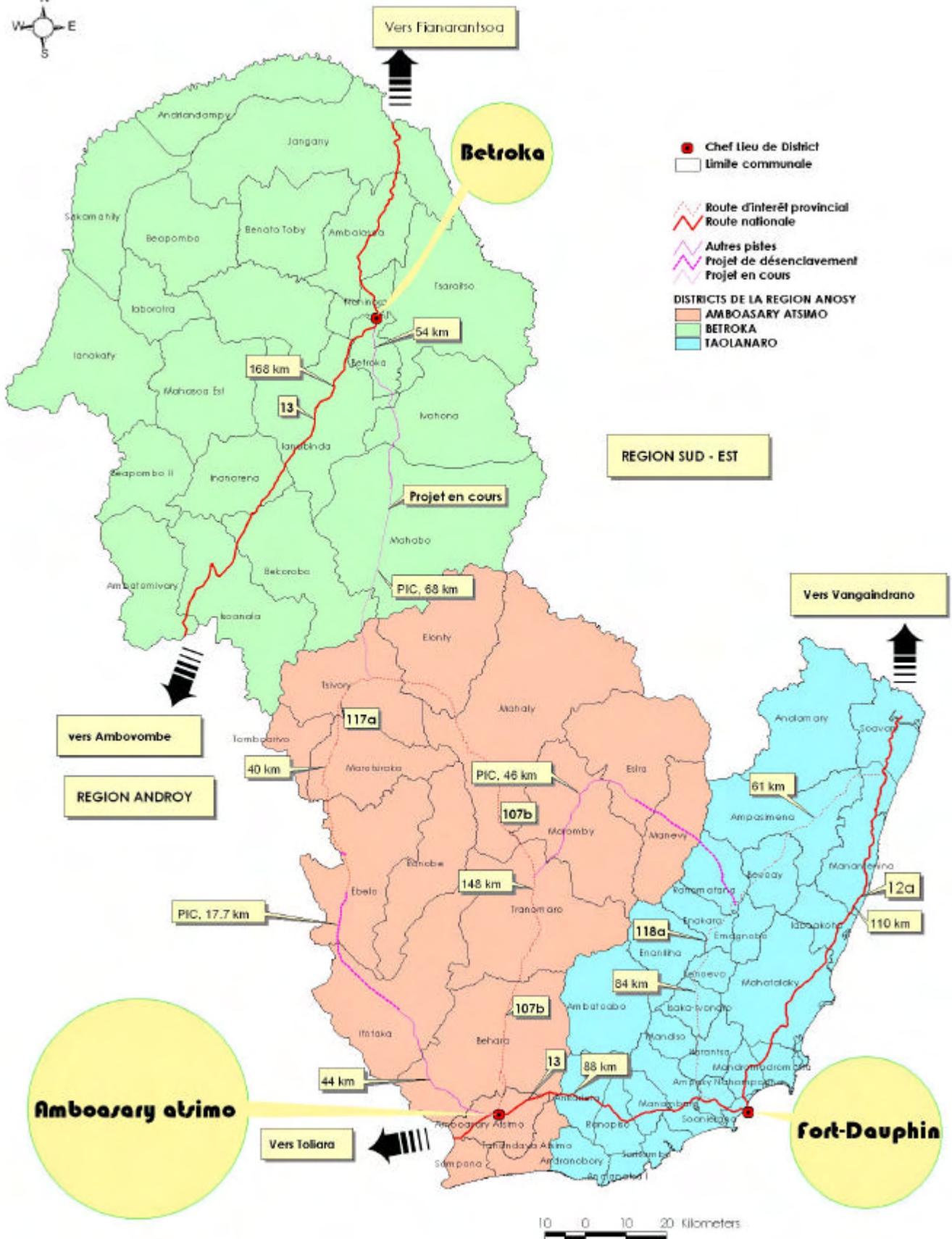
Nom (fichier ou titre de document pour les supports papier)	Type (analogique/numérique)	Format (.xls, .doc etc.)	Description	Système de projection (pour les données SIG)	Date de création	Sources	Couverture



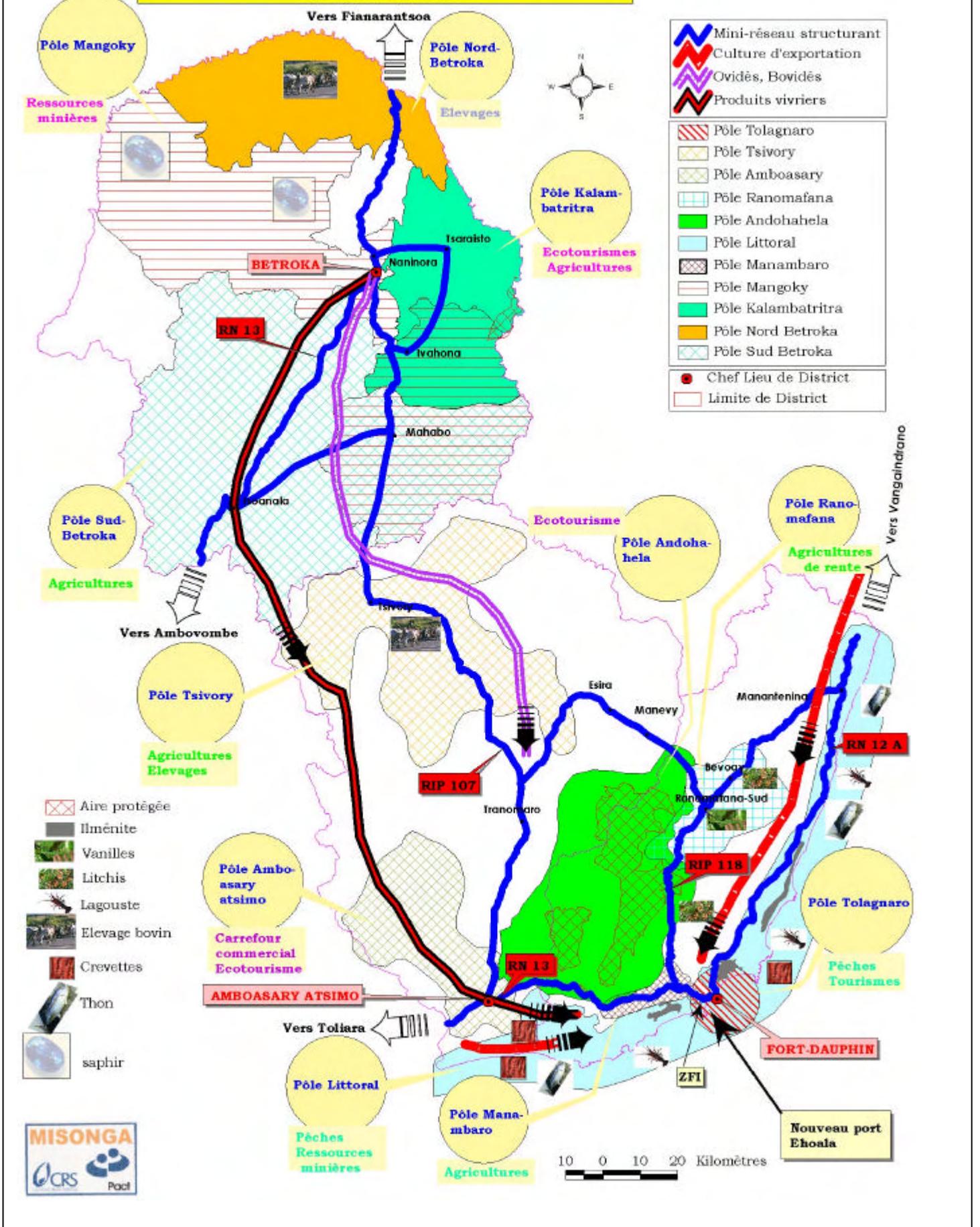
## LES POLES DE DEVELOPPEMENT DANS LA REGION ANOSY



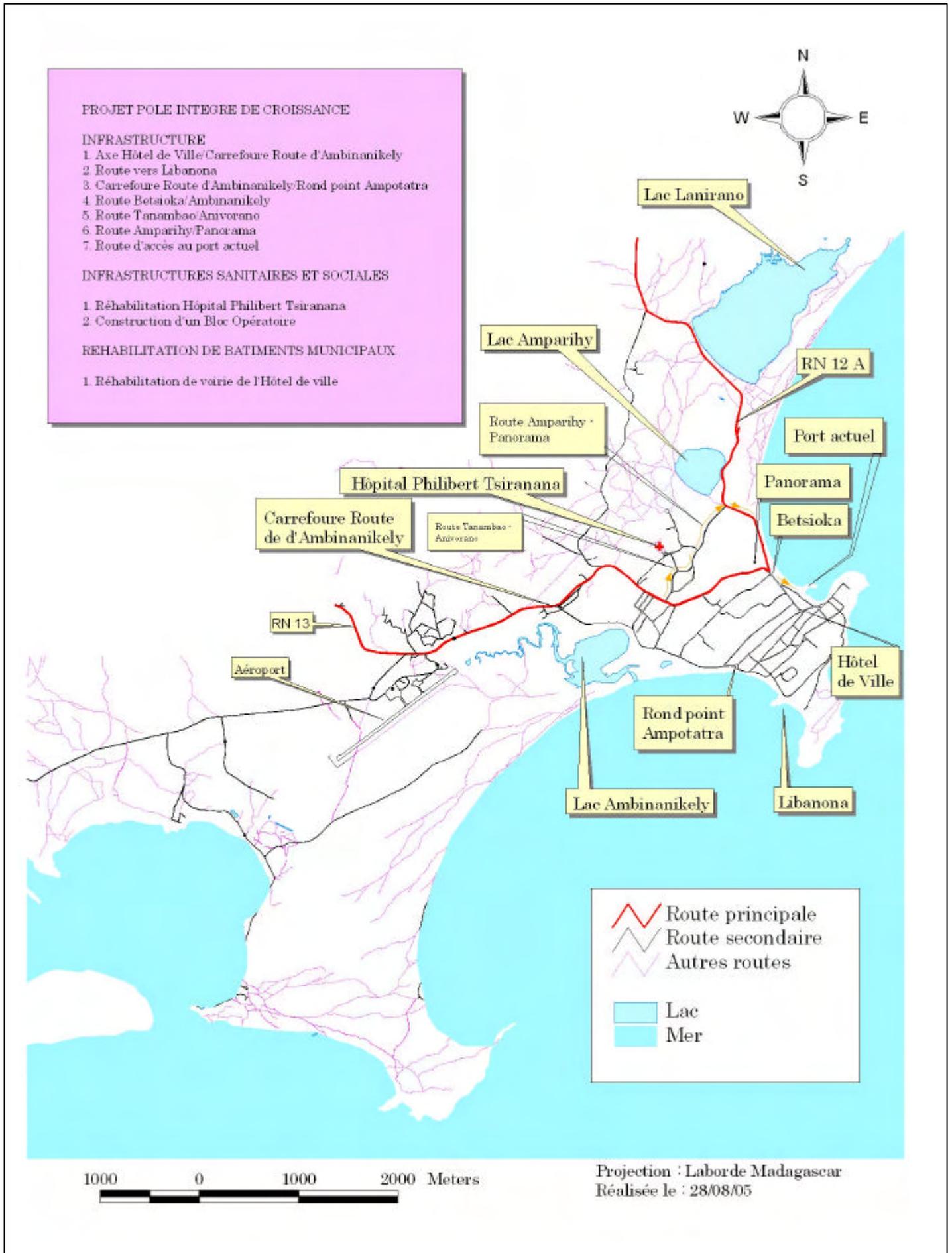
# REGION DE L'ANOSY



# MINI-RESEAU STRUCTURANT ET FLUX DES PRODUITS REGION ANOSY

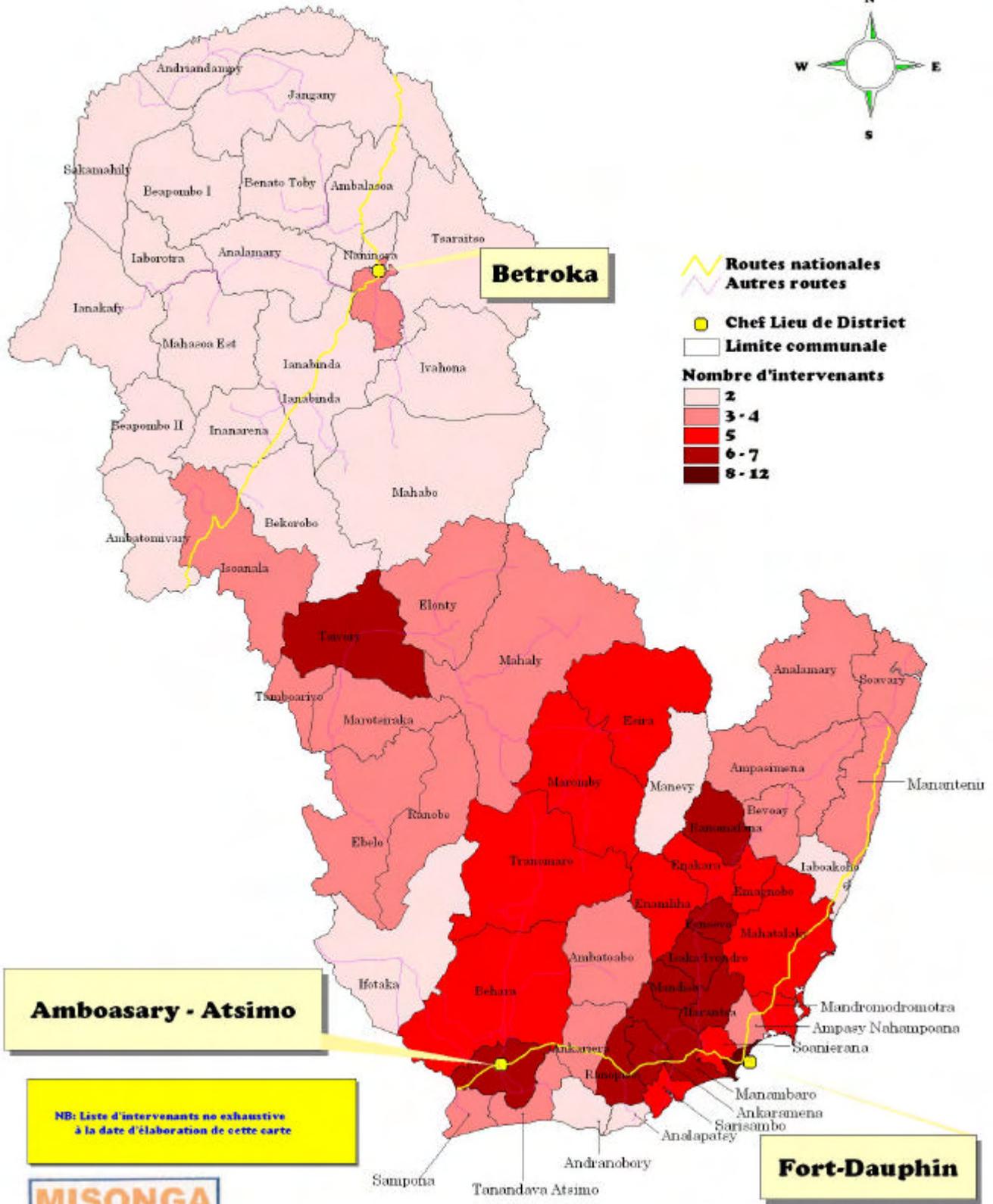
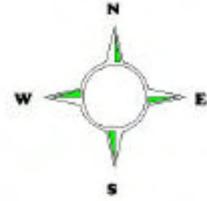




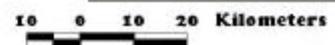




# REPARTITION DES INTERVENANTS DANS LA REGION ANOSY



**NB: Liste d'intervenants non exhaustive à la date d'élaboration de cette carte**



Réalisée le 05/09/05

# ANNEX

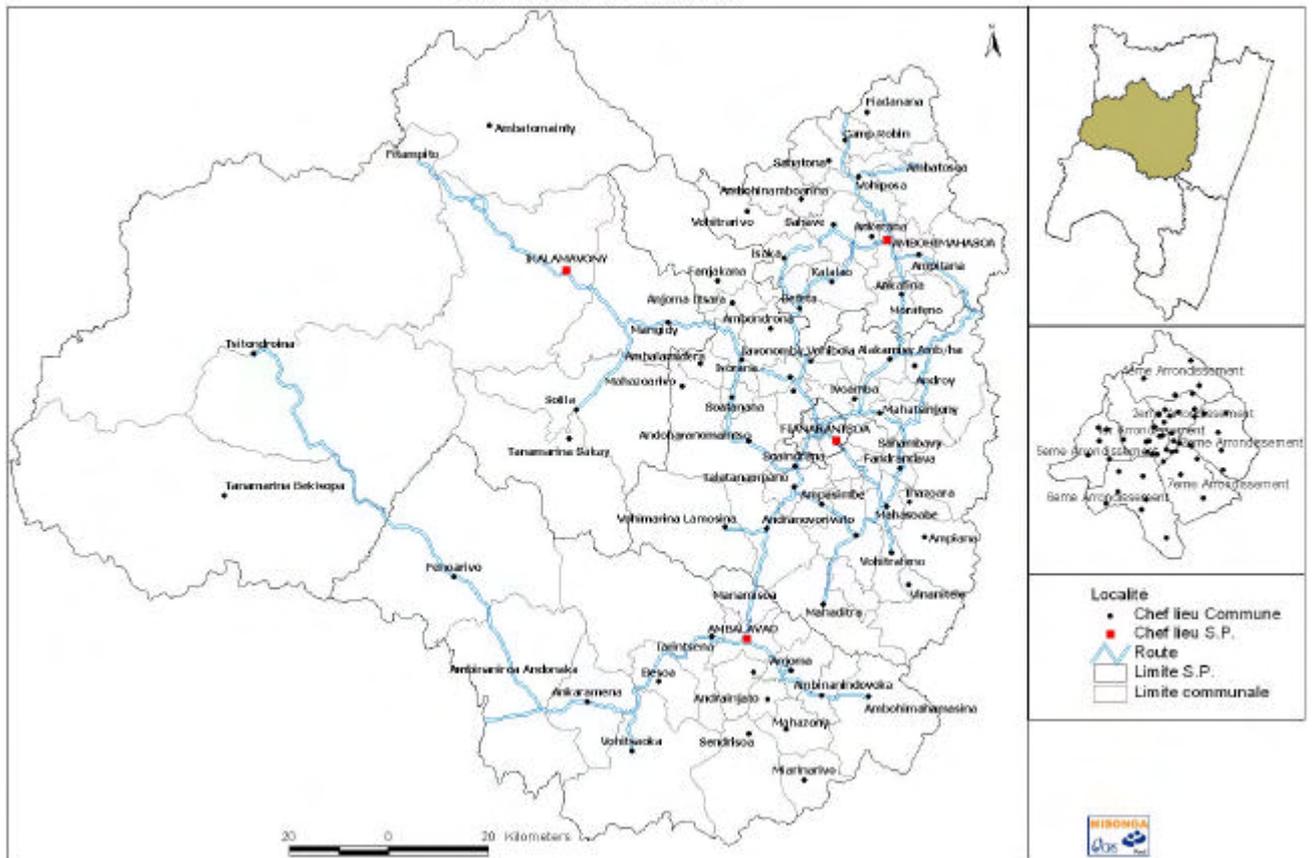
## HAUTE MATSIATRA REGIONAL DEVELOPMENT PLAN

### 1. Context

The Haute Matsiatra borders 5 other regions: Amoron'i Mania, Ihorombe, Vatovavy Fitovinany, Menabe and Atsimo Andrefana. The region is subdivided into 5 districts and 81 communes. The internal population density of Haute Matsiatra is varies greatly. The district of Ikalamavony contains nearly half of the region's land area, compared to 20% for Fianarantsoa II and Ambohimahasoa.

Agricultural activity is dense and heterogeneous. The percentage of total cultivated land (pasture land excluded) varies greatly, from 1% in Ikalamavony to more than 10 % in Fianarantsoa II and Ambohimahasoa. Haute Matsiatra produces mostly food crops, and rice is the focus of production. Specific cultivations such as wine, tea and tobacco are also found in the region. Unfortunately, none of these sectors is very developed at this point.

REGION HAUTE MATSIATRA  
CARTE ADMINISTRATIVE



Cattle raising holds an important place in the Haute Matsiatra Region. The ratio of cattle per inhabitant in the region is 1:4, although this varies greatly from district to district.

A significant number of households raise pigs, but generally on a very small scale. Poultry raising is very wide spread, however.

As for the state of the environment, the natural forests of Haute Matsiatra have largely disappeared, although conservation efforts are in place in the eastern part of the region. This area is part of an important conservation program. The total area was measured at roughly 1 million hectares in 1997. The region contains three environmental interest sites, preserved by NGOs: the eastern forest corridor, Andringitra (Ambalavao) park and the Anja site (Iarintsena, Ambalavao).

As for the industrial sector, this is dominated by agro-food, wood and mines. The wine industry, unfortunately, is in poor condition due to a decreasing respect for quality standards, competition from the informal sector and from imports. However, the industrial and artisan wood business is currently expanding. The region is rich in minerals and there is real mining potential in the Ikalavavony district.

In regards to roads, other than the RN 7 (paved national road) most roads are classified as dirt roads or trails, usable seasonably. This poor road situation has negative effects on the traffic of people and goods, and leads to high transportation costs (and therefore transaction costs).

The region sees potential in a number of areas. Haute Matsiatra is characterized by a great natural and physical variety (relief, soil, climate, rivers, subterranean). This creates favorable conditions for diverse economic activities between sub regions. Even if in the global development context is different from one zone to another, the productive sectors are almost universally agriculture and livestock.

Despite these opportunities, a number of troubles continue to weigh heavy on the region:

The economic and social infrastructures, as well as urban and development support services are insufficient and isolated in their geographical reach.

The poor road system makes the integration of peripheral zones difficult, limiting regional growth.

The agricultural sector represents over 75% of revenues earned in the region.

Strong demographic pressure, small size of land plots and difficulty in expanding cultivated lands on the Hautes Terres.

Haute Matsiatra is a region of diverse potentials that are poorly capitalized on. The mobilization of the regions resources could make the reversal of recent trends possible. To face up to this challenge, the regions must have a vision, objectives and clear strategies that exploit the regions strengths and reduces its weaknesses. During the elaboration of the PRD, participants expressed the following pertinent points:

**HAUTE MATSIATRA VISION:** A natural environment valued and protected; a dynamic population, living and working in a safe environment and a region that trusts in its economic strengths and its socio-cultural values

## **2. Why a PRD for Haute Matsiatra**

“Madagascar, Naturally.” Such is the vision of the Malagasy State. Madagascar’s objective is rapid and sustainable development that will cut poverty in half in 10 years. To get there, the PRSP was elaborated through a participatory process at the national and provincial levels. This set as objectives:

- The implementation of the Rule of Law and good governance
- Economic growth shared by a wide social base
- Protection of life and property for the society as a whole
- Protection of the environment

The general economic objectives of the government are:

- To move from a subsistence to market economy
- To move from a rural economy to an industrial economy
- To increase exports

To implement these actions as outlined in the PRSP, it will be necessary to integrate them into a plan for regional development. The Regional Development plan for Development was elaborated so as to capitalize on and consolidate the government’s political will.

### **3. Methodological Approach**

Four major ideas guided the methodology that was used for the elaboration of the Haute Matsiatra PRD so that it would reflect the interests of regional actors.

- The fundamental principles should be based on an iterative process of reflection, consultation and coordination
- The PRD is a process of communication and consultation
- The PRD is a document for planning and implementation
- The PRD is a logic frame, rigorous and flexible at the same time

The PRD will be used, therefore, to define, frame, orient and coordinate interventions in alignment with a common regional vision, coherent at all levels and in all sectors.

Multi-sectoral and multi-level integration approach

The regions region’s economic development strategy was based on prioritizing the most promising sectors for growth. The relationships between sectors were taken into account when selecting strategic orientations, which included cross sector activities relevant to the economy, social affairs and governance.

#### ***Participatory Approach***

If activities are to have positive and tangible results, the participation of actors and the appropriation of the process by communities are indispensable. For this reason, meetings with local populations in the district, mini-workshops, consultations with community notables, task force work meetings and public consultations on the PRD document were all conducted.

## **4. PRD Elaboration Process for HAUTE MATSIATRA**

### ***Step 1: Preliminary participatory diagnosis***

- Identification and identification of sectors
- Organization of a series of themed mini-workshops
- Consultative work to identify personnel-resources and to collect all pertinent information

### ***Step 2: Draft action plan***

Based upon the work done in step 1, the principal objective for step 2 is to define the objectives and operational strategies for each of the sectors, as well as the corresponding lines of action.

### ***Step 3: Workshops at multiple locales to receive pre-validation at the district level***

This provides an opportunity for decentralized services (state and non-governmental), groups and communities, and local actors to voice their opinions, contribute their perspectives, understand the process and take ownership of the PRD. Different approaches were developed for rural and urban settings.

### ***Step 4: Pre-finalization of the PRD***

This phase synthesizes the preceding steps and leads the first draft of the document, drawn up by a committee.

### ***Step 5: Consolidate the PRD through a “Task Force”***

The “Task Force” is a competent group of actors who oversee the strategy of the PRD.

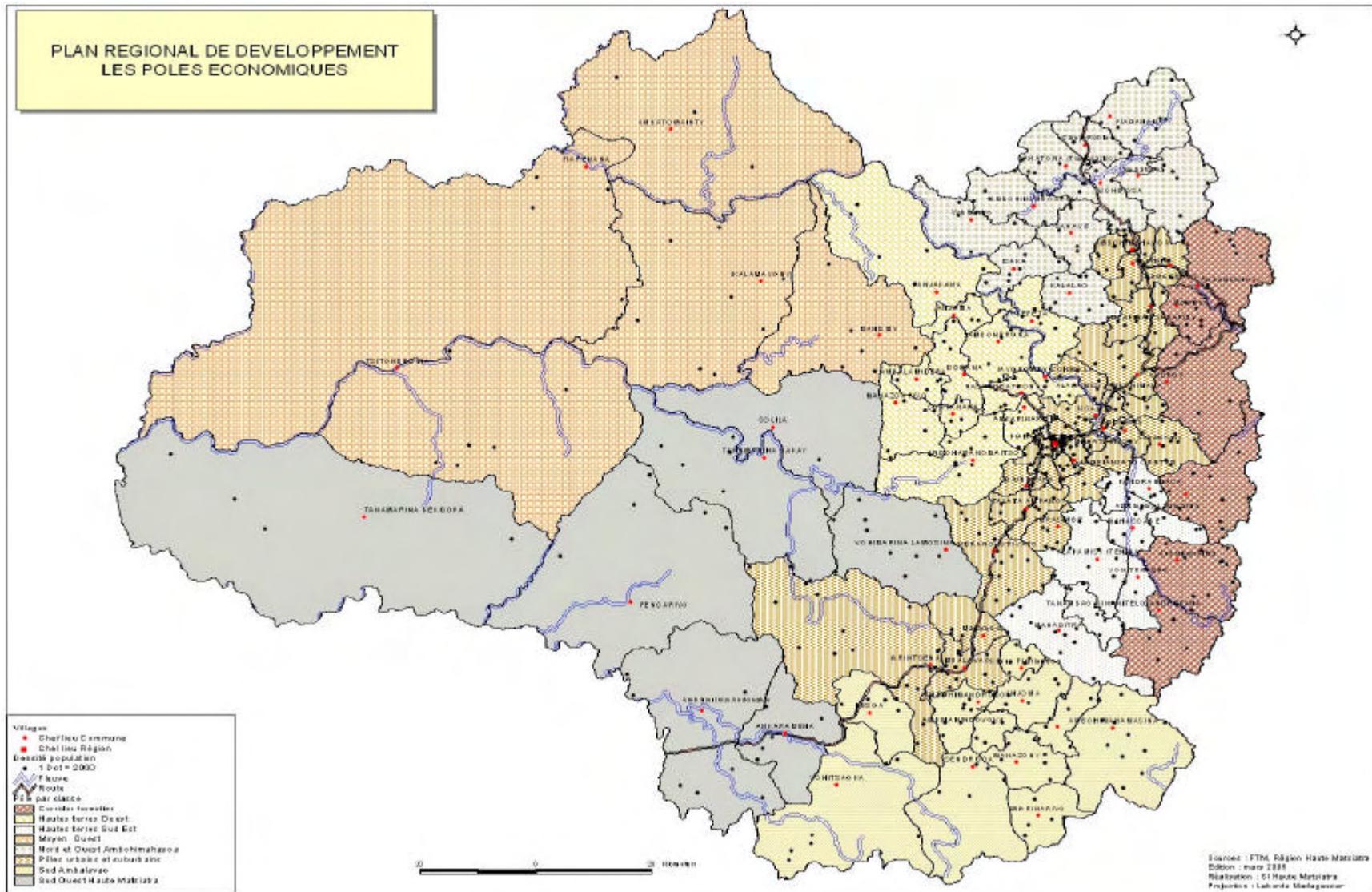
### ***Step 6: Pre-validation regional workshop***

This permits all active representatives of the region to review, enrich or approve the major themes of the PRD and to prioritize the themes

### ***Step 7: Funders round table***

This allows the region to clearly identify potential funders and to contract financing

### ***Step 8: Mini workshop to elaborate the indicators for monitoring and evaluation of the PRD***



**General map of development poles of the Haute Matsiatra Region**

## 5. Salient Points of the PRD

### **Consolidated economic growth pole zones**

Moyen Ouest:

Ikalamavony, Ambatomainy, Tsitondroina, Mangidy, Fitampito

Hautes Terres Ouest:

Andoharanomaitso, Mahazoarivo, Soatanana, Isorana, Ambalamidera, Anjoma Itsara, Fanjakana, Nasandratrony, Iavinomby Vohibola, Ambondrona, Ankarinarivo Manirisoa, Befeta

Sud Est:

Ambohimahasina, Mahazony, Andrainjato, Anjoma, Kirano, Vohitsaoka, Ambinanindovoka

Hautes terres Est:

Fandrandava, Mahasoabe, Ihazoara, Alakamisy Itenina, Mahaditra, Vohitrafeno, Ankaramalaza Mifanasoa

### **Economic growth pole zones to strengthen**

Nord Ouest:

Vohitrarivo, Isaka, Sahave, Ambohinamboarina, Kalalao, Sahatona, Fiadanana, Camp Robin, Ambatosoa, Vohiposa)

Sud Ouest:

Tanamarina Bekisopa, Sakay, Solila, Fenoarivo, Ambinaniroa, Vohimarina lamosina, Ankaramena, Vohitsaoka)

Corridor Est :

Ambalakindresy, Morafeno, Androy, Alatsinainy Ialamarina, Andranomiditra, Vinanitelo, Ambohimahasina, Miarinarivo, Sendrisoa

### **Urban, urban periphery and suburban zones**

Les communes urbaines de Fianarantsoa I, Ambohimahasoa, Ambalavao et les zones péri urbaines

Les communes sub urbaines bordant la RN7 et le chemin de fer :

Alakamisy Ambohimaha, Ivoamba, Ambalamahasoa, Ambalakely, Mahatsinjony, Sahambavy, Andrainjato, Soaindrana, Talatan'Ampano, Maneva, Andranovorivato, Iarintsena, Manamisoa, Ambohimandroso, Besoa, (Ankaramena) Ampitana, Ankerana, Manandroy, Ankafina,

### **Operational strategies by sector**

Strategic sectors: product market chains for economic growth

#### **Improving vegetable production and resources**

#### **Six strategic priority areas**

Improve rice production

Revive the wine production and the wine sector

Promote arabica coffee production

Improve tobacco production

Develop the production of potatoes

Development of aromatic plants and the essential oils sector

<b>Improving animal production and resources</b>	<b>Four strategic priority areas</b> Develop fish farming Improve the production of breeding chickens Promote apiculture Develop milk production (in urban and suburban zones)
<b>Sustainable management of the environment and forest resources</b>	<b>Two strategic priority areas:</b> Sustainable utilization of forest resources (notably the existing tree planting of the Haute Matsiatra) Environmental program
<b>Development of non agricultural market chains</b>	<b>Three strategic priority areas:</b> Sustainable utilization of mineral Promotion of tourism Artisan development
Strategic sectors: cross cutting themes, basic conditions for economic and social development	
<b>Investments of an economic nature</b>	Communications infrastructure Productive infrastructures: hydro-agricultural network Agricultural support infrastructure (markets, storage, transformation) Rural electricity
<b>Support services</b>	Finance, savings and credit institutions Communications and information systems Land security
<b>Human development and social security</b>	Health Education Security
<b>Good governance</b>	Fight against corruption and improvement of the judicial system Roles and skills of institutional actors (centralized decentralized institutions), the private sector and of civil society Improve the functions and skills of centralized and decentralized institutions Improve citizen participation Development of the private sector

## **6. Conclusion**

In summary, throughout Haute Matsiatra's PRD elaboration, MISONGA left its mark by working with all participants to help them to accept the principles, methodologies and approaches of the process. The finalization and validation of the document was possible due to:

- Improved communication due to the implementation of a participatory process and the use of informative materials, data, maps, and decision making tools provided by the UGIR.
- Multi-level mobilization (local, communal, district, regional) of various actors
- The integration of the environmental dimension in the PRD
- Supporting the region with the creation of a monitoring and evaluation system for the PRD

MISONGA provided the region with a variety of resources during the process, among others:

- The donation of equipment and materials to facilitate the production of decision-making tools
- Making available the services of a consultant, as well as the MISONGA staff, to support and strengthen the regional staff. These people were also led various workshops and trainings, and directed and coordinated activities throughout the entire process.

## **ANNEX**

### **DIAGNOSTIC ORGANISATIONNEL ET INSTITUTIONNEL DU CEDII**

#### **I. Executive Summary**

The methodology employed by World Links' consultant for this organizational and institutional diagnostic study involved both a market analysis and an internal examination of the Centre d'Échange et de Documentation Inter-Institutionnel (CEDII). First, the consultant conducted a demand analysis for CEDII's services in the community, which included surveys of existing clients, interviews of potential client organizations and partners, and an overall assessment of each group's needs. Next the internal evaluation of the CEDII entailed interviews with staff of the Direction Exécutive (DE), members of the Assemblée Générale (AG), and administrators of the Conseil d'Administration (CA), as well as a detailed financial analysis and a general examination of the organization's strengths and weaknesses. Finally, an evaluation of the competition was completed in order to fully understand the market place for CEDII's services. By posing as potential customers during competitor site visits, the consultant and a team of two others gathered information ranging from competitive services and prices to staff expertise, customer service, and marketing techniques. The consultant then utilized all collected information to identify the target audiences and competitive advantages of the CEDII and formulate a plan for sustainability and recommendations.

#### **Key Findings:**

70% of the CEDII's existing clients are university students, and the majority of its clients visit the center at least once per week.

The most utilized services are documentation and photocopies.

There are numerous potential organizational clients and partners that need the CEDII's services and/or are willing to support the CEDII.

A synopsis of CEDII's internal climate can be characterized by a lack of human resource management, an ineffective Directeur, inactivity of many CA members which blocks key decisions and actions, lack of DE staff motivation, deficiency in financial resources, absence of marketing capacity and an insufficiency of strategic planning for sustainability.

In Fianarantsoa there are 24 businesses that offer Internet and/or other office services; 8 enterprises that provide room rental; and 8 documentation centers.

The CEDII's competitive advantages include Maison des OSCs, the service of Questions-Responses, event facilitation and organization, and audio-visual and production materials.

#### **Key Recommendations:**

- Establish a vision for sustainability including prospecting donors, new clients, and potential partners; reinforcing certain key services; and creating a marketing plan
- Work to make all members of the CA participate actively in meetings, especially regarding key decisions, and in the pursuit of funding and promotion of the CEDII
- Evaluate the skill set and performance of the current Directeur Exécutif based of certain criteria

- Motivate employees by establishing a performance evaluation system, implicating them in the CEDII's daily activities, tying raises and bonuses to performance, and redistributing human resources
- Elaborate a new organizational chart with an employee who has expertise in communications and marketing
- Take measures to cut costs and budget appropriately, which will enable the CEDII to pay its operational costs, as well as invest in new equipment and pay off debts
- Improve the technical capacity of the CEDII staff, including training in general IT skills, operation of audio-visual equipment, creation of websites, etc.

## II. Résultats de l'Analyse des Forces et Points à Améliorer du CEDII

### A: Points Forts

#### ***Utilité et signification du CEDII reconnue par les OSCs, bailleurs de fonds et toute la communauté de Fianarantsoa***

En parlant du CEDII avec les acteurs régionaux de la communauté de Fianarantsoa, tout le monde connaît le CEDII et reconnaît la nécessité, l'utilité et l'importance d'une organisation pour faciliter la collection des informations, la diffusion des informations dans toute la communauté et l'accès à l'information pour tous.

#### ***Existence d'un manuel de procédures et un organigramme***

Un manuel de procédures assez détaillé et un organigramme formel ont été déjà créés pendant l'étude dernière au niveau du CEDII. Pour l'information sur toutes les procédures existantes et l'organigramme courant, il faut voir pages 4-5 de ce rapport.

#### ***Termes de références (TDRs) et fonctions bien définies pour la plupart du personnel (75%)***

Les TDRs ont été écrits pendant le diagnostic du CEDII en février 2005, et la plupart du personnel (75%) ont reçu des copies de leurs TDRs et comprennent bien leurs fonctions.

#### ***Service de Documentation et Recherches***

Maintenant le CEDII se focalise sur le service de la documentation, et il le fait très bien. Le CEDII est connu pour ce service, et en analysant l'enquête des clients existants, on voit que c'est le service le plus exploité. En entrant dans le centre, il paraît même comme une bibliothèque. En plus, il y a deux membres du staff qui se spécialisent en documentation et ont beaucoup d'expériences en tant que documentaliste au CIDST (Andriamihaingo Ranaivoson Simon et Randrianjafy Jean de Dieu). L'Assistante Documentaliste 2 (Razanamahefa Stella), qui a été formée en traitement des documents et en utilisation d'une base de donnée, est tellement motivée et travaille dur pour le bon fonctionnement du service.

#### ***Collecte de données et d'informations***

Le CEDII est fort en collection des données et information des acteurs régionaux et envoie souvent des lettres sollicitant des fonds documentaires. Bien qu'il y ait toujours un besoin d'augmenter le nombre de documents et livres au CEDII, les employés ont bien maîtrisé comment cibler les besoins des clients en termes de la collection de documentation.

#### ***Beaucoup de clients fidèles***

Les questionnaires des clients ont démontré que le CEDII a beaucoup de clients fidèles (70% selon les résultats du sondage) qui viennent chaque semaine et des lecteurs de journaux fréquentent le CEDII presque tous les jours, ainsi que les étudiants universitaires.

### ***Existence du plan du travail annuel et budget annuel***

Le CEDII a un plan du travail et un budget annuel pour l'année 2005, ce qui indique qu'au moins quelques planifications existent.

### ***Existence du site web***

Même si le site web n'est pas mis à jour, l'existence de site est très important pour la promotion du CEDII.

### ***Emplacement du CEDII***

Le CEDII est bien placé au centre ville, tout près du grand marché de Fianarantsoa, et est très accessible aux clients.

### ***Compétences en comptabilité***

La RAF a un diplôme de fin d'étude en comptabilité générale d'ISCAM Tananarivo. L'Assistante Administrative et Financière (AAF) a neuf ans d'expériences en tant que secrétaire et comptable à l'Alliance Française.

## **B. Points à améliorer**

### **Processus de la Gestion des Ressources Humaines**

#### ***Nombre insuffisant du personnel***

Actuellement, tous les membres de la DE plaignaient qu'ils n'ont pas assez de temps pour bien effectuer leurs tâches. Il y a quelques fonctions clés, comme marketing, gestion des ressources humaines, informatique, production et communication qui ne sont pas traitées.

#### ***Manque de spécialiste en marketing, communication, et information***

Actuellement, il n'y a pas d'employé qui se spécialise en marketing, communication, et information au niveau du CEDII.

#### ***Mauvaise affectation des ressources humaines***

Il y a plusieurs membres du personnel avec des capacités qui ne sont pas encore exploitées. Par exemple, l'Assistante Documentaliste 2 (Razanamahefa Stella) est très forte en animation des ateliers de la Maison des OSCs. L'Assistante Documentaliste 3 (Ralaivelomaro Narindra) a un diplôme professionnel en administration des entreprises et commerce. En outre, l'Assistante Administrative et Financière (Ramanantsoa Léonse Marry) a neuf ans d'expériences en tant que secrétaire et comptable à l'Alliance Française, et elle est forte en français oral et écrit. L'Assistante de l'Accueil (Rasoazamanoro Marie Emerentienne) a des expériences en tant qu'aide documentaliste pour la Commune Urbaine de Fianarantsoa, mais elle n'est pas forte en accueil et fidélisation des clients.

#### ***Manque d'initiative et motivations au niveau du personnel de la DE***

Selon les interviews du personnel de la DE, personne n'est motivé de bien travailler au CEDII. Personne n'a eu une promotion depuis son embauche. Malgré le fait que 72.7% du personnel ont reçu des augmentations de salaire, les employés en général ne sont pas impliqués dans toutes

les activités journalières du CEDII ainsi que les grands projets. Selon plusieurs employés, le Directeur Exécutif dépend seulement du feedback et des aides de quelques membres de staff et ne demande jamais des avis et des aides d'autres. En gros, les membres du personnel ne se sentent pas comme s'ils font partie d'une équipe importante au développement de Fianarantsoa. Ce manque de motivations est aussi lié aux points faibles suivants.

***Absence d'un système d'évaluation systématique de la compétence du personnel existant***  
Seulement 25% du personnel ont été évalués par leur superviseur depuis leur embauche. Les trois membres du staff évalués disaient que ces évaluations étaient verbales et informelles. Cette absence d'évaluation de la compétence crée une situation où les employés ne savent pas s'ils font bien leurs postes. En plus, ils ne sont pas motivés de travailler dur pour atteindre les objectifs du CEDII, car il n'y a pas de conséquence pour la mauvaise performance.

***Pas de plan de formation ou renforcement de capacité pour le personnel***

58.3% du personnel n'ont jamais reçu de formation / apprentissage pour qu'ils puissent s'améliorer dans l'accomplissement de leurs tâches. Le Directeur Exécutif a bien réagi cherchant les formations en langues étrangères et création des procès verbaux et des rapports d'activité pour le personnel. À part de cela, il n'y a pas de planification formelle pour le renforcement de capacité du personnel au niveau de la Direction Exécutive.

***Pas de plan du développement des carrières pour le personnel***

58.3% du personnel de la DE n'ont jamais discuté l'avancement de leur carrière (career development and advancement) avec leur superviseur. Le fait qu'il n'y a pas d'évolution des carrières du staff contribue aussi au manque de motivations.

***Incompétence de certaines personnes dans la réalisation de leurs tâches***

Cette incompétence sera expliquée plus tard dans le rapport.

***Besoin de formation en gestion des ressources humaines et en administration au niveau de la Responsable Administratif et Financier (RAF)***

La RAF n'a aucunes expériences ou formations en gestion des ressources humaines ou en administration. Pour bien gérer les ressources humaines, elle aura besoin de plusieurs formations et renforcement continu de capacité.

***Manque de volonté de l'accueil***

L'Assistante de l'Accueil ne s'occupe pas tellement de la fidélisation des clients. Elle lit les journaux au lieu d'aider les clients, et elle sort souvent du centre pendant les heures d'opération. Malheureusement, la première impression des clients du CEDII n'est pas très accueillante. Pour elle, c'est un problème de motivation et de volonté, et ce n'est pas un problème de renforcement de capacité.

***Pérennisation/Planification Stratégique***

***Réputation d'inactivité***

Bien que les partenaires potentiels reconnaissent la signification du CEDII, ils hésitent à investir dans le centre. Ils n'ont pas de confiance au CEDII de faire fonctionner leurs projets. Malheureusement, cette conception existe dans la communauté, et c'est quelque chose qu'il faut surmonter. En plus, le CEDII a une réputation comme une bibliothèque simplement, et les activités menées par CEDII jusqu'ici semblent être orientées beaucoup plus vers la documentation que vers la diffusion des informations.

### ***Manque de vision de la pérennisation du CEDII au niveau du Directeur Exécutif et du Conseil d'Administration***

Jusqu'au présent, ni le CA ni le DE n'ont communiqué une vision de la pérennisation du CEDII. (Neither the CA nor the Directeur Exécutif have presented a concrete plan on how to make the CEDII sustainable and how to promote its services to the community.)

### ***Manque de prospection des bailleurs de fonds, des nouveaux clients et des partenaires potentiels***

Malgré le fait que les rôles du CA et du Directeur Exécutif comprennent participer activement à la recherche d'autres sources de financement et d'effectuer des plaidoyers auprès des autorités et des bailleurs de fonds, ces tâches n'ont pas été entreprises. Les membres du CA n'ont pas encore prospecté leurs propres organismes afin de trouver les collaborations ou les partenariats possibles avec le CEDII. En outre, il y avait plusieurs opportunités d'obtenir d'autres financements, comme ICCO et Bamex, qui n'ont pas été saisies. Pour quelques raisons, le CEDII n'arrivait pas à bien s'organiser. En plus, personne n'a prospecté des nouveaux organismes comme clients.

### ***Inexistence d'un plan de marketing***

Encore une fois, c'est le rôle du CA et du DE d'effectuer un plan de marketing, mais un tel plan n'existe pas. Les membres du CA doivent faire les promotions du CEDII dans leurs interactions journalières, mais ils ne les font pas. L'absence de promotion ou publicité influence le chiffre d'affaires de manière négative parce qu'il n'y a pas de méthode de promouvoir les services ou d'attirer les clients.

### ***Manque de capacité en gestion et délégation, leadership, ventes aux clients organisationnels, développement des relations avec les partenaires, et planification stratégique au niveau du Directeur Exécutif***

Malgré le fait que le nouveau Directeur Exécutif a beaucoup d'expériences en tant que professeur et consultant, il n'a pas de compétences comme gestionnaire ou entrepreneur d'une entreprise ou d'une association. Il n'a pas encore présenté son organigramme, son programme annuel, et ses améliorations du manuel de procédures au CA au plus tard un mois après la signature de son contrat (ce qui est mandaté par Article 27 du Règlement Intérieur). Afin de tester ses capacités en gestion, délégation, et leadership, la consultante lui a confié quelques projets. Le premier projet était la collection des données pour ce diagnostic. Pour ce projet, presque chaque tâche affectée était en retard et n'était ni complète ni bien faite, sauf l'enquête des clients existants qui était terminée avant la date limite malgré le biais qu'elle a contenu dedans. Le prochain test comprenait les interviews des partenaires potentiels. Pendant ce temps, le DE a efficacement délégué l'organisation des réunions avec chaque partenaire. Cependant, pendant chaque rencontre, la consultante avait l'impression comme si le DE n'a pas bien écouté le partenaire potentiel. Au moins le DE ne possédait pas les capacités critiques de la réflexion et du raisonnement (critical thinking skills) qui sont cruciaux en traitant les clients potentiels, les partenaires potentiels et les bailleurs de fonds et s'adaptant les services offerts du CEDII aux missions et besoins des groupes. En bref, il y a un manque de compétences en ventes aux clients et aussi en développement des relations des partenaires. Pendant une occasion, un partenaire a offert de payer un taxi comme transport pour la mise en œuvre d'un projet. Dans un acte flagrant d'essayer de gagner de l'argent pour lui-même, le DE a suggéré l'utilisation de son véhicule et son chauffeur. Cette sorte de duplicité avec les partenaires est inacceptable, spécialement si cela peut mettre la relation avec le partenaire en danger. Finalement, la consultante lui a confié le projet pour l'amélioration de connexion à l'Internet à Fianarantsoa afin d'évaluer ses compétences de diriger un grand projet. Malheureusement, il a laissé la plupart des tâches de management pour la consultante, au lieu de réagir de manière proactive. Pendant

plusieurs discussions et conversations avec la consultante, le DE n'a jamais montré sa propre planification stratégique pour la pérennisation du CEDII.

(Despite the fact that the new Directeur Exécutif has experience as a professor and a consultant, he does not have competencies as a manager or entrepreneur of an enterprise or association. First, he has not yet presented his organizational chart, his annual work plan, and his improvements to the procedures manual (which is mandated by Article 27 of the Interior Rules and Regulations). In order to test his skills in management, delegation, and leadership, the consultant assigned him several projects. The first project was data collection for this diagnostic study. For this project, almost every task was late and was neither complete nor well done, except for the existing client survey that was finished before the deadline despite the bias contained within it. The next test included interviews of potential partners. During this time, the DE effectively delegated the organization of meetings with each partner. However during each meeting, the consultant had the impression that he was not listening to the partner. The DE does not possess the critical thinking skills necessary when dealing with potential clients, partners and donors and when adapting and tailoring the CEDII's offerings to the needs and missions of the client or partner. In short, he is missing key sales skills, as well as the ability to cultivate lasting relationships with partners. Furthermore, during one instance, a partner offered to pay for a taxi as a mode of transport for the implementation of a project. In a blatant act of trying to gain money for himself, the DE suggested the use of his vehicle and chauffeur. This sort of duplicity in dealing with partners is unacceptable, especially when it could jeopardize the partnership. Finally, the consultant initiated a project for the improvement of the Internet connection in Fianarantsoa for numerous reasons, but in part to evaluate the DE's skills in managing a project. Unfortunately, he left the majority of the management tasks for the consultant instead of taking the initiative. During numerous discussions and conversations with the consultant, le DE never demonstrated that he had his own strategic plan for the CEDII's sustainability.)

## **Organisationnel et Communication Interne**

### ***Manque de participation des administrateurs du Conseil d'Administration***

Une cause principale des problèmes au CEDII est le manque de participation des membres du CA. Puisque le CA ne puisse délibérer qu'à la majorité absolue des membres, il faut avoir le quorum afin de prendre une décision, et il n'y a jamais le quorum, ce qui crée beaucoup de blocages. D'habitude, il n'y a que 45 membres qui viennent à chaque réunion du CA. Les administrateurs n'arrivent pas à bien s'organiser en même temps. Dans le passé, le CA a formulé des commissions internes pour mieux cerner les problèmes du CEDII, mais ces commissions n'ont jamais abouti. Quelques membres du CA étaient si frustrés avec le système qu'ils ne venaient plus aux réunions. Cette participation non active des membres du CA dans la réalisation de leurs obligations occasionne un frein pour des décisions rapides—ce qui empêchent l'accomplissement de quelques tâches primordiales pour le centre comme la recherche et poursuite des financements, les ajouts des nouveaux services, etc. Puisqu'une majorité absolue du CA est requise afin de procéder avec plusieurs initiatives, ce manque de participation du CA entrave la réussite de plusieurs projets. Cela crée aussi des situations où si le CA veut prendre une décision, les membres ne peuvent pas sans casser les règlements. Par exemple, tous les administrateurs n'ont pas assisté à la restitution de la consultante. Donc, quand les membres du CA qui étaient présents ont viré le Directeur Exécutif sans suivre les propres procédures (ce qui est très grave), il n'y avait pas d'autres administrateurs pour contredire cette décision. Cette situation a créé une avanie (public outrage) et des allégations du racisme dans la communauté.

### ***Communication n'est pas tellement fluide entre l'AG, le CA, et la DE***

Cette lacune de communication mène au manque de connaissances des administrateurs du CA et de l'AG. Ils ne savent pas ce qui se passe journalièrement au niveau de la DE. En général, les administrateurs du CA et les membres de l'AG ne sont pas au courant de tous les grands projets et toutes les activités journalières de la DE. Par exemple, les membres du CA qui ont été présents pour la restitution de la consultante ont immédiatement licencié le Directeur Exécutif sans tenir en compte les effets que cette action aurait sur l'accomplissement de certains projets et rapports (i.e., la terminaison du rapport annuel pour PACT MISONGA, projet d'amélioration de connexion à Fianarantsoa) et sur la morale du staff de la DE.

### ***Mauvaise délimitation des rôles et responsabilités du CA et de la DE entraînant un conflit des compétences***

Puisque c'est le rôle des deux organes de chercher les financements et d'effectuer le marketing pour l'Association, ce n'est pas clair lequel organe doit prendre l'initiative de faire ces tâches. Le résultat est le suivant: le DE attend les directions et orientations du CA, et le CA attend les suggestions du DE. Cette mauvaise délimitation des tâches crée des blocages internes, et rien ne se passe. Puisque c'est la responsabilité des deux de trouver les financements et faire le marketing, on a besoin de clarifications sur qui fait quoi.

### ***Confusion des rôles du CA et de l'AG et des avantages du CEDII au niveau de la Direction Exécutive et du Conseil d'Administration***

Ce point faible est une continuation de la mauvaise délimitation des rôles du CA et du DE. 58.3% du personnel de la DE ne connaissent pas le rôle du CA, et 75% de la DE ne comprennent pas le rôle de l'AG. En plus, 50% du staff de la DE ne peut pas décrire les avantages que le CEDII apporte aux clients. Quelques administrateurs pensent que plusieurs membres du CA ne comprennent pas les avantages du centre. Ce problème est lié au point faible ci-dessus.

### ***Le nombre d'administrateurs du CA empêchent les décisions rapides***

Le nombre de 13 administrateurs est beaucoup pour une petite association comme le CEDII. Il est très difficile d'obtenir un quorum aux réunions avec ce nombre.

### ***Manque d'un mécanisme dans lequel le staff de la DE peut mettre au jour des problèmes et s'adresser directement au niveau du CA***

D'habitude, cela devrait être le Directeur Exécutif qui présente les problèmes de la DE au niveau du CA. Mais qu'est-ce qui se passe quand les employés ont des problèmes par rapport au DE (ce qui est le cas actuellement)? Il n'y a pas de recours pour eux.

### ***Besoin de formation en gestion et comptabilité au niveau de la RAF***

La RAF n'a pas d'expériences ou de formations en gestion, mais elle gère 6 employés, y compris l'Assistante de Cyberspace et l'Assistante de l'Accueil, ce qui n'est pas tellement logique selon les fonctions de ces postes. En plus, elle a besoin de renforcement de capacité en comptabilité pour améliorer la lisibilité et la qualité des rapports financiers.

### ***Mauvaises communications internes au niveau de la DE***

En général, les employés ne sont pas au courant de ce qui se passe au CEDII par rapport à toutes les activités journalières ainsi que les grands projets.

### ***Finances (Toutes les explications pour cette partie se trouvent aux pages 16-18, F. Résultats de l'Analyse des Finances du CEDII.)***

***Grande dette financière avec DTS, Telma, APMA, etc.***

Il faut noter **Annexe H** pour une liste de toutes les dettes du CEDII.

***Insuffisance de fonds pour payer les salaires et acheter les nouveaux équipements***

Le fait que le CEDII ne gagne pas assez de recettes pour couvrir ses dépenses crée des crises qui limitent les capacités de payer les salaires et d'autres choses nécessaires pour le bon fonctionnement du centre.

***Manque de planification financière chaque mois (pas de budget mensuel ou flux de trésorerie, mais un budget annuel existe)***

Après avoir analysé les rapports financiers, il est évident que le CEDII ne crée pas les budgets pour bien planifier les recettes, les dépenses de capital, et les coûts d'opération chaque mois.

***Beaucoup dépensé sur les fournitures du bureau (comme le toner)***

Le CEDII a besoin d'investir dans des nouveaux équipements qui n'utilisent pas les intrants si chers et mieux budgétiser les dépenses en fournitures.

***Développement des rapports financiers sans tenir compte d'amortissement***

En outre, la RAF ne tenait pas compte de l'amortissement ou des dépenses de capital en calculant les frais des services pour bien déterminer les prix des services et dans les rapports financiers. Après avoir fait une formation sur l'amortissement et la comptabilité chez CITE, la RAF est en train de corriger tous les rapports financiers en tenant compte de l'amortissement. Ce manque de calculs pour l'amortissement produit une inhabilité de remplacer des vieux équipements et de supporter des dépenses de capital comme les réparations d'équipement, etc.

***Établissement des tarifs des services sans justifications des coûts***

L'établissement des tarifs des services sans tenir compte des coûts des intrants crée un déficit parce que le CEDII ne couvre pas ses frais encourus en rendant les services aux clients.

***Insuffisance de formation de la RAF et Assistant administratif et financier (AAF) en comptabilité informatisée (CIEL)***

Les processus de la comptabilité utilisent les formulaires de Microsoft Excel, mais pour la plupart, ils sont faits manuellement et ne sont pas bien informatisés parce que la RAF et l'AAF ne connaissent pas comment utiliser le logiciel CIEL qui existe au niveau du CEDII. Le manque d'informatisation de la comptabilité rend tous les processus moins efficaces.

## **Capacité Technique**

***Absence d'expertise informatique***

Bien que l'Assistante de Cyberspace sache comment naviguer l'Internet, consulter la messagerie, et faire les traitements du texte, elle n'est pas informaticienne. C'est à dire qu'elle n'a pas de connaissances en maintenance d'équipement, en création des réseaux, en programmation des ordinateurs, etc.

***La connexion à l'Internet est très lente, chère et il y a beaucoup de coupures***

Actuellement, le CEDII utilise les cartes de Wanadoo qui fonctionnent avec les lignes téléphoniques pour se connecter à l'Internet. D'habitude cette connexion est très lente, et il y a beaucoup de coupures.

### ***Équipement pas performant***

Voir ***l'Annexe G*** pour lire une liste d'inventaire qui fonctionne et qui ne fonctionne pas.

### ***Pas de réseau entre les ordinateurs***

Les ordinateurs ne sont pas connectés par un réseau; chaque machine démarre individuellement. Cela veut dire que le partage des fichiers est limité, et beaucoup de tâches sont accomplies manuellement.

### ***Pas de compétences pour développer des sites web***

Bien que l'Assistante Documentaliste 2 ait reçu une formation en création des sites web, elle a besoin de renforcement de capacité pour mettre à jour le site du CEDII.

### ***Manque d'expertise en production***

Actuellement, les agents de sécurité s'occupent de la production et d'utilisation des matériels audio-visuels, mais ils ont besoin de formation pour bien connaître comment faire la production.

## **III. Déterminer les Avantages Comparatifs de CEDII et comment se Positionner sur le Marché**

Comment est-ce qu'on utilise cette information pour déterminer le positionnement de CEDII sur le marché, comme les prix, le marketing, etc.? En comprenant les forces et les faiblesses des concurrents, il est facile de déterminer les avantages comparatifs de CEDII sur le marché. Les avantages comparatifs sont ce qui rendent le CEDII supérieur aux concurrents et ce qui séparent le CEDII d'autres sur le marché.

### **1 : Les Cibles du CEDII**

Organisations de la Société Civile  
Étudiants  
Projets / Programmes  
Secteur Privé  
Institutions Publiques / Fonctionnaires

Of course, civil society organizations, large projects, and students have always been target clients of the CEDII; however, the CEDII has yet to pursue opportunities with the private sector and public institutions, which also have great need for their services.

### **2 : Les Avantages Comparatifs du CEDII**

Maison des OSCs  
Service Questions-Réponses  
Facilitation, animation, et organisation d'évènements (atelier, séminaire . . .)  
Matériels de Production (Audio-Visuels)

The services listed above are what differentiate CEDII from the competition. Reinforcement and promotion of these services will enable the CEDII to carve a unique niche in the market place, augment its client base and increase its business.

## **LE GRAND MESSAGE DU DIAGNOSTIC: Le marché a beaucoup d'opportunités!**

### IV. Proposition du Projet de Pérennisation

#### **La Démarche des Stratégies pour Assurer la Pérennisation :**

Jouer un rôle de leader dans les activités liées aux objectifs du CEDII

Développer les activités ou services qui facilitent la recherche des financements

Poursuivre les négociations des financements

Renforcer les services existants afin de générer du revenu

Se mettre à l'écoute des clients pour pouvoir démarrer d'autres services

Première Étape: Jouer un rôle de leader et lancer les projets qui attirent les bailleurs de fonds

The launch of some key projects will enable the CEDII to improve its reputation and restore the confidence of regional actors in the community. If the CEDII is successful in starting up and implementing some important strategic initiatives, this will demonstrate its capabilities to donors.

#### A. Projet pour l'Amélioration de Connexion à Fianarantsoa

The consultant started this project because, while meeting with potential partners, it was discovered that many organizations were experiencing the same problem—a slow, expensive Internet connection with numerous service outages. For the CEDII, an amelioration of access to information begins with an improved connection to the Internet.

This project addresses the following missions of the CEDII:

Mutualiser les coûts d'accès aux NTICs et aux outils informatiques et bureautiques

Faciliter l'accès à l'information de l'ensemble des acteurs régionaux et de la société civile

#### **Objectifs Globaux du Projet:**

Améliorer la qualité de connexion à Fianarantsoa

Rendre les frais de connexion plus abordables pour tous les acteurs

How can Fianarantsoa improve its Internet access? Through the unification of all the community actors who, as consumers, have the right to a better Internet connection, the CEDII plans to send out a request for proposals (with a attached demand analysis of potential clients in Fianarantsoa) to service providers. The demand analysis will demonstrate the providers' interests to invest in this community, including the numerous customer opportunities.

In partnership with the University of Fianarantsoa, the CEDII formed a piloting committee. Members of this committee include such actors as ERI, DEFIS, Tahiana, Radio Mampita, Zomatel, JIRAMA, and the Commune de Fianarantsoa. The University of Fianarantsoa recruited 10 students to conduct a survey of 140 organizations in the city of Fianarantsoa, and Monsieur Fontaine, professor at the Ecole Nationale d'Informatique (ENI), compiled the data and formulated the demand analysis. In order to read the background and justification of the project that was delivered to survey participants, please see **Annexe M**.

#### **Objectifs Au Niveau du CEDII:**

Améliorer la réputation du CEDII dans la communauté

Améliorer la connexion au niveau du CEDII

## Cibler un marché potentiel pour le CEDII

This project is strategic for the CEDII because it will enable them to rebuild confidence throughout the community of Fianarantsoa. Not only will it instill the image of the CEDII as a leader of information improvement initiatives in the community, but it will also enable the CEDII to improve its own Internet connection and profit from the list of survey participants as a new potential client market.

### B. Relance de la Maison des Organisations de la Société Civile (M.O.S.C.)

The re-launch of the M.O.S.C. is extremely important for the CEDII because it will enhance its credibility in the community, as well as facilitate the search for donor funding. The first two meetings of the M.O.S.C. have already occurred, and the CEDII has begun to address the needs of this target client group.

Afin de bien satisfaire les besoins des organisations de la société civile (OSCs), le CEDII devrait :  
Grouper thématiquement les OSCs

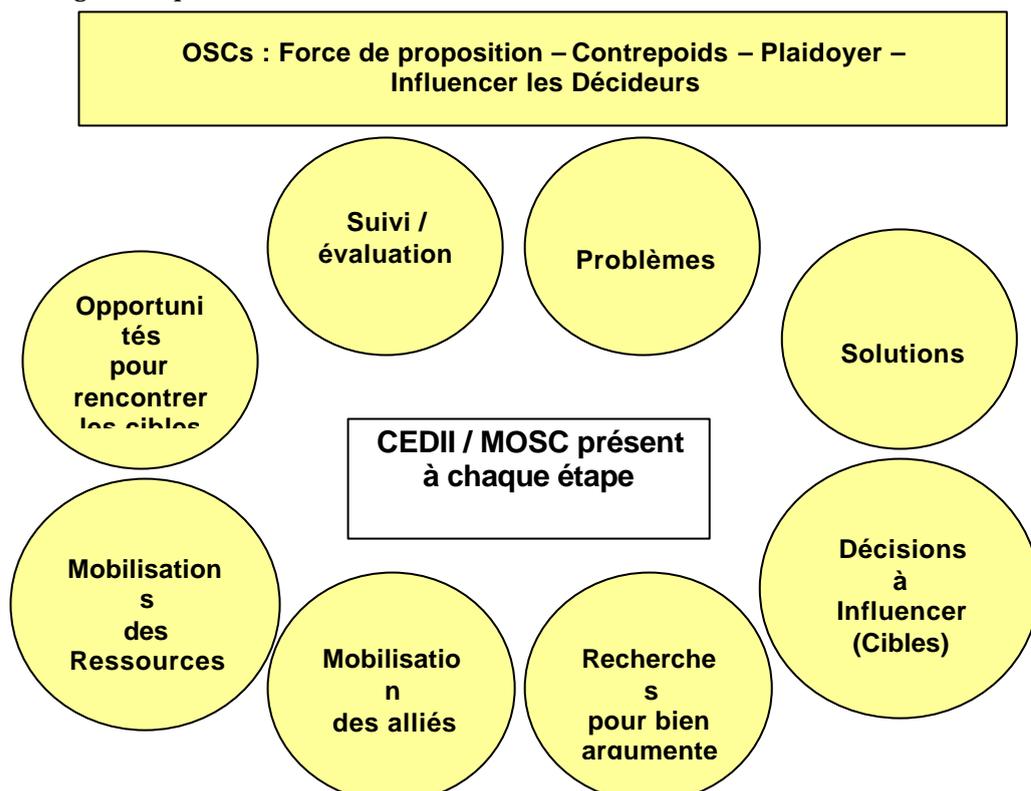
Former les OSCs

Identifier et résoudre les questions d'intérêts publiques (qips)

Fournir la recherche des informations pour les présentations et dossiers de plaidoyer

Appuyer les OSCs en faisant des actions de plaidoyer (communication, sensibilisation, création des événements, médiatisations)

Le diagramme sur le prochain page montre toutes les actions des OSCs. Elles devraient adresser des problèmes de la société, chercher les solutions à ces problèmes, influencer les décideurs de mettre en œuvre ces solutions, faire des recherches pour bien argumenter, mobiliser des alliés et des ressources humaines et financières, trouver les opportunités pour rencontrer et plaidoyer les décideurs, et faire le suivi et l'évaluation des projets. Le CEDII devrait être présent pendant chaque étape du cycle. Bien que la M.O.S.C. ne génère pas de revenu sauf les cotisations des associations membres, elle attire des appuis des bailleurs de fonds. Les bailleurs apprécieront des dossiers de projets, une base de données des associations, et la reprise des groupes thématiques. Si le CEDII arrive à mobiliser tous ces aspects de la M.O.S.C. encore une fois, cela renforcera sa nouvelle image de capacité et action.



## Deuxième Étape: Faire des recherches et négociations de financements

The next important step toward sustainability of the CEDII includes searching and applying for donor aid. Numerous institutions that provide funding for the CEDII's activities exist. The CEDII must proactively contact them and submit proposals adapting its projects to the missions of the donor.

In order to win more grants from donors, the CEDII should complete the following steps:

### ***Poursuivre les opportunités sur la liste d'institutions de financements (Fait par le CEDII et l'ERI)***

There are hundreds of funding institutions active in Fianarantsoa. As part of the Service of Questions-Responses, ERI (led by Mark Freudenberger) contracted the CEDII to create a detailed study listing all of the institutions that fund projects in Fianarantsoa. This list is readily accessible. The Directeur Exécutif should ask ERI for a final copy of this list and prioritize which donors to contact based on their goals and missions. After meeting with the potential donors, the DE, with the support of his staff and the CA, should submit project proposals requesting funding.

### ***Adapter les projets et services offerts par le CEDII à la mission de l'organisme***

After researching the donors with the help of CEDII staff and contacting them, the Directeur Exécutif should adapt and develop a unique sales pitch and proposal strategy customized to the needs and missions of each organization.

### ***Promouvoir les nouveaux projets (Amélioration de l'accès à l'Internet, Groupes Thématiques lancés par la MOSC, etc.)***

It is extremely important to promote the new projects undertaken by the CEDII, not only in proposals to funders, but also in various marketing efforts.

### ***Lier le salaire du Directeur Exécutif aux financements récus ou donner les primes***

In order to motivate the Directeur Exécutif to find new funding sources for the CEDII, the CA should negotiate with PACT to link the his salary directly to the number of proposals submitted to donors and the number of grants received. As an alternative to this plan, the CA could also negotiate with PACT to provide bonuses to the Director depending upon the number of proposals submitted to donors and the number of grants received. Providing incentives for the Director to pursue further funding is crucial to the sustainability of the CEDII.

## Troisième Étape: Renforcement des services existants

### **Priorités**

Afin de se rentabiliser, le CEDII doit d'abord se focaliser sur le renforcement des services suivants :

M.O.S.C. (Voir pages 37-38)  
Service Questions-Réponses  
Production (Audio-Visuels et Autres)  
Internet / E-mail  
D'autres Services

#### A. Promotion du Service Questions-Réponses (SQR)

The Service of Questions-Responses has the potential to generate a great deal of revenue for the CEDII, especially if the service is correctly marketed to larger programs and donors and tied to the M.O.S.C. where advocacy campaigns depend on accurate, up-to-date information in order to influence government officials. However, SQR should not just be limited to that target market. University students, the private sector, and public institutions could also benefit from this service. In marketing campaigns promoting SQR, the CEDII should target agencies with large revenues streams. For example, instead of marketing the service to university students on an individual basis for school projects, the Director should specifically address the President of the University about studies that could be conducted to benefit the student body.

Afin d'améliorer et renforcer le SQR, il faut suivre les étapes suivantes:

#### ***Cibler les organismes au lieu des individus***

Create marketing pieces and campaigns that target organizations instead of individuals. Simply waiting for individual customers to approach the CEDII for this service will NOT generate the expected results. With advice and guidance from the CA, the Director of the CEDII must cold call and prospect organizations from the list of potential clients and partners developed and think of creative ways they might be able to utilize this service as clients.

#### ***Rendre le service payant***

Currently, SQR is not a paid service. However, researchers exert a great deal of time and effort in order to obtain the information necessary for detailed studies; this effort is not paid for by clients. By charging for the service, the CEDII will open a new revenue stream, enabling it to recuperate costs incurred through research (tangible and intangible costs).

#### ***Faire des publicités pour les cibles et partenaires***

SQR should be one of the many services promoted in a detailed marketing strategy.

#### ***Quelques exemples peuvent comprendre:***

Study of scholarships available for university students

Research to help civil society and international organizations with their search for solutions to development issues

Surveys for an improved connection to the Internet

#### **Constats ou Défis**

##### ***Tous les clients n'ont pas de moyens de payer***

University students and small associations are among the primary users of this service. Typically these groups do not possess the means to pay for such research, and charging for the service may deter these clients from using it.

##### ***Insuffisamment du personnel avec compétences en recherches***

Despite the fact that there are four staff members with research abilities, there will not be enough personnel in the future to manage the service if the number of requests increases.

### ***Difficile de faire payer les gens***

It is almost impossible to establish a similar payment amount for each client. The price will depend upon various aspects including level of detail needed, number of hours, ease at finding information, etc.

### **Solutions**

#### ***CEDII travaille avec les organismes pour trouver les financements d'un éventuel bailleur de fond***

If the clients do not have the means to pay for the service, the CEDII could collaborate with them in order to locate funding from an eventual donor. While the CEDII can continue to do research that will take 30 minutes or less for free, for greater level of efforts, the clients should pay for this service.

#### ***Établir les conventions avec les termes de référence détaillées (un plan de travail et deadlines)***

In order to overcome the challenge of charging customers for SQR, the CEDII will need to embrace a policy of signed contracts. In addition, a pricing strategy for SQR contracts should be established. The first step is to detail a scope of work, including a work plan and specific deadlines. Then considering the scope of work, the CEDII should estimate the time to conduct the research and base the price of the contract on the total number of estimated hours, the salary rates of the employees, and the margin of return.

#### ***Établir un partenariat avec l'Université de Fianarantsoa et autres organismes pour l'envoi des stagiaires***

Given the lack of personnel to conduct research or surveys, the CEDII can pursue an internship program in partnership with the University of Fianarantsoa and other educational institutions.

#### **B. Renforcement des Matériels Audio-Visuels**

Based on the external market analysis conducted during this diagnostic study, there is a great demand for the usage of audio-visual materials and studio equipment, as well as for reproduction of videos and radio programs. However, many of the potential clients in need of these services are not even aware that the CEDII possesses such equipment.

Afin de renforcer le service des matériels audio-visuels, il faut :

#### ***Cibler les clients qui ont besoin de service pour les réunions (rélocation des matériels) et la diffusion d'information (documentaires, émissions, etc.)***

Stations de Radios

Directeur Inter-Régionale de l'Information et Communication

Région

Projets (La Radio Corridor, etc.)

Associations

Etc.

Some of these partners and clients listed above have already been interviewed, and now the CEDII must pursue contracts with these organizations, as well as prospecting more clients and partners.

***Déterminer les tarifs pour les différents services basés sur les calculs des frais et l'étude des concurrents***

Currently, the prices established for the use of this equipment are not reflective of competitive market prices, and the costs incurred by the CEDII to render these services to clients have not been taken into account.

***Faire le marketing pour l'équipement qui fonctionne (porte à porte et autres)***

Again, this service must be promoted in order for it to generate revenue for the CEDII. It should play an important role in an overall market strategy.

**Constats ou Défis**

***Insuffisamment d'espace pour le studio***

Space at the CEDII is severely limited; therefore, a place to set up a studio to hold all of the equipment will be a challenge.

***Manque de capacité de personnel pour exploiter l'équipement***

Currently the security agents deal with requests for production and use of the audio-visual equipment, but they are in need of further training in order to make this service profitable.

***Matériels moins performants***

Half of the equipment does not function. (See *Annexe I*)

**Solutions**

***Utiliser la salle entre la RAF et le DE pour créer un studio qui va héberger ces matériels***

This room is currently not in use and would be the ideal place for a studio.

***Contacter des partenaires pour réaliser avec le CEDII des projets comme studio de production***

Numerous partners have mentioned potential collaborations with the CEDII concerning the use of this equipment. Now the Directeur Exécutif and the CA must pursue these potential opportunities.

***Formation du personnel sur l'utilisation d'équipement***

Training the staff (the security agents or the Assistant of Cyberspace) in use of the equipment should be part of an overall training plan.

***Plaidoyer pour un financement d'améliorer les capacités de ce studio en termes d'équipements, de personnel***

The audio-visual service should be a key factor in proposals for donor funding, as the service will enable the CEDII to better diffuse useful information into the community.

***Planifier dans le budget d'acheter les matériels plus performants selon les besoins des clients***

As the CEDII obtains grants from other funders, it should also invest in purchasing new equipment based on which services have the greatest demand.

C. Promotion d'Internet / E-mail

***Augmenter le nombre d'ordinateurs***

Currently, the CEDII only has one computer in the Cyberspace. If more than one client wants to use the service at the same time, then an employee from the Documentation Service must give the client access to their machine. This arrangement is not particularly conducive to a welcoming

client atmosphere, since the client must work around papers on an employee's desk. As the Service Cyberspace grows, it will be necessary to increase the number of computers to satisfy the need.

### ***Cibler les organismes de l'analyse de demande qui n'ont pas d'accès à l'Internet (59 organismes)***

The demand analysis generated from the project to improve Internet access in Fianarantsoa has a list of 140 organizations. This list includes either organizations that are connected to the Internet and would like an improved quality connection or organizations that would like to be connected to the Internet. Of these 140 organizations, 59 entities do not have access to the Internet at this time, but they understand its value of improved efficiency in their daily activities. These 59 organizations are an untapped market for the CEDII. While the project is being implemented, the CEDII can target these organizations as potential clients.

### ***Rencontrer ces organismes pour établir les conventions prépayées ou simples***

The Directeur Exécutif should contact each of the 59 organizations from the survey and arrange to meet with them. During these meetings, the DE should attempt to establish a prepaid contract; for example, if a client prepays for 25 hours of Internet access, the client will receive reduced prices. In fact, prepaid contracts can be signed for all of the services in the Cyberspace – for example, as the CEDII has done with the l'Alliance Française to reduce the prices of photocopies. Of course, if these organizations are unable to prepay contracts, then simple contracts will also suffice.

### ***Créer un espace bien défini pour le cyberspace et une grande affiche pour montrer l'emplacement aux clients***

Currently, when a client enters into the CEDII, it is not apparent that Internet access and other cyberspace services exist. This is primarily because CEDII employees occupy and utilize all of the machines in the center. For a client coming to the CEDII for the first time, the center appears to be more like a library than a cybercafé. In order to promote Internet access as a viable service, the CEDII must create a well-defined place for the Cyberspace—which will be clearly delineated for clients.

### ***Faire le marketing de ce service***

Just like other services, Internet should be promoted through various marketing campaigns. Quelques idées pour faire le marketing du service comprennent :

Promouvoir le service e-mail en créant les boîtes d'email gratuitement pour chaque client qui vient au CEDII / Quelqu'un qui paie pour un service, automatiquement on lui crée une boîte à e-mail. L'Assistante de l'Accueil peut demander à chaque client qui entre dans le centre s'il a un compte; sinon, on peut le lui créer.

Établir des partenariats avec les écoles ou les lycées pour lancer les Clubs de l'Internet et fêtes de l'Internet

Sensibilisations sur l'utilité d'Internet et comment l'utilisation peut rendre les affaires et le travail plus efficaces pour toute la communauté (le VOIP, chat, e-mail, recherches, etc.)

### **Constats ou Défis**

#### ***Nombre insuffisant de machines***

Currently the CEDII has five available computers, four of which are being utilized by employees. There is only one computer designated for client use in the Cyberspace.

***Insuffisamment d'espace pour agrandir le Cyberspace***

The space in the CEDII is extremely limited to house the current services.

***Manque de personnel que se spécialisent en informatique***

See page 30, Capacité Technique.

***Connexion lente et chère***

See page 30, Capacité Technique.

**Solutions**

Afin de rectifier l'insuffisance de machines, le CEDII pourrait :

***Planifier dans le budget annuel d'acheter plus de matériels, comme il vient de recevoir des fonds de PACT***

If the CEDII can secure further funding, it will also facilitate the purchase of more materials.

***Plaidoyer pour un financement d'améliorer les capacités de Cyberspace en termes d'équipements et de personnel***

***Faire les demandes des organisations qui font des dons d'équipements à seconde-main (Computer Aid, World Computer Exchange, Techsoup, etc.)***

There are numerous organizations who donate computer equipment, including the following three :

Computer Aid, web site: <http://www.computer-aid.org/french/home.htm>.

See **Annexe N** for the application.

Techsoup.org, web site:

[http://www.techsoup.org/resources/index.cfm?action=resource.view\\_summary&resourcelist\\_id=145&order=title&style=recycle&set=products](http://www.techsoup.org/resources/index.cfm?action=resource.view_summary&resourcelist_id=145&order=title&style=recycle&set=products)

World Computer Exchange, web site: <http://www.worldcomputerexchange.org/>, see Toolkit in French

To complete this step, the CEDII must conduct research on organizations that donate equipment and submit applications to these organizations. Typically, these organizations will require that the CEDII pay the costs of transport for this equipment. The Assistante de Cyberspace, in collaboration with the RAF, should complete these applications and submit them to the various organizations.

***Négocier une fusion du local de la Bibliothèque Municipale et du CEDII ou utilisation de la salle en haut avec la mairie***

To address the issue of lack of space at the CEDII during the short term, the Directeur Exécutif should attempt to negotiate a fusion between the Bibliothèque Municipale or the room available upstairs. In the long term with sufficient resources, the CEDII can look for another location that is larger to house its services.

***Formation du personnel en informatique ET/OU utilisation des stagiaires de l'ENI et d'autres organismes***

All of the staff should receive technical training and reinforcement of capacity in usage of email clients, software like Microsoft Word and Excel, and navigation on the Internet. In addition, the Directeur Exécutif should formalize a partnership with the ENI in order to assure that its

students will help the CEDII with technical maintenance of equipment, as well as other services such as creating a local network.

***Partager une connexion d'Internet avec l'Université et d'autres partenaires (selon le projet)***

If the project to improve the Internet connection in Fianarantsoa succeeds, the CEDII will be able to share this new Internet connection with the University of Fianarantsoa through a wireless connection / boucle local radio (BLR). This would mean that the CEDII could improve its connection to the Internet (giving it a competitive advantage) and at the same time, lower the expenses for the connection. However, it is extremely important that if the CEDII connects to the Internet via the University, the CEDII pays the fees for the Internet connection each month (not like DTS). If the CEDII does not pay its bill for the connection, it will jeopardize its partnership with the University. [Cependant, il est très important de noter que si le CEDII se connecte avec l'Université, il sera obligatoire de payer les frais de connexion (pas comme avec DTS) parce que sinon, il risque mettre en danger un partenariat très significatif.]

**D. Renforcement d'autres services**

At the current time, it is a more effective allocation of resources to prioritize on the reinforcement of certain services detailed above. However, it should be noted that since photocopies are the largest source of revenue for the CEDII, investing in a new copy machine, where the toner and other inputs are less expensive to replace, would also behoove the CEDII. In this way, the CEDII can improve the capacity for each of the various additional services through increased marketing efforts and simple improvements, such as thoroughly cleaning the rental room.

**Quatrième Etape: Ajouts des Services**

Selon les recommandations de la consultante, il vaut mieux se focaliser sur le renforcement des services existants au CEDII d'abord. Puis avant de lancer d'autres prestations, le CEDII devrait faire une étude de marché systématique pour chaque nouveau service qu'il veut démarrer. Cette étude de marche doit inclure :

Enquête de demande – Est-ce que les clients ont besoin de ces services? Combien sont-ils prêts à payer?

Analyse interne – Est-ce que le CEDII a des compétences ou des capacités de fournir et gérer le service?

Analyse des concurrents – Qui fournit déjà ce service à Fianarantsoa? Est-ce qu'il a du succès en le vendant dans la communauté?

En outre, il faut que les nouvelles prestations de services soient:

Liées aux objectifs et missions du CEDII

Capables de générer du revenu – financements ou payants

**Possibles Ajouts des Services dans l'avenir avec des partenariats comprennent :**

Centre de Presse

Studio de Radio, bibliothèque d'émissions

Formations à l'informatique

Création des sites webs

Cours de langues étrangères (spécialement en anglais)

## VI. Recommendations

(See Annexe P to read these recommendations in French)

### **Recommandations pour Améliorer la Gestion des Ressources Humaines**

#### ***Recruter bénévolement les stagiaires***

In order to overcome the problem of insufficient number of personnel, the consultant suggests that the CEDII recruit unpaid interns. The President of the University of Fianarantsoa has agreed verbally to establish a partnership with the CEDII in which students can have internships at the CEDII. The Directeur Exécutif should officially commence this partnership and begin to recruit and interview dynamic students. After the recruitment and brief trainings, these interns will alleviate the workloads of several employees who are overexerted at the moment. Although it takes time to recruit and train interns and there is not a lot of space at the CEDII where interns can work, interns could be used only to complete discreet tasks instead of working at the CEDII like a full-time employee. For example, the CEDII can hire interns to complete the following tasks :

- Management of the association database
- Creation and updates to the CEDII's website
- Inventory of materials, books, and manuals
- Management of stock
- Creation of thematic bulletins
- Research for the Service Questions-Responses
- Establishment of local network at the CEDII

For the jobs listed above, it is not necessary for the interns to be located at the CEDII all of the time.

#### ***Discuter et noter les avancements de carrière avec tout le personnel de la DE et formuler un plan de formation pour chaque membre du staff***

During the next month (November 2005), each supervisor (the DE, the RAF, and the Responsable de Documentation (RD)) should meet with their supervisees individually and discuss the employee's objectives for career advancement and his or her training needs. If a manager is not available, the Directeur Exécutif should name a replacement to conduct such staff meetings. After the various staff meetings, the DE, the RAF, and the RD should meet to discuss the long-term career goals and the training needs for each employee. With this information on the career goals of each person, the managers can plan how to reallocate human resources; for example, they can change or add tasks to employee job descriptions according to their competencies and goals for career advancement. In addition during this meeting, the managers should also create a training plan for every staff member dependent upon each person's needs and objectives for career growth.

#### ***Établir un système d'évaluation de la compétence du personnel qui est lié aux augmentations de salaires et plan de formation pour le personnel***

The RAF, in consultation with the DE, should put a system of performance evaluation in place that will begin in 2006. This system requires that a supervisor completes a formal performance evaluation for each supervisee annually: either on the hiring date of the employee; or during a defined performance evaluation period for all staff (for example, all of the employees are evaluated during the same month of the year.)

This evaluation will be based on certain performance criteria and specific goals and objectives, and it will be linked to salary increases / raises and training. The consultant developed performance evaluation procedures that can be implemented by the CEDII (See **Annexe Q** in order to read these procedures). The RAF can reformulate these procedures in order to integrate them within the context of the CEDII. Training for the supervisors on how to evaluate employee performance and how to use the specified forms cited in the procedures will be necessary for successful implementation of this system.

To motivate the personnel, the CEDII can employ the following three methods:

***Lier les augmentations de salaires et primes aux performances des employés***

Establish a regulation where the employees do not receive raises or bonuses unless they attain a certain rating on their performance evaluation.

***Impliquer les employés dans toutes les activités journalières et les grands projets à long terme et développer une mentalité d'équipe***

To implicate the employees in all of the daily activities and projects of the CEDII, the Directeur Exécutif should continue to have weekly staff meetings so that each member of the team is aware of updated activities for each service. During these meetings, each staff member should share their current tasks and project workload with the group. Occasionally, the DE should plan team-building activities and include all of the personnel (NOTE: these activities will depend upon financial resources availability!) In designating tasks to be accomplished, the DE must take into account the job descriptions and competencies of every person, instead on depending only upon the help of a few staff members.

***Réaffecter des ressources humaines***

Before reallocating the human resources and creating a new organizational chart (which should be presented to the CA), the DE should take the goals of staff's goals for career advancement into account. The following personnel have skill sets outside of their current responsibilities:

The Assistante Documentaliste 2 (Razanamahefa Stella) is skilled in presenting and facilitating workshops for the M.O.S.C. She should be promoted, so that her terms of reference include her duties a facilitator of the M.O.S.C. With her promotion, she can also still continue some key tasks from her role as Assistante Documentaliste 2.

The Assistante Documentaliste 3 (Ralaivelomaro Narindra) has a professional diploma in administration of enterprises and commerce. With this knowledge, she has the ability to contribute to a marketing plan for the CEDII and help the RAF and the DE with the implementation of new procedures and strategic planning. In addition, Narindra has experience conducting surveys, which is very useful for the Service of Questions-Responses.

The Assistante Administrative et Financière (Ramanantsoa Léonise Marry) has nine years of experience working as a secretary and an accountant for the l'Alliance Française, and her written and spoken French is excellent. With these skills, she could contribute by taking notes and writing the minutes of various important meetings. She is highly capable and could also assume greater responsibilities in her accounting role, which would allow the RAF to concentrate more on administration and management of human resources.

The Assistante de l'Accueil (Rasoazamanoro Marie Emerentienne) has experience as a documentation aide for the Urban Commune of Fianarantsoa, but she is not effective in answering client questions or customer service.

### ***Apprentissage et formation de la RAF au Fiantso Arc sur la gestion des ressources humaines, l'administration et les procédures financières***

The RAF needs training in management of human resources, administration and financial procedures. An apprenticeship or shadowing of the RAF at Fiantso Arc (where the procedures and regulations function very well) and additional training will help her to learn these concepts and put similar procedures in place at the CEDII. The Directeur Exécutif should negotiate this apprenticeship / shadowing with the Director and the RAF of Fiantso Arc, as the dates of the training will depend upon their availability.

### ***Embaucher d'un employé qui est responsable des Informations, Communications, et Marketing***

The responsibilities of this employee should include:

- Help the Directeur Exécutif and the Conseil d'Administration in the development of a plan to increase revenues and ensure sustainability of the CEDII
- Create a marketing plan including promotions, publicities, and a website
- Manage public relations for the CEDII
- Help the Directeur Exécutif in identifying opportunities with new clients and potential partners and in maintaining relationships with current clients and partners
- Execute and monitor initiatives for marketing campaigns
- Develop and articulate an information and communication strategy to improve the image of the CEDII
- Define and analyze clients' needs and the state of the market

### ***Créer un nouvel organigramme***

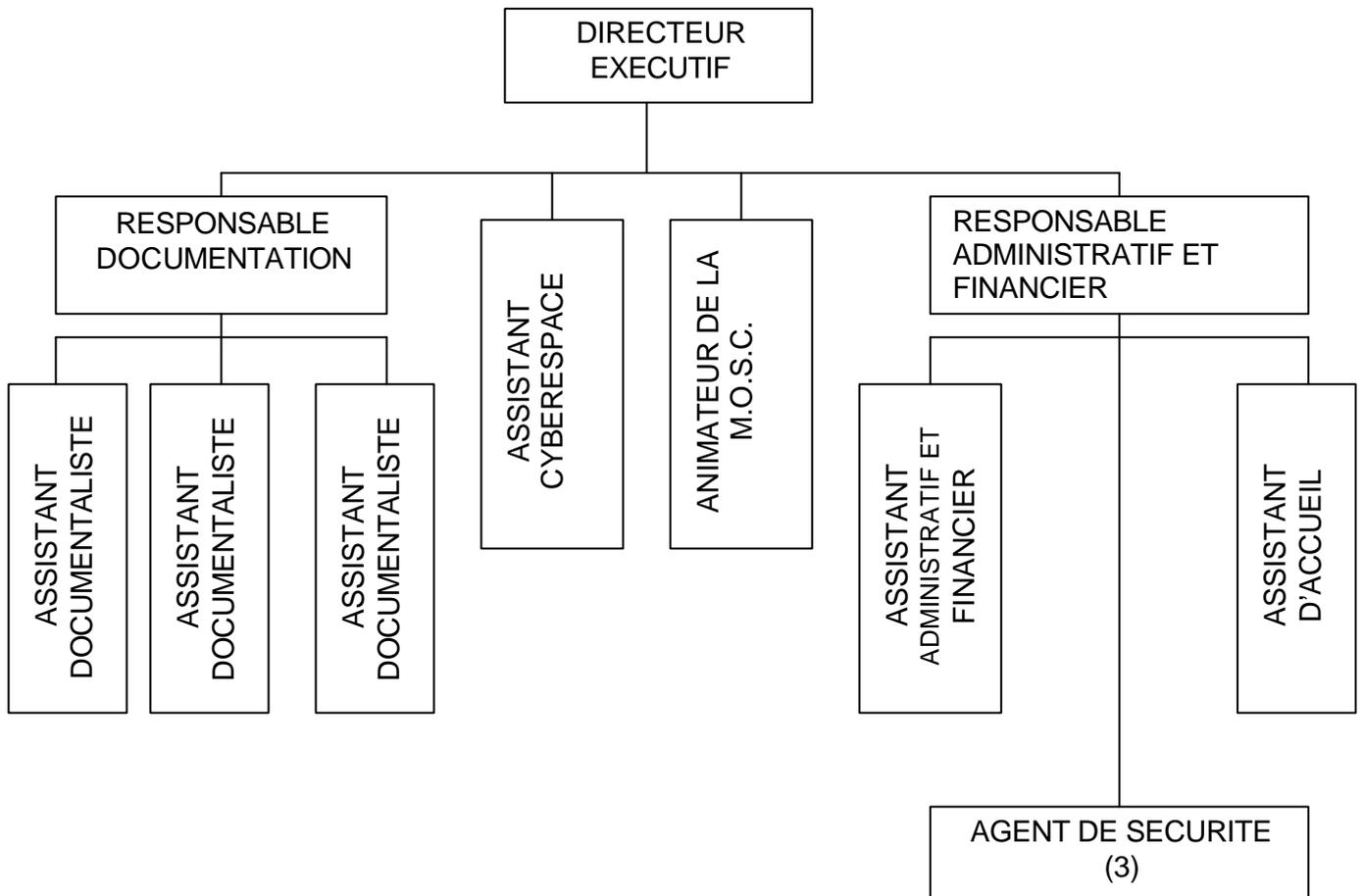
There are three different scenarios which could be put in place:

#### **Scénario 1 :**

In the short term while the CEDII is researching further financing, the ideal circumstance would be that the Directeur Exécutif could take responsibility for marketing and promotion tasks, if the DE possessed the competencies necessary. Unfortunately, the current Director does not possess skills in marketing and communications.

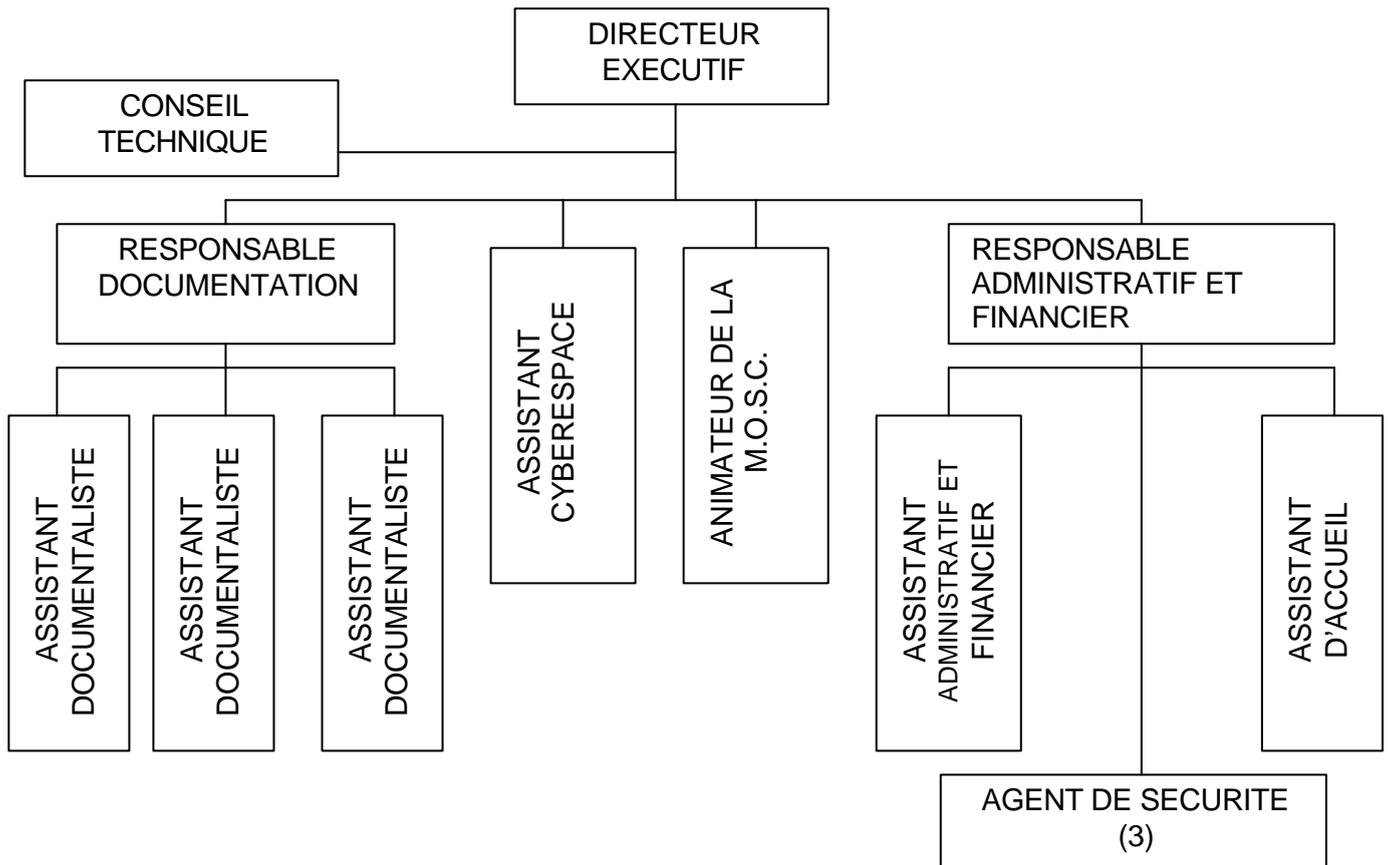
Since the RAF does not have experience in management, the DE should directly supervise the Assistante de Cyberspace et the Animateur of the M.O.S.C.

Currently, the Assistante Documentaliste 2 et the Directeur Exécutif animate the M.O.S.C. together, and they can continue to do so during the interim period while the CEDII is attempting to secure further funding.



### Scénario 2 :

This scenario is similar to Scenario 1. Again, the DE would directly manage the Assistante de Cyberspace and the Animateur of the M.O.S.C., and the DE and Assistante Documentaliste 2 will animate the M.O.S.C. together. During the short term, there would be a Technical Advisor to the DE in order to help and advise him on the accomplishment of responsibilities in communications, public relations, and marketing. This Technical Advisor would not be supervised by the DE, but would report directly to either the President of the CA or a donor like PACT. The CEDII can negotiate with PACT for the financing of this position.

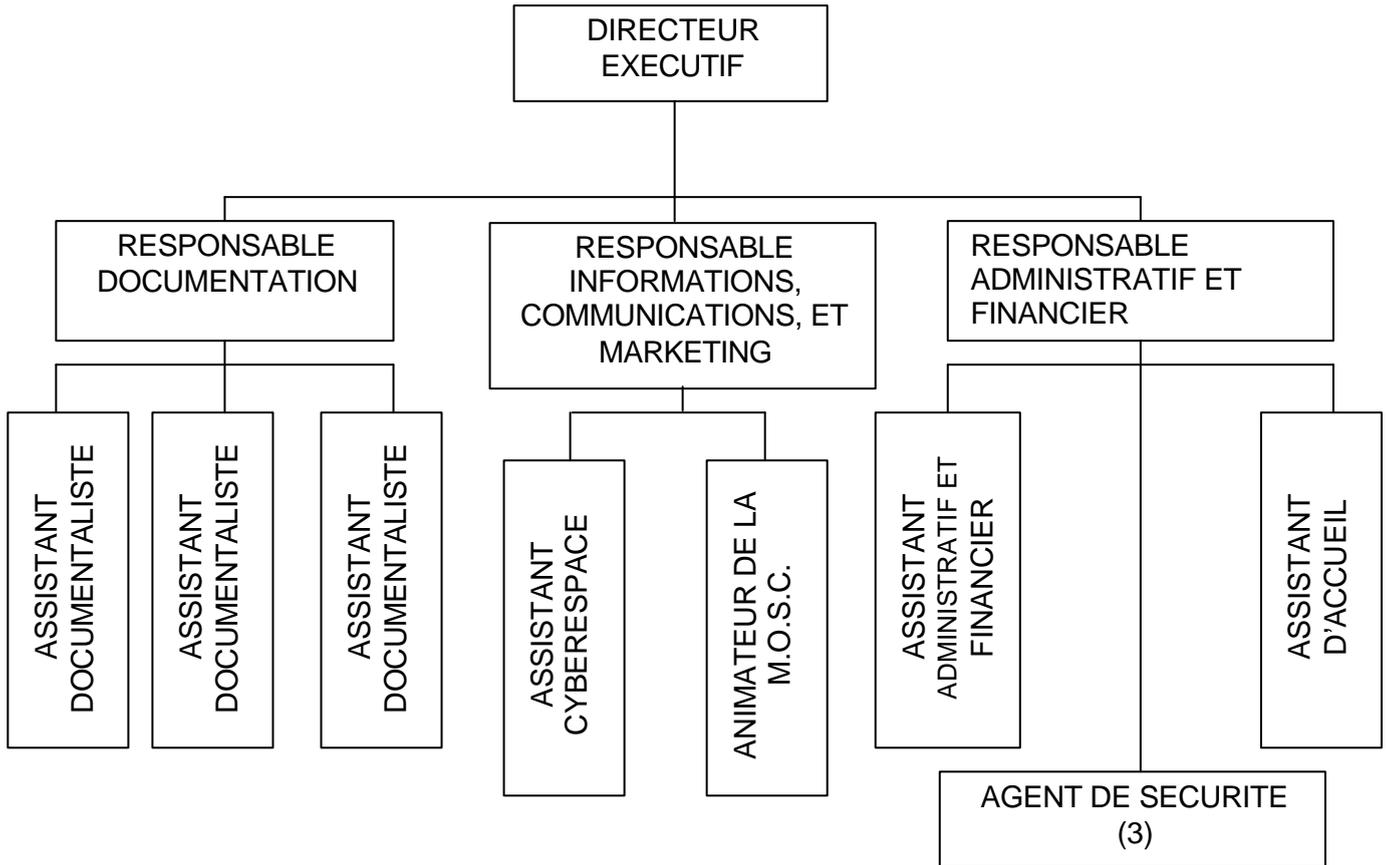


### Scénario 3 :

This scenario would be the ideal situation—to hire a Manager of Information, Communication, and Marketing who would supervise the Assistante de Cyberspace and the Animateur of the M.O.S.C. The major constraint with this scenario is the lack of funds at the CEDII, which would make it difficult to finance this position given the current financial situation. Therefore, two choices exist : the President of the CA and the DE can negotiate with PACT to finance this position ;

or

This ideal organizational chart could become a long-term goal that the CEDII will work toward in the future, and the CEDII will hire someone for this position when it has secured sufficient funding.



## **Recommandations Concernant la Pérennisation et Planification Stratégique**

### ***Établir la vision de la pérennisation***

To execute this recommendation, the CEDII must follow the recommendations discussed in the section entitled Proposition du Projet de Pérennisation, pages 36-45 of this diagnostic.

### ***Prospecter des bailleurs de fonds, nouveaux clients et partenaires potentiels***

In order to prospect donors, the CEDII should follow the recommendations made in the Proposition du Projet de Pérennisation, Faire des recherches et négociations de financements, pages 38-39. The DE should also continue to prospect new clients and potential partners (for example, members of the USAID Alliance, radio stations, newspapers, etc.) The consultant, the DE, and several staff members created a list of partners and potential clients, and the CA added to this list. In addition, the administrators of the CA should prospect their own organizations as if it were a potential partner. This will enable the members to understand the organization's needs vis-à-vis the CEDII's services offered and search for possible points of collaboration with the CEDII. Finally, a system of documentation and recording should be established in order to document meetings and interactions with clients and partners. This system should record their missions, needs, possible collaborations and partnerships, and next steps.

### ***Faire un plan de marketing (www.accessmadagascar.org et modèles de plans de marketing)***

First, staff members at the CEDII need to be trained in marketing, including how to create a marketing plan. In order to reinforce these future trainings and to read some information on

how to create a marketing plan, click the following link:

<http://www.accessmadagascar.mg/Article.jsp?id=if-amx00068&catid=76&lid=13&locale=13>.

To read marketing plan examples, please see the two following plans:

Mosaic Buttons : <http://www.accessmadagascar.mg/Article.jsp?id=if-sba01003&catid=76&lid=13&locale=13>

Creative Cuisine : Voir **Annexe R**

### ***Évaluer la performance du Directeur Exécutif***

In order for the CEDII to become self-sustaining, the Directeur Exécutif must be a leader, entrepreneur, and highly skilled manager. The current Director's lack of capacity in management, delegation, leadership, sales, relationship building among partners, and strategic planning is rather serious. Given the consultant's analyses, this problem is not one that can be rectified with training. The consultant advises the CA to evaluate the DE's performance for one month using the recommendations from this diagnostic study as success criteria, as well as their own observations. The members of the CA should also note his ability to complete critical tasks such as the execution of key recommendations and the completion of his organizational chart, annual report, improvements to the procedures manual, and trimester reports. If the CA decides to replace the current Director, they should ensure that there will be a person to act as an Interim Director during the recruitment of a new Director. The members of the CA should also take every precaution necessary to ensure that this change does not have a negative effect on employee morale at the CEDII. If the CA decides to keep the existing Director, he will need trainings in management, marketing, and sales.

### **Recommandations Concernant les Opérations et Communications Internes**

#### ***Faire participer les membres du Conseil d'Administration***

Active participation of the CA members is crucial to a successful, sustainable CEDII. Article 23 of the Interior Regulations emphasizes this significance by stating that if for some reason a member of the CA resigns or is unable to assume his or her responsibilities, the remaining members should designate a replacement until the next Assemblée Générale. It is extremely important that the Assemblée Générale take into account a potential CA member's ability to participate actively in meetings and vote on key issues when electing the Conseil d'Administration. In addition, elected CA members should also use the ability to be present at all meetings and actively participate in the CA as a criterion when selecting the remainder of the CA members. If a majority is not likely to be able to be present at EVERY called meeting, the organization is setting itself up for serious problems, as is the current situation. Influential members of the CA who are not always able to attend meetings should support the election of CA members who they trust to vote the way they would. Currently, too much importance is put on being a member of the CA when, in fact, being a member of the Assemblée Générale might be a more appropriate place for such parties to be.

Additionally, to secure active participation, all meeting dates should be fixed and communicated to administrators at least one month in advance, with the exception of emergency cases.

Another option to ensure active CA participation is to allow for proxy attendance and/or the use of balloting by mail for important questions where all of the members cannot be present at the meeting to vote. In this scenario, a topic could be discussed by members who do attend the meeting. Then, a summary of the discussion is sent out to all members (including dissenting opinions and views), and polling would take place via mail, email, or telephone—as is convenient for CA members.

Furthermore, another issue includes the number of CA members, which makes it extremely difficult to have a quorum at every meeting. Typically for an organization the size of the CEDII, 5-8 members make an effective Conseil d'Administration. The CA should decide whether they would like the CA's President to introduce an Amendment which would decrease the number of administrators in the future to the Statutes at the next Assemblée Générale.

### ***Développer un bulletin avec les informations sur les activités et projets pour distribuer mensuellement au CA et à l'AG***

So that the CA and the AG are consistently updated on the CEDII's activities, the Direction Executive should develop a monthly bulletin for distribution to these groups. This bulletin would be an ideal task for a Manager of Information, Communication and Marketing, but in the short term, it could be created by current staff members in Documentation. In addition, this bulletin could be easily revised for distribution to donors and partners.

### ***Clarifier des rôles et responsabilités du CA et de la DE***

It is the role of the CA and the DE to search for funding and to market the CEDII and its services. To clarify, the Directeur Exécutif plays the role of the initiator with these tasks. The members of the Direction Exécutive should initiate research for financing and the formulation of marketing strategies. The DE also has a mandate to create a marketing plan, execute various publicity approaches, and submit applications and proposals for donor aid. On the other hand, the CA must give advice on funding research, partner relations, and promotional strategies. Approving various protocols and agreements signed with donors and partners, as well as the marketing plan is another primary function of the CA. Furthermore, during their daily interactions with potential partners or clients, the CA members should promote the capacities and assets of the CEDII, as well as providing funding or project leads to the DE.

Currently, the Statutes of the CEDII do not mention that the CA should ensure the sustainability of the center, although it is a critical task of the CA to contribute effectively to marketing and sustainability of the CEDII. To this end, it would be appropriate to add an Amendment to Article 19 that states the following:

Assure en collaboration avec la Direction Exécutive la pérennisation de l'Association  
Contribue à la mobilisation des ressources autour des objectifs de l'Association par des conseils et l'orientation vers les partenaires  
Rehausse l'image publique de l'Association en raffermissant les relations publiques  
This Amendment listed above is another topic that the CA should deliberate over during its next meeting.

### ***Confusion des rôles du CA et de l'AG et des avantages du CEDII au niveau de la Direction Exécutive et du Conseil d'Administration***

During the next weekly staff meeting, the CA's President and the DE could explain the roles of the CA, the AG, and the DE to the personnel. The PCA can also take the initiative to describe the competitive advantages and the role of administrators during the next meeting of the CA.

### ***Création d'un mécanisme dans lequel le staff de la DE et l'AG peuvent s'adresser directement au niveau du CA***

Meetings of the CA could be made open to all members of the AG and the staff of the DE who might be allowed to speak—though not to vote. If the DE staff have problems regarding the DE, they should also be able to address these issues directly with the President of the CA.

## ***Former la RAF en gestion et comptabilité***

Recommandations Pour Améliorer la Situation Financière

### ***Enseigner des formations de la RAF et Assistant administratif et financier (AAF)***

The RAF and the AAF need training in general accounting principles, but more specifically on how to complete monthly cash flow statements (See <http://www.accessmadagascar.mg/Article.jsp?id=if-amx00002&catid=38&lid=13&locale=13> as a reference), create income statements, determine prices of services, manage debts, and use the accounting software CIEL.

### ***Budgétiser pour les dépenses des fournitures du bureau chaque mois***

Office supplies are the largest expense at the CEDII. Implementation of sound budgeting techniques each month will permit the CEDII to conserve its cash flow and decrease its costs.

### ***Éliminer la politique de donner les avances de salaires***

In order to resolve the cash flow problem each month, the CEDII must eliminate its policy of giving advances on employees salaries.

### ***Éliminer le système de crédit pour les clients***

The system of credit established for the clients also contributes to the cash flow problem at the CEDII. For example, during the first trimester of 2005, the CEDII sold 1,004,600 fmg worth of services by credit, and this amount has not yet been collected by the CEDII from its clients.

### ***Négocier avec les journaux afin de les recevoir gratuitement chaque jour***

The CEDII spends 1,300 Ariary for the purchase of newspapers each day. The Directeur Exécutif and the CA's President should negotiate with the directors of newspapers in order to receive them for free. This will enable the CEDII to save this money each month. More than 50 people come to the center each day to read the newspapers; for these companies, it would be a sort of free publicity that the CEDII is providing.

### ***Tenir compte de l'amortissement dans tous les rapports financiers***

After being trained in depreciation and accounting by CITE, the RAF is now correcting all of the financial reports by taking depreciation into account.

### ***Faire un petit atelier pour le staff pendant une réunion hebdomadaire pour mettre en valeur l'importance de bien économiser (coup de fils, fournitures du bureau, etc.)***

Recommandations Pour Renforcer la Capacité Technique

### ***Recruter les stagiaires qui se spécialisent en informatique pour faire un réseau entre les machines au CEDII, installer les logiciels libres anti-virus et faire la maintenance***

The consultant and the Directeur Exécutif have already met with the President of ENI regarding this proposition. Now, the DE must pursue this opportunity.

### ***Améliorer la connexion en partageant avec l'Université de Fianarantsoa***

The recommendations made under the Proposition du Projet de Pérennisation, Promotion d'Internet /E-mail, page 44, should be followed.

***Acheter les nouveaux équipements***

The recommendations made under the Proposition du Projet de Pérennisation, Promotion d'Internet /E-mail, page 43, should be followed.

***Renforcement de capacité technique***

In general, all of the DE staff needs technical capacity reinforcement—at least on an intermediate level for email messenger services, Internet navigation, etc. The Assistante de Cyberspace et the Assistante Documentaliste 2 should be trained in the creation of websites. The security agents and the Assistante de Cyberspace must to take courses on how to utilize the audio-visual and production of equipment.

## ANNEX

### THE REGIONAL DEVELOPMENT COMMITTEE OF THE ANOSY REGION - CRD ANOSY

#### 1. Context

The Anosy Region, located at the extreme southeast of Madagascar includes three Districts (Amboasary Sud, Betroka and Fort-Dauphin) and 64 Communes, is one of the least developed regions of Madagascar. Even though this region suffers from multi-faceted chronic poverty it does, however, have enormous potential for strong and stable economic development that is socially and environmentally responsible.

The estimated total population of 578 000 habitants (in 2003) living in an area of 33 786 km<sup>2</sup>, is relatively young and mostly rural. Current demographic trends of 2.9 % annual population growth are projected to lead to a doubling of the population by 2020. Since this demographic growth exceeds the regional economic growth, current resources will not be sufficient to meet the needs of the population if serious measures are not taken.

The Regional GDP per person is estimated to be 182 USD whereas the national average is 220 USD. The HDI (Human Development Index) of all the communes in the region is very low (less than 0,5) compared to the national average.



*Aquaculture à Anosy*

The fishing sector, spreading over 194 km of coastline, is not very developed, and is limited for the moment to the export of lobster and shrimp, the main source of foreign exchange for Madagascar in general and the second largest source of income for more than half of the local population. In addition, the Anosy Region has other unexploited marine resources.

In general, the regional economy is dominated by agriculture, especially sisal and rice. However, sisal, weakened by the low international demand, no longer plays the leading role that it has played since the 1930s.

Nevertheless, sisal cultivation employs more than 4000 people. The region imports more than 12,000 tons of rice each year to meet the demand since local, rain-fed rice production is insufficient. Following the incorporation into the Anosy Region, of Betroka, a primarily agro-pastoral district, animal husbandry has become a more significant aspect of the regional economy.

In terms of underground wealth, the region has enormous potential, including sapphires, rubies, and industrial minerals, especially ilmenite. At present the mining of deposits of titanium dioxide, mostly in the form of ilmenite by the company QMM s.a. is in a start-up phase including the construction of a multiple-use, deep-water port.

Social development in the Anosy Region is not very advanced: 90% of the population does not have access to potable drinking water and 74 % of school-age children had never attended school (2000). In addition, the social and health infrastructure in the region is very poor.

As for roads and accessibility, 80 % of the roads are impassable almost all year. This situation limits exchanges and movements of persons and goods.

In the environmental arena, almost 75 % of the watersheds are severely damaged due to bush fires and slash and burn agriculture, which causes the siltation of lakes and mouths of rivers and of lobster and shrimp breeding grounds. The Region, considering its present needs for wood for fuel and construction, is interested in conducting an enormous tree planting campaign over the next twenty years, of 44,000 ha (close to 2,200 ha each year), to meet the rapidly increasing needs of the population.

Due to its role as an engine for development and entry point for the South of Madagascar, Fort Dauphin, along with Nosy Be and the Tana-Antsirabe area has been chosen by the government to participate in the Integrated Growth Pole Project (PIC), which aims to establish a regional and national development process that aims to reduce the effects of poverty in all of the local communities.

So, despite the various opportunities, all of the macro economic, social and environmental indicators still show continued poverty in the Region. The establishment of the Regional Development Committee (CRD) in Anosy has brought together local authorities and volunteer technicians from all sectors to take charge of their own development.

## **2. The establishment of the CRD and the participatory planning process**

Given the local situation, several regional actors, with the help of pro-active local authorities, decided to take on the challenge. So, at the initiative of the ``Prefect`` of the Region in 1999, and several volunteer technicians from all the various sectors, civil society (NGOs, Associations . . .), government offices, and the private sector, a technical committee was created to reflect on the establishment of a structure for dialogue and discussion that would allow all the actors and the population to discuss and decide about the future of the Region.

After six months of reflection (in September 1999) the CRD was created based on the model of the CRD of Menabe.

Aware of the stakes surrounding the regional development problems and opportunities, the CRD has attempted to serve as a platform for discussion and dialogue for all of the actors working towards sustainable development in the Region. During the past five years the CRD has developed and used several useful tools for long term (20 years) regional development planning in order to solve immediate problems and especially to promote large investments to fight against the poverty in the region.



*Assemblée générale du CRD*

This led to the idea of creating a Regional Development Outline (SDR), a planning and decision-making tool to serve as an overall framework including all the development actions in the region.

The participatory process conducted by the CRD to elaborate the SDR was long and difficult given its iterative nature and especially due to the financial difficulties during the last socio-political crisis in Madagascar. There were many workshops during this process where all the local development problems and opportunities were examined and discussed at length by the regional actors, central partners, government agencies, and interested parties.

The planning process for the SDR, divided into five phases, was conceived in order to integrate economic, social, and environmental dimensions, allowing for the identification of the interests and activities of stakeholders, the foundations of a coherent sectoral and multisectoral strategy.

The four first steps of the SDR can be summarized as follows:

Create organizational structures, the fundamental basis in the planning process

Identify potential problems and solutions in all the sectors

Collect relevant data to describe the present situation, strengths and weaknesses

Suggest the key themes in order to establish a local and sustainable investment strategy

The fifth phase is the last step of the SDR, after which the SDR is finalized and then Regional Investment Strategy (SRI) and the Priority Investment Program (PIP), is developed.

### **3. Vision of the CRD:**

- The CRD, during its meetings in 2001, identified the main themes for development for the Region. They are:
- The development of agriculture and animal husbandry
- The development of mining resources
- The development of fishing and marine resources
- The development of tourism
- Restoration ecology to support economic growth and maintain ecological equilibrium
- The conservation of natural resources in order to assure sustainable and integrated development
- The implementation of an infrastructure development plan
- The implementation of a social infrastructure development plan
- Defined over twenty years these themes will be put into place in an integrated manner. Since this is a long time frame for obtaining results, the Region modified their short-term objectives and identified priority actions responding to current needs that require immediate action.

### **4. Evolution of the CRD**

The regional actors are aware that this type of structure should not compete with governmental institutions and their roles (elected authorities and administration, etc.). They did note, however, that it is important that the regional development themes come from structured discussions with local actors take into account the evolving local and regional context.

Thus, a fundraising campaign was launched to ensure the management and sustainability of the structure.

Aware of the importance of the regional dynamics and the implementation of the action plan emanating from the SDR, and realizing the importance of the CRD for regional development, various partners brought technical and financial supports to the CRD:

- The Malagasy Government, especially the Ministry of Land Management and Cities;
- The donors: The World Bank, UNDP, USAID Madagascar, PACT, IRG-PAGE, and the Government of Japan;
- The local private businesses;

- The supporting organizations: IRG/PAGE, WWF, ANGAP, ONE, PACT Madagascar, PAIGEP, SIPRA, QMM, PHBM, CGDIS;
- The Public Services: the decentralized offices in Fort Dauphin, the various central organizations such as: INSTAT, ONP, SNAD, STA, FTM;
- The Technical school of the CRD and DOBBIN International, and
- The MISONGA program

Given the decentralization process, including the creation of 22 Regions in Madagascar in 2004, and the increased role of the Communes in local governance, the CRD Anosy, aware of its role and mission in regional development and as a platform for discussion, adjusted its role accordingly. At the General Assembly in August 2005 the CRD validated their status, regulations, and organizational chart so the CRD can play the role of a consulting body.

## **5. Accomplishments of the CRD Anosy**

- Since it was created, the CRD developed 5 phases of the SDR. As stated before, the fifth phase is the last step of the SDR after which the SDR is finalized and then Regional Investment Strategy (SRI) and the Priority Investment Program (PIP) is developed.

- The finalization of this fifth phase coincided with the creation of the Region that needs, as its main tool a Regional Development Plan, or PRD. Thus, the Anosy Region was able to complete the fifth phase of the SDR, created by the CRD, and which is used as a key document and source of data in the creation of the PRD and Regional Investment Program (PRI).

- The CRD, though its agreement with the MISONGA program, developed guides for the updating of Communal Development Plans (PCD)

- Sub committees of the CRD were created in the Districts (Coordinating Committees) and in the Communes (Communal Development Committee or CCD)

- The General Assembly was held in August 2005 and created an Advisory Board composed of 33 members that validated their status, regulations, and organizational chart so the CRD can play the role of a consulting body. A request for recognition by the Region as a consulting body will be sent to the Chef de Region.

- The two operational units existing in the CRD supported the various regional development actors and partners. The ``Social Mobilization`` unit worked with all the Communes in the Anosy Region to create their CCDs and develop their PCDs. The ``Information Systems`` unit created and managed a regional database and produced several maps (including thematic ones) in response to the needs

- The CRD is becoming a keystone organization for all the regional development actors and investors. The CRD has many different documents that can be read, free of charge.

- In collaboration with the ONE, the resource center MECIE was opened at the CRD and is managed by the personnel of the CRD.

- The headquarters of the CRD is located on the first floor of the Chamber of Commerce in Fort Dauphin.

- The CRD Anosy works closely with the Working Group for Rural Development (GTDR) and the Regional Information System for Food Security (SIRSA). The GTDR and SIRSA share an office with the CRD.

## ANNEX

### RAPPORT MINISTERE DE L'INTERIEUR ET DE LA REFORME ADMINISTRATIVE (MIRA) MAI – SEPTEMBRE 2005

#### 1. Contexte

Le Gouvernement malgache, en vue de la concrétisation de sa politique de développement rapide et durable, s'engage vers l'instauration d'un Etat de droit, de la Démocratie et de la Bonne Gouvernance, et il a confié la conception, la mise en place et l'opérationnalisation d'une politique pérenne de cette instauration au Ministère de l'Intérieur et de la Réforme Administrative.

Selon le décret n° 2004-024 du 13 janvier 2004, les missions de MIRA consistent à : « *défendre la démocratie, le respect de la légalité et assurer le succès des programmes de bonne gouvernance, de décentralisation et de développement régional et local* ». En effet, c'est un ministère clef qui doit réaliser la démocratie, et sauvegarder et consolider l'Etat de droit qui sont des éléments nécessaires à la bonne gouvernance. Il doit disposer à cet effet d'une capacité de planification stratégique et de suivi-évaluation avec des outils de management plus modernes et efficaces. Le but principal de MIRA est de consolider surtout les capacités de réponse de différentes structures mises en place aux sollicitations et attentes des citoyens.

Afin de réaliser ses missions, MIRA a fait appel à une collaboration avec des partenaires financiers et techniques. A cet effet, MISONGA l'a appuyé dans l'organisation d'une table ronde au mois de décembre 2004 pour sortir un document de 19 sous-projets répartis dans 4 programmes. Ces derniers constituent un plan d'actions pour réaliser les objectifs stratégiques de développement du Document de Stratégie pour la Réduction de la Pauvreté (DSRP) :

- Programme 1 : Gouvernance et lutte contre la corruption ;
- Programme 2 : Restauration de l'État de droit et respect de la démocratie ;
- Programme 3 : Gouvernance de proximité ;
- Programme 4 : Organisation et administration.

Le Programme MISONGA, financé par le Gouvernement américain, à travers l'USAID, est un programme de promotion de la bonne gouvernance et de la démocratie à Madagascar. Il est en cohérence avec le DSRP du Gouvernement malgache où l'amélioration de la gouvernance à travers la restauration de l'État de droit et d'une société mieux gouvernée est considérée comme une des plus importantes stratégies à appliquer.

L'objectif global des interventions de MISONGA au sein de MIRA se focalise surtout à la contribution de la mise en oeuvre de la bonne gouvernance, cela consiste à la mise en place et la mise en oeuvre de l'unité de Coordination de Projets au sein de ce Ministère.

Conformément aux activités citées dans le protocole de collaboration, les travaux effectués par MISONGA ont été regroupés en trois phases :

- 1) Formation en élaboration de document de projet et suivi-évaluation
- 2) Inventaire des existants et évaluation des besoins dans le centre d'information et de documentation du Ministère et dans les trois sites pilotes

- 3) Renforcement des matériels informatiques, bureautiques et de communication du centre de documentation central et des trois sites pilotes

Les trois autres activités ne pourront pas être réalisés que pendant l'année fiscale 2005 – 2006 :

- 4) Mise en place de l'intranet et création de site web
- 5) Mise en place d'un réseau intranet
- 6) Mise en œuvre d'un logiciel de gestion de la documentation juridique au niveau de la Direction de Réforme Administrative

Par rapport aux activités réalisées, les principaux résultats sont constitués de :

- l'amélioration de la connaissance en élaboration de document de projet et en suivi et évaluation
- l'adoption de la nouvelle méthode : Propack
- la production des cinq documents de projet
- la connaissance des états des sites pilotes

Le présent rapport comporte 5 parties :

- Le contexte, résumant les objectifs et la nature de la collaboration entre MIRA et MISONGA
- Le rapport des réalisations, dont les grandes sont structurées par activités effectuées comme suit : Résultats attendus – Résultats obtenus – Contraintes
- Les activités non effectuées, qui sont structurées comme suit : Résultats attendus – Causes de la non-réalisation
- Conclusions, présentant les points saillants et les principales recommandations.
- Annexes : Document de projet pour MIRA – Annexe du protocole de collaboration – Le protocole de collaboration - Programme d'ateliers de formation – liste des participants –

## **2. Rapport de réalisations**

Les objectifs du Programme MISONGA se basent sur quatre résultats intermédiaires. Le troisième, renforcement des capacités de réponses des Services de l'État, touche surtout les services étatiques.

Ce Résultat Intermédiaire 3 a comme objectif de :

- mettre en place et promouvoir les structures et mécanismes de participation des citoyens dans les décisions et actions relatives à leur développement
- améliorer les capacités de réponse des Services Techniques de l'État dans la fourniture des services sociaux
- réduire le niveau et l'ampleur des corruptions
- acquérir le E-gouvernement comme moyens de collaboration, de communication et de promotion de transparence entre l'État et les institutions du secteur privé ainsi que les organisations de la société civile

Les activités effectuées au sein de MIRA cadrent bien dans ce Résultat Intermédiaire 3 du Programme MISONGA.

## **2.1. Préparation du protocole de collaboration entre MIRA et MISONGA**

### **a) Sélection des documents à subventionner :**

Il a été décidé de subventionner deux projets parmi les 6 proposés par MIRA : FIP3 « Informatisation du système d'information et de documentation » et FIP17 « Renforcement du centre d'information et de documentation ».

Comme les deux projets sélectionnés présentent une continuité puis qu'ils parlent de l'information et de documentation, il est préférable de les combiner et de produire un seul projet. D'où, une reconstitution du document de projet : « *Informatisation et renforcement du système d'information et du centre de documentation*» (cf. Document de projet 1)

### **b) Budgétisation des projets appuyés par MISONGA :**

A part ce projet, il y a aussi le renforcement de capacités du Ministère en élaboration de document de projet suivant le guide Propack.

Il s'agit ici de calculer l'allocation budgétaire à affecter pour tous les appuis à apporter au sein de MIRA, et cela donne un montant de 89 215 000 Ariary.

### **c) Elaboration des documents du protocole de collaboration :**

- Le document annexe du protocole explique les termes de référence de chaque activité à mener pendant 5 mois à partir du mois de mai 2005, y compris le budget alloué pour chaque activité. (Cf. Annexe protocole mai\_sept05)
- Le protocole de collaboration proprement dit présente un cadrage global de l'appui MISONGA au MIRA, ainsi que les responsabilités des deux organisations. (Cf. protocole de collaboration)

### **d) Signature du protocole de collaboration**

Après la formulation des documents, le protocole d'accord entre MIRA et MISONGA est prêt à signer. La signature du protocole a été préparée avec l'équipe de la coordination des projets de MIRA, elle a eu lieu au Ministère dans la salle de conférence le mercredi 18 mai 2005 à 15 h.

Les signataires du protocole sont composés du Ministre Général de Division SOJA du côté de Ministère, de RAMAHEFARIVO Jean Bruno pour MISONGA, de Jean Michel DUFILS pour Pact et de Jennifer OVERTON du côté de CRS. L'USAID et l'Ambassade des Etats-Unis ont été aussi invités à cet événement. Les participants sont surtout des directeurs du Ministère, des représentants de Pact et celui de CRS.



## **Résultats attendus mentionnés dans le protocole**

- Renforcement de capacités pour la coordination des projets
- Accès large aux informations et capacités développées en utilisation et exploitation des informations
- Meilleure gestion de l'information pour une prise de décision
- Amélioration des échanges et de la circulation des informations entre les services et les utilisateurs
- Renforcement du centre d'informations et de documentation central et dans les trois sites pilotes

## **Résultats obtenus**

- Amélioration de la capacité en coordination des projets
- Acquisition des matériels informatiques et accessoires pour les centres d'informations et de documentation, central et dans les trois sites pilotes

Les autres résultats seront obtenus après la mise en place de l'intranet.

## **2.2 Formation en élaboration de document de projet et suivi-évaluation**

Pour contribuer au renforcement et au développement de la coordination des projets, la formation sur l'élaboration de documents de projets et le suivi et évaluation a été programmée pour tous les responsables de projets.

### **a) Résultats attendus**

Les résultats attendus pour ces ateliers de formations sont :

- Chaque document de projet sera reformulé et amélioré par les responsables
- Les responsables de projet seront capables de faire le suivi-évaluation de leur projet

### **b) Démarche**

Pour bien maîtriser les techniques de ces deux formations, il s'avère nécessaire de les séparer en deux temps :

- 14 - 15 - 16 juin 2005 : Formation en élaboration de documents de projets selon le guide PROPACK
- 13 - 14 septembre 2005 : formation en suivi et évaluation

Les participants sont composés de directeurs, de chefs de services, et quelques chefs de division et ils ont été présents pour les deux formations. La participation de la même personne dès le début jusqu'à la fin a été une exigence car les deux formations présentent une continuité.

➤ Formation en élaboration de documents de projets selon le guide PROPACK



Cette formation a été effectuée par M. RAZAFITSIALONINA Bienvenu et RAZAKARIVONY Andriamanana, M&E coordinators de MISONGA.

L'approche retenue est le principe de « exposé » (suivi des explications) avec travail de groupes. Les participants ont été divisés en 5 groupes selon les FIP prioritaires choisis par le Ministère :

- FIP 4 : Informatisation de gestion de l'octroi des visas et cartes de séjour et du contrôle des étrangers
- FIP 6 : Renforcement des capacités de gestion de risques et catastrophes du CNGRC
- FIP 10-11 : Informatisation et renforcement des moyens de gestion du processus électoral
- FIP 13 : Mise en cohérence des conventions collectives DINA avec les règles du droit positif malgache
- FIP 19 : Informatisation de la gestion financière et de la comptabilité des matières

Chaque groupe a travaillé sur l'arbre à problèmes, l'arbre à objectifs, le diagramme de résultats et le proframe.

Supports utilisés :

- Diapositive imprimée par page pour prendre des explications
- Curriculum de formation pour avoir le détail du cours
- Canevas de document de projet pour le montage d'un document de projet

A la fin de la formation, un calendrier a été établi selon la disponibilité de chaque groupe, pour ressortir en détail les thèmes cités ci-dessus puisque la durée de la formation ne permettait pas à bien analyser les exercices par groupe.

Les deux formateurs suivent les travaux de groupes jusqu'au montage des documents de projet. Chaque groupe a trois produits à livrer :

- Arbre des problèmes et arbre des objectifs
- Proframe et budget
- Document de projet bien élaboré

Après chaque produit livrable, les formateurs devraient donner un feed-back et ils finalisent les documents de projet avec les groupes.

## Les cinq groupes de travail



*Équipe de l'Informatisation de gestion de l'octroi des visas et cartes de séjour et du contrôle des étrangers*



*Équipe de l'Informatisation et renforcement des moyens de gestion du processus électoral*



*Équipe de l'Informatisation de la gestion financière et de la comptabilité des matières*



*Équipe de Renforcement des capacités d/.M.ZC<XV gestion de risques et c /.M.ZC<Catastrophes du CNGRCc,xv /.MZ*



*Équipe de Mise en cohérence des conventions collectives DINA avec les règles du droit positif malgache*

➤ Formation en suivi et évaluation

Elle a été offerte par M. RAZAFITSIALONINA Bienvenu.

La technique utilisée est « exposé » avec des explications, et cela avait toujours rapport avec ce qui a été fait sur le Propack.

Plusieurs thèmes ont été traités pendant ces deux jours de formations :

- L'importance de Suivi et Évaluation dès le début jusqu'à la fin du projet
- Les différents types de supports : conception et utilisation
- Enregistrement et exploitation des données (tableaux, ...)
- Les différents types de rapports : rapports d'activités, rapports périodiques, ...
- Importance de circuit d'informations (rapports, ...)

Supports utilisés :

- Curriculum de formation pour avoir le détail du cours

**c) Résultats obtenus**

- Amélioration de la connaissance : 22 chefs de service / de division et 5 directeurs ont été formés en élaboration de documents de projet tandis que 5 directeurs, 15 chefs de service et 3 chefs de division ont été formés en suivi et évaluation
- Adoption de la nouvelle méthode en élaboration de document de projet : guide Propack
- Production de 5 documents de projets parmi les 17 sous-projets restants, ils ont été améliorés et bien montés et ils sont présentables aux bailleurs
- Capacités renforcées : 12 cadres sont capables d'élaborer un document de projet, environ 2 par groupe
- Distribution des certificats de formation pour 5 directeurs, 15 chefs de service et 3 chefs de division (cf. Certificat de formation)

**d) Contraintes**

❖ *Contraintes temps*

- Ces deux ateliers de formation ont été organisés pour cinq jours vus les charges de travail de chacun dans le Ministère alors que les participants sont nombreux et très dynamiques. Les trois jours de formation en Propack ne suffisent pas pour traiter les 17 sous projets restants, et même pendant le travail de groupe, leur travail était chronométré. Et les deux jours pour celle de suivi et évaluation sont très court pour entrer en détail le sujet « suivi et évaluation »
- Le calendrier de finalisation des 5 documents de projet n'a pas été respecté (cf. tableau ci-dessus) vu l'indisponibilité de nombreux de participants

❖ *Contraintes de ressources humaines*

- Pour la finalisation des 5 documents de projet, plusieurs membres de chaque groupe ne pouvaient pas travailler avec leur équipe et il n'y avait plus que deux à trois personnes qui s'engagent à travailler sur le montage de leurs documents, cela entraîne le non-respect du calendrier
- Il y avait des participants qui étaient présents pendant la formation en Propack mais n'étaient pas disponibles pour la formation en suivi et évaluation, alors que toutes les

formations offertes par le Programme MISONGA présentent une continuité et cela vont avoir une conséquence pour les prochaines formations.

### **2.3 Inventaire des existants et évaluation des besoins dans le centre d'information et de documentation du Ministère et dans les trois sites pilotes**

Avant d'équiper matériellement le centre d'information et de documentation du Ministère central et les trois sites pilotes (Taolagnaro, Fénérive-Est, Ambalavao), l'évaluation des ressources matérielles, humaines et locales existantes s'avère nécessaire, c'est une activité préparatoire de la mise en place de l'intranet.

#### **a) Résultats attendus**

Pour avoir des renseignements complets de ces centres (central et régional), des fiches d'évaluation des existants et des besoins ont été élaborées et cela permet d'avoir :

- une liste de matériels existants et les besoins du centre
- une liste de ressources humaines avec leurs responsabilités
- les besoins en matériels (ordinateur, câble, bureau, ...)

**b) Résultats obtenus**

OBJECTIF	ANALYSE DES EXISTANTS		SUGGESTIONS
Normes	Etat des lieux	Evaluation des besoins	Recommandations
<b>CENTRAL</b>			
<p><b><u>Ressources matérielles :</u></b>  - <u>Installation électrique :</u>  bien équipée (avec des prises) et courant fonctionnel 24h sur 24  - <u>Installation téléphonique :</u>  existence d'un poste téléphonique disponible pour la connexion, fonctionnel, communication en bon état  - <u>Locaux :</u>  Salle bien sécurisée, existence d'une table bureau disponible, d'une chaise semi-directionnelle, des chaises en bon état pour les visiteurs, des placards d'archivage</p> <p><b><u>Ressources personnelles :</u></b>  - au moins deux personnels disponibles : un pour l'archivage et la documentation, et l'autre pour la gestion des informations sur les textes juridiques</p>	<p>- Complète et bien équipée</p> <p>- un poste téléphonique fonctionnel mais déjà utilisé pour le bureau  - communication très bon état</p> <p>- salle fermée à clef, 2 tables bureau, une table de conférence, 14 chaises visiteurs (dont quelques-unes en mauvais état), 3 chaises semi-directionnelles, un placard métallique, 2 grands placards semi-vitres, un placard formica</p> <p>- 4 personnels : un chef de bureau – Marie Yolande, 2 chargées des archives – RAMANANTENASOA Julia et TIANA Elisoa, un chargée</p>	<p>- installation d'un poste téléphonique pour la connexion</p> <p>- une table de conférence mobile  - 20 chaises visiteurs  - une machine à reliure</p>	<p>- réorganisation de la salle  - rangement des dossiers</p> <p>- Renforcement de capacité en :  . logiciel bureautique  . système de gestion de base de</p>

<p>- personnels compétents : bureautique, intranet ...</p>	<p>documentation – RASOAMPARANY Marie Denise</p> <p>- les 4 personnes ne savent faire qu'une simple manipulation</p>		<p>données . utilisation du logiciel de documentation . en archivage . en documentation</p>
<b>SITE PILOTE FORT - DAUPHIN</b>			
<p><b><i>Ressources matérielles :</i></b> - <u>Installation électrique</u>: source d'énergie JIRAMA, bien équipée (avec des prises) et courant fonctionnel 24h sur 24 - <u>Installation téléphonique</u> : existence d'un poste téléphonique disponible pour la connexion, fonctionnel, communication en bon état - <u>Locaux</u> : Salle bien sécurisée, existence d'une table bureau disponible, d'une chaise semi-directionnelle, des chaises en bon état pour les visiteurs, un placard d'archivage</p> <p><b><i>Ressources personnelles :</i></b> - au moins un personnel disponible pour la gestion de l'information sur les textes juridiques et de documentation - personnels compétents :</p>	<p>- source énergie JIRAMA - bien équipée avec 4 prises mais en mauvais état - courant fonctionnel 24h sur 24</p> <p>- pas de poste téléphonique - ligne téléphonique non fonctionnelle dans tout le bâtiment</p> <p>- bureau a 4 portes non fermées a clef - 3 tables en moyen état, 3 chaises visiteurs en moyen état, pas de chaise semi-directionnelle ni de placard d'archivage/rangement</p> <p>- 3 personnels - proposition sur place : Mme RAFIDIARISOLONIRINA Solange Victoria – adjoint d'administration</p>	<p>- installation d'une nouvelle prise avec 25m de câble électrique</p> <p>- installation téléphonique avec 25m de câble téléphonique ou interconnexion avec le bureau de la Région (au-dessus du bureau du District)</p> <p>- installation de serrures pour les 4 portes - une table bureau, 2 chaises visiteurs, une chaise semi-directionnelle, un placard</p>	<p>- Prévoir 12 mois d'abonnement</p>

bureautique, logiciel de documentation et navigation sur intranet ...	- aucun personnel compétent même en simple manipulation		- renforcement de capacité en manipulation de l'ordinateur, et en utilisation du logiciel de documentation
<b>SITE PILOTE AMBALAVAO</b>			
<p><b><i>Ressources matérielles :</i></b></p> <p>- <u>Installation électrique :</u> source énergie JIRAMA, bien équipée (avec des prises) et courant fonctionnel 24h sur 24</p> <p>- <u>Installation téléphonique :</u> existence d'un poste téléphonique disponible pour la connexion, fonctionnel, communication en bon état</p> <p>- <u>Locaux :</u> Salle bien sécurisée, existence d'une table bureau disponible, d'une chaise semi-directionnelle, des chaises en bon état pour les visiteurs, un placard d'archivage</p> <p><b><i>Ressources personnelles :</i></b> - au moins un personnel disponible pour la gestion de l'information sur les textes juridiques et de documentation</p>	<p>- source énergie JIRAMA</p> <p>- une prise avec branchement en mauvais état, cette prise est utilisée par l'ordinateur réserve au service de secrétariat du District</p> <p>- courant fonctionnel 24h sur 24</p> <p>- un poste téléphonique</p> <p>- communication mauvaise</p> <p>- ligne saturée</p> <p>- bureau bien fermé à clef</p> <p>- 2 tables en moyen état dont l'un pour le secrétaire, aucune chaise visiteur mais un banc, pas de chaise semi-directionnelle, le placard est déjà plein de dossiers domaniaux</p> <p>- 5 personnels</p> <p>- proposition : M. RINDRAMIHAJA Irain – responsable des données statistiques et RAHASARIVELO Hortense - comptable</p>	<p>- installation d'une nouvelle prise avec 10m de câble électrique</p> <p>- branchement téléphonique avec 10m de câble</p> <p>- installation d'une prise téléphonique</p> <p>- une table bureau, une chaise semi-directionnelle, 2 chaises visiteurs et un placard pour archivage</p>	<p>- la porte à l'intérieur est à renforcer, ce sera à la charge de District</p> <p>- il est préférable que le responsable SI et documentation soit une femme étant donné que M. Irain et ses collègues sentent tout l'alcool au moment de notre visite</p>

<p>- personnels compétents : bureautique, logiciel de documentation et navigation sur intranet ...</p>	<p>- les 5 personnes savent manipuler et utiliser les logiciels bureautiques et un parmi eux peuvent naviguer sur Internet</p>		<p>- renforcement de capacité en logiciel spécifique de documentation</p>
<b>SITE PILOTE FENERIVE-EST</b>			
<p><b><u>Ressources matérielles :</u></b>  - <u>Installation électrique :</u>  source énergie JIRAMA, bien équipée (avec des prises) et courant fonctionnel 24h sur 24  - <u>Installation téléphonique :</u>  existence d'un poste téléphonique disponible pour la connexion, fonctionnel, communication en bon état  - <u>Locaux :</u>  Salle bien sécurisée, existence d'une table bureau disponible, d'une chaise semi-directionnelle, des chaises en bon état pour les visiteurs, un placard d'archivage</p> <p><b><u>Ressources personnelles :</u></b>  - au moins un personnel disponible pour la gestion de l'information sur les textes juridiques et de documentation  - personnels compétents : bureautique, logiciel de documentation et navigation sur intranet ...</p>	<p>- source énergie JIRAMA  - bien équipée avec une prise libre en bon état de branchement  - courant fonctionnel 24h sur 24</p> <p>- installation téléphonique inexistante  - communication bonne qualité dans la zone</p> <p>- salle bien sécurisée (fermée à clef et en vachette, il y a aussi un gardien)  - il n'y a rien pour accueillir les matériels informatiques (salle à partager avec le 1<sup>er</sup> adjoint du chef de district)</p> <p>- proposition : Mme BEZOKY Leonette, intégrée ayant un numéro d'immatriculation et RAMIANDRISOA Blandine, ECD</p> <p>- une personne sait faire une simple manipulation</p>	<p>- installation téléphonique  - installation d'une prise téléphonique</p> <p>- une table bureau, une chaise semi-directionnelle, 2 chaises visiteurs et un placard pour archivage, un filtre pour l'écran</p>	<p>- les bureaux du 1<sup>er</sup> adjoint du chef de district et celui du responsable de SI et documentation devrait être séparés d'une sorte de paravent de 3m de longueur et 2m de hauteur</p> <p>- renforcement de capacité en logiciel spécifique de documentation  - formation en manipulation assurée par le SG de la Région</p>

## **2. Renforcement des matériels informatiques, bureautiques et de communication du centre de documentation central et des trois sites pilotes**

Dans le cadre des appuis de MIRA, il est prévu de doter le centre de système d'information et de documentation ainsi que les trois sites pilotes des matériels informatiques à savoir :

- 6 ordinateurs pour poste de travail
- 1 ordinateur pour poste serveur
- 6 onduleurs
- 4 imprimantes laser
- 4 photocopieuses multifonctions
- 3 scanners A4

MIRA/MISONGA a organisé une petite cérémonie pour la remise officielle de ces matériels le 12 juillet à 10h, avec la présence de M. Le Ministre, Représentant de l'USAID Yvette Malciolo qui représente en même temps l'Ambassade des EU, Mme Gabriella RAKOTOMANANA, représentant résident par intérim de CRS, Jean Michel DUFILS, représentant résident de Pact Madagascar, et Jean Bruno RAMAHEFARIVO, Chief of party du Programme MISONGA.



**REMISE OFFICIELLE  
DES MATERIELS  
12 juillet 2005**

**MIRA  
Programme MISONGA  
USAID**



## **Activités non effectuées**

A part les activités réalisées ci-dessus, il y a aussi des activités qui n'ont pas été effectuées pendant cette période (mai – septembre) : la mise en place de l'intranet et création site web, la mise en place d'un réseau intranet, et la mise en oeuvre d'un logiciel de gestion de la documentation juridique. Les deux premières activités peuvent être regroupées en une seule en tout car la mise en place d'un réseau fait partie aussi de l'intranet.

### **1. Mise en place de l'intranet et création de site web**

Le Ministère de l'intérieur essaie de partager les informations, informations juridiques pour commencer, non seulement au niveau du ministère mais aussi avec leurs sites pilotes pour le moment. Leur objectif est d'accroître le niveau d'accès aux informations et renforcer les capacités d'utilisation et d'exploitation de ces informations, c'est à dire améliorer les échanges et la circulation des informations intra-ministérielles.

#### **a) Résultats attendus**

- L'accès aux informations sera effectif
- Les informations juridiques seront mises en circulation
- Chaque direction du Ministère de l'Intérieur aura accès aux informations
- La capacité d'échange sera développée

#### **b) Causes de la non-réalisation**

La mise en place de l'intranet pour le centre d'information et de documentation interne de MIRA, coïncide avec la mise en place de l'intranet de l'Etat qui est aussi financé par USAID à travers le Programme MISONGA. La validation des normes et standards n'a pu être faite jusqu'au mois de septembre et on est sur le point d'attendre cette validation. C'est après cette validation qu'on peut passer à la réalisation de cette activité.

### **2. Mise en oeuvre d'un logiciel de gestion de la documentation juridique**

La documentation juridique est très utile pour tout le personnel du Ministère de l'Intérieur, central et régional, pour une prise de décision adéquate. Alors la gestion de la documentation juridique est très spécifique et demande une analyse, traitement, et exploitation très spéciaux, c'est pourquoi la mise en oeuvre d'un logiciel de gestion de la documentation juridique est nécessaire pour mieux perfectionner la tenue documentaire et aussi pour renforcer les capacités des gestionnaires d'informations.

#### **a) Résultats attendus**

La mise en oeuvre d'un logiciel de gestion de la documentation juridique a comme résultats attendus que la gestion d'informations et de documents sera améliorée : facilement mis à jour et accédé par les utilisateurs et les services.

### ***b) Causes de la non-réalisation***

La circulation des informations juridiques dépend surtout du fonctionnement du réseau qui est le moteur de l'accès à ces informations, et le logiciel de gestion de la documentation sera installé dans le serveur, ce qui signifie que la mise en œuvre de ce logiciel dépend de la mise en place de l'intranet.

### **3. Conclusions**

Les appuis apportés auprès de MIRA se concentrent surtout dans le renforcement de capacités et matériels : Formation en élaboration de documents de projet, en suivi et évaluation et dotation de matériels informatiques et accessoires. Ce qui nous permet d'évaluer la capacité et la disponibilité du personnel, et de donner les premiers indicateurs de résultats qui sont positifs car sur les 23 participants ayant eu leurs certificats de formation, il y a une dizaine de personnes qui sont capables d'élaborer leur document de projet. Mais ils ont eu quand même un blocage dans la réalisation de leur travail, ils n'ont pas eu le temps nécessaire pour travailler et terminer à temps leur ce qu'on attend d'eux.

L'étude de faisabilité de connexion dans les sites pilotes a donné aussi des résultats positifs car les trois sites visités ne sont pas dans les mêmes cas, ce qui permet d'évaluer la préparation qu'il faut faire avant chaque connexion.

A part la mise en place de l'intranet et création de site web, les actions à mener pour la prochaine intervention (2005-2006) ne seront pas loin de renforcements de capacités, les participants seront toujours les mêmes et nous devons travailler étroitement avec toutes les équipes.

# **ANNEXES**

**OS2 : Informatisation et renforcement du système d'information et du centre de documentation****Indicateur : Le MIS est opérationnel**

ACTIVITES	Indicateurs	Fonctionnement et investissement	Objectif	Coût en millier Ariary			MISONGA	
				Existant	A rechercher	Total	En millier Ar	En Dollars
<b>A111</b> : Inventaire des existants et évaluation des besoins	Fiche d'inventaire - Rapport	Carburant et lubrifiant - Fourniture de bureau - Consommables informatiques			500	500	500	250
<b>A112</b> : Inventaire des existants et évaluation des besoins dans six (6) sites (circonscriptions administratives excentriques) pilotes	Fiche d'inventaire - Rapport pour les 6 sites pilotes	Rapport de mission - Fiche d'inventaire - Devis			6 000	6 000	3 000	1 500
<b>A121</b> : mise en place Intranet, création de site Web	1 poste intranet mis en place et site web créé	- Postes (intranet) - site Web - Consultant	1		9 600	9 600	9 600	4 800
<b>A122</b> : mise en place intranet (Sites – MIRA) et création adresse e-mail par site pilote	6 postes intranet mis en place et site web créés dans les 6 sites pilotes	- Postes intranet - Sites web - Consultant	6 6 3		77 290	77 290	38 570	20 785
<b>A 123</b> : Mettre en place un réseau intranet	12 Postes relié par réseau	- Réseau intranet - Consultant			5 400	5 400	5 400	2 700

<b>A 124</b> : Mettre en œuvre un logiciel de gestion de la documentation au niveau de la Direction de la Reforme Administrative	Logiciel fonctionnel	Acquisition et installation du logiciel de gestion de la documentation		1 672	2 328	4 000	2 328	1 164
<b>A131</b> : collectes de données (informations) provenant des différentes entités (Directions) du MIRA et chargement du site Web	Fiche de collecte de données - Fichiers chargés et validés	Fourniture de bureau - Consommables informatiques - Charge de connexion			500	500	500	
<b>A132</b> : collecte, stockage et communication de données susceptibles d'intéresser les structures (Directions) internes du MIRA	Fiche de collecte de données - Rapport (validation)	Fourniture de bureau - Consommables informatiques - Charge de connexion			2 500	2 500	2 500	
<b>A 133</b> : Créer une base de données relative à la tenue des Journaux officiels disponibles au niveau de la Division Législation	20 répertoires créés	Base de données		774	1 726	2 500	1 726	

<b>A 134</b> : Créer une base de données relative à la documentation disponible au niveau du Centre	10 grands thèmes créés	Base de données		774	1 726	2 500	1 726	
<b>A 135</b> : Doter le Centre de Documentation de nouveaux ouvrages	200 nouveaux ouvrages introduits	Acquisition d'ouvrages divers			8 000	8 000		
<b>A136</b> : suivi et évaluation des activités	Rapports par activité	Carburant et lubrifiant - Fourniture de bureau - Consommables informatiques			500	500	500	
<b>IR1 : Informatiser et faire communiquer les informations</b>				<b>3 220</b>	<b>116 070</b>	<b>119 290</b>	<b>66 350</b>	<b>36 861</b>
<b>A211</b> : renforcement de capacité des cadres et personnel en informatique, bureautique et communication (Internet, Intranet, courrier électronique...) des entités concernées	15 agents formés	- Cadres - Agents	32		800	800	800	
<b>A212</b> : formation et renforcement de capacités des cadres et du personnel dans les six sites pilotes (Informatique, bureautique et communication) et dans l'utilisation du logiciel en tenue documentaire et d'archive	18 agents formés	Indemnités : - cadres - formateurs - chauffeur - Carburant et lubrifiant - Entretien véhicule	2 2 1		6 500	6 500	3 250	

<b>A213</b> : Installation du logiciel de gestion de documentation juridique Documentaliste et archiviste	Logiciels installés dans les 6 sites pilotes	Indemnités : - cadres - programmeur - chauffeur - Carburant et lubrifiant - Entretien véhicule	3 1 1		3 000	3 000	1 500	
<b>A 214</b> : Former des documentalistes et des archivistes à l'utilisation des outils informatiques	4 agents formés	Responsables du centre de documentation formés	2		800	800	800	
<b>A221</b> : Formation des cadres et du personnel chargé de la documentation et des archives en matière de verrouillage de système de communication d'information, de documentation et d'archive	15 agents formés	Personnel formé			800	800	800	
<b>A222</b> : suivi et évaluation des activités	Rapports par activité	Indemnités : - cadres - chauffeur - Carburant et lubrifiant - Entretien véhicule	4 1		6 000	6 000	6 000	
<b>IR2 : Améliorer et développer la capacité du personnel de documentation central et régional</b>					<b>17 900</b>	<b>17 900</b>	<b>13 150</b>	<b>7 306</b>
<b>A311</b> : renforcement des matériels informatiques, bureautiques et de communication de six (6) sites pilotes	6 ordinateurs, 6 scanners, 6 photocopieuses, 6 imprimantes mis en place dans les 6 sites pilotes	- Ordinateurs - Scanners - Photocopieuses - Imprimantes	6 6 6 6		72 000	72 000		

<b>A312</b> : achat de véhicules de tournée et de liaison	1 véhicule 4x4 et 1 véhicule léger	- Véhicule 4x4 - Véhicule léger	1 1		144 000	144 000		
<b>A 313</b> : Doter le Centre de documentation des moyens techniques nécessaires (matériels informatiques et bureautiques, consommables, ...)	4 ordinateurs, 2 scanners, 2 photocopieuses, 2 imprimantes laser, 1 machine à reliure mise en place	- Ordinateurs - Scanner - Photocopieuse - Imprimante laser - Machine à reliure - Encre pour l'imprimante et photocopieuse	2 1 1 1 1 1		25 000	25 000		
<b>A 116</b> : Rénover les mobiliers de bureau du Centre	10 armoires vitrées, 1 table de conférence, 20 chaises visiteurs, 1 table ordinateur mise en place	- Armoires vitrées. - Table de conférence. - Chaises visiteurs. - Table ordinateur	10 1 20 1		20 000	20 000		
<b>IR3 : Renforcer les équipements informatiques, matériels roulants et mobiliers</b>					<b>261 000</b>	<b>261 000</b>		
ACTIVITES	Indicateurs	Fonctionnement et investissement	Objectif	Coût en millier Ariary			MISONGA	
				Existant	A rechercher	Total	En millier Ar	En Dollars
<b>A111</b> : Acquisition des matériels	Matériels installés	- Micro-ordinateur - Imprimante couleur A3 - Table bureau - Chaises - Placard (doc, Cartes) - Scanner	1 1 2 2 1		5 950	5 950	5 950	2 975
<b>A211</b> : Atelier de formation en « Elaboration de document de projet »	25 participants formés	- Restauration - Participants - Formateurs	25 2		2 620	2 620	2 620	1 310

et de « Suivi-évaluation »(2 par Direction + 1 DPCF) 5j								
<b>A212</b> : Atelier de formation : renforcement de capacités administratives des Chefs de Districts "Administration territoriale appui au développement	234 agents formés (chefs de district et leurs adjoints)	- Transport - Per Diem - Restau & lodging - Formateurs	241 241 241 5	9 466	154 008	154 008	65 610	32 805
<b>IR1 : Renforcer la capacité pour l'effectivité de la décentralisation</b>					<b>162 578</b>		<b>74 180</b>	<b>37 090</b>

**MINISTERE DE L'INTERIEUR ET DE LA REFORME ADMINISTRATIVE**  
**PROGRAMME MISONGA**

**COLLABORATION ENTRE**  
**MINISTERE DE L'INTERIEUR ET DE LA REFORME ADMINISTRATIVE**  
**ET LE PROGRAMME MISONGA**

**mai 2005 au septembre 2005**

# **CADRE LOGIQUE D'INTERVENTION DU PROGRAMME MISONGA AU NIVEAU DU MINISTRE DE L'INTERIEUR ET DE LA REFORME ADMINISTRATIVE**

## **1. Contexte**

Le Programme MISONGA est un programme financé par le Gouvernement américain, à travers l'USAID, et exécuté depuis 2004 par Pact Madagascar et Catholic Relief Service, en vue de renforcer et consolider les efforts entrepris pour asseoir la bonne gouvernance dans différents secteurs. Il est en cohérence avec le Document Stratégique de Réduction de la Pauvreté (DSRP). Le Programme MISONGA intervient dans 3 régions : la province de Toamasina (Toamasina Est et Toamasina Ouest), la province de Fianarantsoa (Fianarantsoa Centre, Fianarantsoa Est, Fianarantsoa Sud Ouest), et la région Anosy (sous-préfectures Fort-Dauphin et Amboasary).

Dans le cadre de son objectif de développement rapide et durable, le Ministère de l'Intérieur et de la Réforme Administrative a demandé l'appui du Programme MISONGA pour la mise en place et la mise en œuvre de l'unité de Coordination de Projets au sein du ministère.

## **2. Objectif global**

Contribuer à la mise en œuvre de la bonne gouvernance au niveau du Ministère de l'Intérieur et de la Réforme Administrative

## **3. Objectif spécifique**

- Contribuer au renforcement et au développement de la coordination des projets
- Contribuer au développement d'accès aux informations et au renforcement des capacités d'utilisation et d'exploitation des informations
- Contribuer au renforcement des capacités en gestion de l'information pour la prise de décision
- Contribuer à l'amélioration des échanges et la circulation des informations entre les utilisateurs et les services
- Contribuer au développement et renforcement du centre d'informations et de documentation centrale ainsi que dans les trois sites pilotes définis en accords avec le programme MISONGA

## **4. Résultats attendus**

R1. Renforcement de capacités pour la coordination des projets

R2. Accès large aux informations et capacités développées en utilisation et exploitation des informations

R3. Meilleure gestion de l'information pour une prise de décision

R4. Amélioration des échanges et de la circulation des informations entre les services et les utilisateurs

R5. Renforcement du centre d'informations et de documentation centrale et dans les trois sites pilotes

## 5. Activités

### a) Formation en élaboration de document de projet et suivi-évaluation

#### ➤ **Objectif**

Améliorer les dix neuf (19) documents de projet du Ministère selon le guide Propack et renforcer la capacité des responsables en suivi-évaluation

#### ➤ **Résultats attendus**

- Chaque document de projet sera reformulé et amélioré par les responsables
- Les responsables de projet seront capables de faire le suivi-évaluation de leur projet

#### ➤ **Méthodologie**

La formation va être réalisée à travers un atelier de cinq (5) jours :

- trois (3) jours pour l'élaboration de document de projet
- deux (2) jours pour le suivi-évaluation

Cette formation sera organisée par MISONGA avec l'équipe de l'unité de coordination des projets

#### ➤ **Participants**

Deux (2) responsables par direction de MIRA seront invités à participer pendant ces 5 jours de l'atelier de formation, les participants devront être les mêmes jusqu'au dernier jour de formation.

#### ➤ **Budget prévisionnel et calendrier d'exécution**

L'atelier aura lieu à Antananarivo, et la formation sera offerte par l'équipe MISONGA.

<b>Activité</b>	<b>Investissement</b>	<b>Participant</b>	<b>Montant (en Ariary)</b>	<b>Calendrier</b>
<b>A112</b> : Atelier de formation en «Elaboration de document de projet » et de « Suivi-évaluation »(2 par Direction + 1 DPCF) 5j				
Préparation de l'atelier				6 - 10 juin
Atelier	Restauration - Participants - Formateurs	25 2	2,620,000	13 - 17 juin

**b) Inventaire des existants et évaluation des besoins dans le centre d'information et de documentation du Ministère et dans les trois sites**

➤ **Objectif**

- Evaluer les ressources matérielles, humaines et locales existantes afin de préparer les prochaines activités
- Etablir le contact entre la consultante de MISONGA et l'équipe du Ministère (central et régional)

➤ **Résultats attendus**

- Une liste de matériels existants et les besoins sera établie.
- Une liste de personnel avec leur responsabilité sera effectuée
- Les besoins en matériels (ordinateur, câble, bureau, ...) seront listés

➤ **Méthodologie**

L'inventaire des existants et l'évaluation des besoins des centres d'information et de documentation du Ministère seront effectués au niveau central et dans les trois sites pilotes inclus dans les zones d'intervention de MISONGA (Fenoarivo Atsinanana, Ambalavao, Taolagnaro).

Cette activité sera effectuée et organisée par la consultante de MISONGA et l'équipe du Ministère

➤ **Budget prévisionnel et calendrier d'exécution**

- L'inventaire central sera effectué au sein du Ministère même
- L'inventaire des trois sites sera effectué sur terrain :

<b>Activité</b>	<b>Investissement et fonctionnement</b>	<b>Objectif</b>	<b>Montant (en Ariary)</b>	<b>Calendrier</b>
<b>A211</b> : Inventaire des existants et évaluation des besoins	Carburant et lubrifiant - Fourniture de bureau - Consommables informatiques			17mai - 03 juin
<b>A212</b> : Inventaire des existants et évaluation des besoins dans trois (3) sites (circonscriptions administratives excentriques) pilotes	Per Diem – Transport - Hébergement		5,250,000	
. Préparation				23 - 27 mai
. Descente sur Fénériver-Est	Mission	5	1,415,200	21 - 24 juin
. Descente sur Ambalavao	Mission	5	1,279,200	28 - 01 juil
. Descente sur FTU	Mission	3	2,347,600	5 - 8 juil
. Rapport sur les existants	Rapport de mission - Fiche d'inventaire - Devis			21 juin - 15 juil

### c) Mise en place de l'intranet et création de site web

#### ➤ **Objectif**

- Accroître le niveau d'accès aux informations et renforcer les capacités d'utilisation et d'exploitation des informations
- Améliorer les échanges et la circulation des informations entre les utilisateurs et les services

#### ➤ **Résultats attendus**

- L'accès aux informations sera effectif
- Les informations correspondant aux besoins du Ministère seront mises en circulation

#### ➤ **Méthodologie**

La mise en place de l'intranet et la création de site web seront effectuées dans le centre d'information et de documentation au sein du Ministère, et les trois sites pilotes (Fenoarivo Atsinanana, Ambalavao, Taolagnaro) auront bénéficié de la connexion et la création des adresses email

Ces activités seront effectuées par des consultants informaticiens recrutés par MISONGA. La mise en place du consultant sur terrain, le suivi à mi-parcours et l'évaluation finale seront assurés par l'équipe MISONGA et le responsable de chaque site.

#### ➤ **Budget prévisionnel et calendrier d'exécution**

<b>Activité</b>	<b>Investissement et fonctionnement</b>	<b>Objectif</b>	<b>Montant (en Ariary)</b>	<b>Calendrier</b>
<b>A221</b> : mise en place Intranet, création de site Web			16,205,000	18 juil - 31 août
<b>A222</b> : mise en place intranet (Sites – MIRA) et création adresse e-mail par site pilote			<b>30,000,000</b>	
. Préparation				6 juin - 1 juil
. Descente sur Fenoarivo Atsinanana	Mission et installation	2	10,111,800	18 juil - 31 août
. Descente sur Ambalavao	Mission et installation	2	9,703,800	18 juil - 31 août
. Descente sur FTU	Mission et installation	2	9,393,800	18 juil - 31 août

#### **d) Mise en place d'un réseau intranet**

##### **➤ Objectif**

- Accroître le niveau d'accès aux informations et renforcer les capacités d'utilisation et d'exploitation des informations
- Améliorer les échanges et la circulation des informations intra-ministérielles

##### **➤ Résultats attendus**

- Chaque direction du Ministère de l'Intérieur aura accès aux informations
- La capacité d'échange sera développée

##### **➤ Méthodologie**

La mise en place du réseau sera effectuée dans chaque direction du MIRA, ainsi que dans le bureau du Ministre et celui du SG.

Cette activité sera assurée par un consultant recruté par MISONGA et suivie par MISONGA et l'équipe de la DPCF et DRA.

##### **➤ Budget prévisionnel et calendrier d'exécution**

<b>Activité</b>	<b>Investissement</b>	<b>Objectif</b>	<b>Montant (en Ariary)</b>	<b>Calendrier</b>
<b>A 223</b> : Mettre en place un réseau intranet (12 bureaux)	Installation	1	5,400,000	5 - 30 sept

#### **e) Mise en œuvre d'un logiciel de gestion de la documentation juridique au niveau de la Direction de Réforme Administrative**

##### **➤ Objectif**

- Perfectionner la tenue documentaire
- Renforcer les capacités de la gestion d'informations

##### **➤ Résultats attendus**

La gestion d'informations et de documents sera améliorée : facilement mis à jour et accédé par les utilisateurs et les services

##### **➤ Méthodologie**

Le logiciel de gestion de documentation juridique sera installé au sein de la Direction de la Réforme Administrative du Ministère et exploité par les responsables du centre d'informations et de documentation.

Cette activité sera assurée par l'équipe MISONGA.

➤ **Budget prévisionnel et calendrier d'exécution**

Activité	Investissement	Objectif	Montant (en Ariary)	Calendrier
<b>A 224</b> : Mettre en œuvre un logiciel de gestion de la documentation au niveau de la Direction de la Reforme Administrative				
Conception				25 juil – 5 août
Installation & mise en œuvre	Formation	1	4,000,000	22 août – 2 sept

**f) Renforcement des matériels informatiques, bureautiques et de communication des trois sites pilotes**

Le renforcement des matériels a été déjà intégré dans chaque activité car cela renforce les équipements du centre d'information et de documentation.

Pour les autres investissements des trois sites et l'installation du consultant, le budget prévisionnel sera comme suit :

Activités	Fonctionnement et investissement	Objectif	Montant (Ariary)	Calendrier
<b>A111</b> : Acquisition des matériels				
. Achat des matériels	. Micro-ordinateur . Imprimante couleur A3 . Table bureau . Retour informatique . Caisson . Chaises directionnelles . Chaises visiteurs . Placard (doc, Cartes) . Onduleur	1 1 1 1 1 1 2 1 1	6,065,000	
<b>A311</b> : renforcement des matériels informatiques, bureautiques et de communication des trois (3) sites pilotes	. Scanners . Photocopieuses . Imprimantes	3 3	10,200,000	21 juin – 8 juil
<b>A 312</b> : Doter le Centre de documentation des moyens techniques nécessaires (matériels informatiques et bureautiques, consommables, ...)	. Ordinateurs . Onduleur . Scanner . Photocopieuse . Imprimante laser . Machine à reliure . Encre pour l'imprimante et photocopieuse	2 2 1 1 1	9,475,000	2 - 27 mai

**Protocole d'accord#16 :**  
**« Coordination des projets et  
Informatisation et renforcement de système d'information  
et du centre de documentation »**  
**Projet MISONGA**

**Entre**

Le Ministère de l'Intérieur et de la Réforme Administrative, représenté par Le Général de Division (CR) M. SOJA, en sa qualité de Ministre, ci-après dénommé MIRA

**et**

Le Programme MISONGA, représenté par Monsieur Jean Bruno RAMAHEFARIVO, en sa qualité de Chief of Party, et le Comité exécutif du projet représenté par Jennifer OVERTON, représentant résident de Catholic Relief Service Madagascar et Jean Michel DUFILS, représentant résident de Pact Madagascar.

Attendu que :

- Le MIRA a soumis pour financement sur la Subvention du programme MISONGA (USAID – Pact Madagascar) une requête, faisant partie intégrante du présent accord, pour la réalisation du projet d'appui à « La Coordination des projets, Informatisation et renforcement de système d'information, et du centre de documentation».
- Pact apportera dans le cadre du projet MISONGA les appuis logistiques, matériels et en personne ressource pour le dit projet.

En foi de quoi les parties conviennent de ce qui suit :

**Article 1: Objet du protocole.**

- Le présent protocole d'accord a pour objet de renforcer la coordination des projets et de mettre en œuvre le projet d'informatisation et renforcement de système d'information et du centre de documentation du MIRA, pour permettre au Ministère d'implanter un système de gestion des informations et de la documentation rationnelle et sécurisée tant au niveau central qu'au niveau des circonscriptions administratives et de faciliter l'accès des usagers, des services et entités excentriques aux informations et documentations.

- Ce protocole constitue un cadrage global de l'appui de MISONGA au Ministère de l'Intérieur et de la Réforme Administrative. La mise en œuvre des activités citées en objet fera l'objet de protocoles spécifiques qui seront appuyés par des plans opérationnels et des budgets détaillés.

### **Article 2: Responsabilités des deux organisations.**

Par le présent Accord, le Ministère de l'Intérieur et de la Réforme Administrative consent à :

- Renforcer/Développer son rôle de coordination des projets, ses capacités d'élaboration des documents de projets, et les capacités administratives des Chefs de Districts.
- Accroître le niveau d'accès aux informations fiables et renforcer les capacités d'utilisation et d'exploitation des informations
- Renforcer les capacités en gestion de l'information pour la prise de décision
- Améliorer les échanges et la circulation des informations entre les utilisateurs et les services
- Développer/Renforcer son centre d'informations et de documentation centrale et dans trois sites définis en accords avec le programme MISONGA.

D'autre part, sur la base de la proposition budgétaire annexée au présent protocole d'accord, Pact, à travers le programme MISONGA :

- Apportera les appuis et assistances techniques nécessaires à la réalisation des objectifs sus cités.
- Assurera l'honoraire des consultants recrutés, la logistique, la prise en charge des différents ateliers/Formations et la mise à disposition de différents matériels/équipements nécessaires pour la mise en œuvre du présent protocole.

### **Article 3: Durée du protocole.**

Le présent protocole prendra effet du 18 mai 2005 au 30 septembre 2005.

Les dépenses engagées pour les activités dans le cadre de ce projet avant la date de signature, c'est-à-dire à partir de 01 janvier 2005 jusqu'au 17 mai 2005, sont approuvées et prises en charge par le présent accord de subvention.

### **Article 4: Montant du budget**

L'enveloppe budgétaire de la contribution de Pact pour le projet est de **Ar 89.215.000** (Quatre vingt neuf millions deux cent quinze milles Ariary)

Notons que Pact gèrera directement le fonds indiqué ci-dessus.

## **Article 5 : Résiliation**

Ce protocole peut être annulé par les parties à tout moment par lettre établie par l'une des parties initiatrices de l'annulation.

## **Article 6 : Modification et amendement.**

Le présent protocole pourrait être amendé suite à un accord entre les parties.

Fait à Antananarivo, ce 18 mai 2005

En trois (3) exemplaires.

**Pour « MIRA » :**  
**Ministère de l'Intérieur et de la Réforme Administrative**

**Signature** \_\_\_\_\_

**Nom** SOJA

**Fonction** Ministre

**Date** \_\_\_\_\_

**Pour «Le Programme MISONGA » :**

**Signature** \_\_\_\_\_

**Nom** Jean Bruno RAMAHEFARIVO

**Fonction** Chief Of Party - MISONGA Project

**Date** \_\_\_\_\_

**Signature** \_\_\_\_\_

**Nom** Jean Michel DUFILS

**Fonction** Représentant Résident.

**Date** \_\_\_\_\_

**Signature** \_\_\_\_\_

**Nom** Jennifer OVERTON

**Fonction** Représentant Résident.

**Date** \_\_\_\_\_

## 1. Formation en élaboration de documents de projets selon le guide PROPACK

L'atelier s'est déroulé le 14, 15, et 16 juin 2005 au Relais de la Haute Ville.

Le programme de l'atelier s'est déroulé comme suit :

### **1<sup>er</sup> jour :**

#### **Matinée :**

##### **- *Accueil des participants***

- Introduction de M. RALOMAMPIANINA Jeannot, directeur du Partenariat, de la Coordination des projets et de la Formation.
- Ouverture de la formation par le Directeur de Cabinet du Ministère
- Présentation du déroulement de la formation par Mme RAHARIMANANA Voahangy, consultante coordonnatrice des appuis MIRA/MISONGA
- Présentation du programme : Objectif de l'atelier, méthodologie et esprit de travail par M. RAZAFITSIALONINA Bienvenu
- Présentation du cycle du projet par le formateur
- Définition de l'objectif principal : « *Les participants seront capables d'élaborer les dossiers de projet selon le guide PROPACK* »

##### **- *Organisation***

- Attentes et craintes des participants
- Tableau d'organisation pour les trois jours de formation : animation, gardien du temps, évaluation de la journée

##### **- *Explication des quatre grandes sections d'un document de projet***

- Section 1 : Analyse des problèmes
- Section 2 : Analyse des objectifs
- Section 3 : Proframe / cadre logique
- Section 4 : Planification et analyse des ressources

##### **- *Allocution de M. Le Ministre***

#### **Après-midi :**

##### **- *Analyse des problèmes (théorie et exercice par groupe)***

- Arbre à problèmes
- Matrice FFOM
- Présentation et restitution des travaux de groupe

- **Evaluation de la journée**

**2<sup>ème</sup> jour :**

**Matinée :**

- **Rapport de l'évaluation de la 1<sup>ère</sup> journée**
- **Section 2 : Analyse des objectifs (théorie et exercice par groupe)**
  - Arbre à objectifs
  - Présentation et restitution des travaux de groupe

**Après-midi:**

- **Section 3 : Cadre logique / proframe**
  - Montage du proframe
  - Exercice sur le proframe
- **Evaluation de la journée**

**3<sup>ème</sup> jour :**

**Matinée :**

- **Rapport de l'évaluation de la 2<sup>ème</sup> journée**
- **Rappels :**
  - Arbre à problèmes
  - Arbre à objectifs
  - Relation entre arbre à objectifs, diagramme de résultats et proframe
  - Proframe (logique verticale et horizontale)
- **Exercices « logique verticale »**
  - Buts
  - Objectifs stratégiques
  - Résultats intermédiaires
  - Effets
  - Activités
- **Suite logique horizontale**
  - Indicateurs de performance
  - Source de vérification
  - Hypothèses

### **Après-midi:**

- **Exercices « logique horizontale »**
- **Finalisation proframe**
- **Planification et document de projet (présentation)**
- **Clôture par M. Le Directeur de Cabinet, représentant de M. Le Ministre**

## **2. Formation en suivi et évaluation**

### **1<sup>er</sup> jour:**

#### **Matinée :**

- **Accueil des participants**
  - Introduction de M. RALOMAMPIANINA Jeannot, directeur du Partenariat, de la Coordination des projets et de la Formation.
  - Présentation du programme par M. RAZAFITSIALONINA Bienvenu
- **Introduction sur le « Suivi » et « Évaluation »**
  - Explication de différentes définitions
  - Importance de Suivi et Évaluation : définitions (données, informations, suivi, évaluation), système de suivi et évaluation

#### **Après-midi:**

- **Conception des supports suivi-évaluation**
  - Cadre logique / Proframe
  - Plan de suivi-évaluation
  - Tableau de bord
- **Utilisation des supports suivi-évaluation**
  - Enregistrement des données
  - Exploitation des données

### **2<sup>ème</sup> jour:**

#### **Matinée :**

- **Suite de l'exploitation des données (tableau, ...)**
- **Types de rapports utilisés au MIRA : échange d'expériences**

- Rapports d'activités
- Rapports périodiques

**Après-midi:**

- ***Utilisation des supports***

- Rapports d'activités
- Circuit d'informations

- ***Clôture***

- Rapport sur les deux formations effectuées par MISONGA avec MIRA : M. RAZAFITSIALONINA Bienvenu, M&E coordinator MISONGA
- Distribution des certificats de formation
- Allocution de M. RAMAHEFARIVO Jean Bruno, COP de MISONGA
- Allocution de M. Le Ministre Général de Division SOJA

Calendrier de finalisation des documents de projet - APPUI MIRA

FIP	RESPONSABLES	SEANCE DE TRAVAIL (PL1*)	FEED BACK	SEANCE DE TRAVAIL (PL2*)	FEED BACK	SEANCE DE TRAVAIL (PL3*)	FEED BACK	FINALISATION
FIP 4 : Informatisation de la gestion de l'octroi des visas et cartes de séjour et du contrôle des étrangers	<ul style="list-style-type: none"> <li>- Isabelle</li> <li>- Jeannot</li> <li>- Haingo</li> <li>- Voahangy</li> <li>- Fenosoa</li> </ul>	Mardi 21/06/05 et Merc 22/06/05 à 9 h à la DIE	/	Mardi 28/06/05 et Merc 29/06/05 A 9h à la DIE	/	Mardi 05/07/05 et Mercr 06/07/05 A 9 h DIE	/	Jeudi 28/07/05 à 9 h DIE
FIP 6 : Renforcement de capacité de gestion des risques et catastrophes du CNGRC	<ul style="list-style-type: none"> <li>- Garçon</li> <li>- Raymond</li> <li>- Lalao</li> <li>- Rivo</li> <li>- Théodore</li> <li>- Bakoly</li> </ul>	Merc 22/06/05 à 15 h DRA	/	Mardi 28/06/05 A 14 h DRA	/	Mardi 05/07/05 A 14 h DRA	/	Mardi 12 /07/05 A 14 h CNS

<p>FIP 10/11 : -Informatisation et renforcement des moyens de la gestion du processus électoral (listes, cartes et résultats électoraux, urnes transparentes, badges, PV autocopiants)</p>	<ul style="list-style-type: none"> <li>- Masimana</li> <li>- Mamy</li> <li>- Annie</li> <li>- Timothé</li> <li>- Albert</li> </ul>	<p>Merc 29/06/05 A 9h AP</p>		<p>Vend 15/07/05 A 9 h AP</p>		<p>Vend 22/07/05 A 9 h AP</p>		<p>Vend 29/07/05 A 9 h AP</p>
<p>FIP19 : Informatisation de la gestion financière et de la comptabilité des matières</p>	<ul style="list-style-type: none"> <li>- Andry</li> <li>- Mbola</li> <li>- Fidy</li> <li>- Samy</li> <li>- Lanto</li> <li>- Viviane</li> </ul>	<p>Mardi 21/06/05 à 9 h DAF</p>	/	<p>Mardi 28/06/05 A 9 h DAF</p>	/	<p>Mardi 05/07/05 A 9 h DAF</p>	/	<p>Jeudi 14/07/05 à 9 h DAF</p>

FIP 13 : Mise en cohérence de conventions collectives DINA	<ul style="list-style-type: none"> <li>- Ginette</li> <li>- Vololona</li> <li>- Noro</li> <li>- Voahangy</li> <li>- Sata</li> <li>- Olivier</li> </ul>	Mardi 22/06/05 à 14 h 30 SDC		Merc 29/06/05 à 14 h 30 SDC		Merc 06/07/05 à 14 h 30 SDC		Merc 19/07/05 à 14 h 30 SDC
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\*PL 1 : Produit livrable : Arbre de problèmes et arbre des objectifs

PL 2 : Produit livrable : Proframe et budget

PL 3 : Produit livrable : Document de projets définitif.

**Personnels du Ministère de l'Intérieur et de la Réforme Administrative ayant obtenus un certificat de formation sur l'élaboration de document de projet selon le guide Pro pack et le Suivi et Evaluation**

- . RASOLOMAMPIANINA Jeannot – Directeur de partenariat, de la coordination des projets et de la formation
- . RATSIMBAZAFY Fidy – Directeur des ressources humaines
- . MANANTSOA Victor – Directeur de la programmation, de l'évaluation et de l'informatisation
- . RASELIARISOA Isabelle – Directeur de l'immigration et de l'émigration
- . RANDRIAMAHENINA R. Théodore Lucien – Directeur de la Réforme Administrative
- . RALAIARILIVA Ndriana Mamy – Inspecteur / DIAT
- . RASON Annie - Inspecteur / DIAT
- . RANDRIATAHIANA Raymond – Adjoint secrétaire exécutif / CNS
- . ANDRIANTOMPONERA Voahangiarimino Nalisoa – Chef de service des Affaires disciplinaires et du recrutement / DRH
- . MIHARISOA Samuel Albert Fenomanana – Chef de service de la logistique / DAF
- . RANIVOSOA Harilalao Marie Hortense – Chef de service du contentieux administratif / DRA
- . RAZAFIARISON Haingo Tantely – Chef de service de partenariat / DPCF
- . RAZANAMPARANY Ginette Marie Léoncline – Chef de service des autorisations de détention d'armes et de substance explosive / DAPMOSP
- . RAMAROKOTO Fenosa Emile – Chef de service des visas de séjour / DIE
- . RANDRIAMAMPIELY Bakoly Lalaoarivelo – Chef de service des études / DRA
- . RATSIMBAZAFY Norosoa Volanirina – Chef de service de la formation / DPCF
- . HERITIANA Charles Olivier – Chef de service de suivi et de l'évaluation / DPEI
- . RAZAFIMANDIMBY John Herimiandra – Chef de service de la programmation budgétaire / DAF
- . RANOROMALALA Lantoaritiana – Chef de service de la coordination des projets / DPCF
- . RABOBA Julie Viviane – Chef de service de l'informatisation / DPEI
- . GARÇON Gabriel – Chef de division des dons / CNS
- . RANDRIANARIVONY Timothé – Chef de division des élections / DPROD
- . RABE ANDRIATSARAFARA Voahangy – Chef de division de l'ordre et sécurité publics / DAPMOSP

## ANNEX

### Extracts of Chaine Penale Anti-Corruption report at the end of July 2005

Established through Intra - Ministries correspondence N.01/MJ/MDN/SESP of July 2<sup>nd</sup>, 2004 which associates the Ministry for Justice, the Ministry for National Defense and the State Secretariat in charge of public security, the *Chaine Pénale Anti-Corruption* objectives are: fast processing of corruption dossiers and the restoration of citizens confidence in justice. Its positive evaluation is based on the achievement of its objectives.

#### **Statistic at the level of the parquet from 14.08.2004 until mid-July 2005:**

- Complaints and files received 100.
- Numbers of affairs treated (69).
- Stand By (6).
- Affairs in the course of investigations at the level of the criminal Investigation Department: (25).

#### **1. Statistics taken from BIANCO Investigations Department activities at the end of October 2005 concerning the complaints situation in Madagascar**

##### **a. Complaints boxes:**

<b>Number of regions with complaints boxes</b>	<b>22</b>
<b>Number of districts with complaints boxes</b>	<b>82</b>

##### **b. Complaints received and treated:**

###### ❖ Received complaints :

	<b>Oct. 2005</b>	2005	2004	<b>TOTAL</b>
Received complaints	<b>537</b>	5787	813	<b>6600</b>
Complaints going through deliberation	<b>537</b>	5787	813	<b>6600</b>
Complaints waiting to be deliberated	<b>0</b>	0	0	<b>0</b>

❖ Eligible complaints :

	<b>Oct. 2005</b>	2005	2004	<b>TOTAL</b>
for investigation	<b>34</b>	392	56	<b>448</b>
for information and/or stepping	<b>8</b>	250	35	<b>285</b>
<b>TOTAL</b>	<b>42</b>	642	91	<b>733</b>

❖ Reported complaints :

<b>Cases typology</b>	<b>Oct. 2005</b>	<b>2005</b>
1. Domanial businesses and land litigations	<b>116</b>	<b>1 084</b>
2. Judiciary procedure	<b>46</b>	<b>671</b>
3. Complaints blaming gendarmes and police officers	<b>69</b>	<b>755</b>
4. Complaints blaming civil servants at central as well as at regional levels	<b>66</b>	<b>623</b>
5. Complaints within Health and Education areas	<b>41</b>	<b>358</b>
6. Social and family problems	<b>110</b>	<b>910</b>
7. Affairs concerning ports and customs	<b>4</b>	<b>53</b>
8. Criminal acts and oxen theft	<b>40</b>	<b>501</b>
9. Miscellaneous	<b>45</b>	<b>832</b>

❖ Geographical sources of complaints:

<b>Provinces</b>	<b>Oct.</b>	<b>2005</b>	<b>2004</b>	<b>TOTAL</b>
ANTANANARIVO	317	3 440	572	<b>4 012</b>
MAHAJANGA	39	583	75	<b>658</b>
TOAMASINA	31	444	75	<b>519</b>
TOLIARA	51	611	23	<b>634</b>
FIANARANTSOA	53	436	46	<b>482</b>
ANTSIRANANA	46	273	22	<b>295</b>

❖ Geographical sources of complaints / per region (October 2005) :

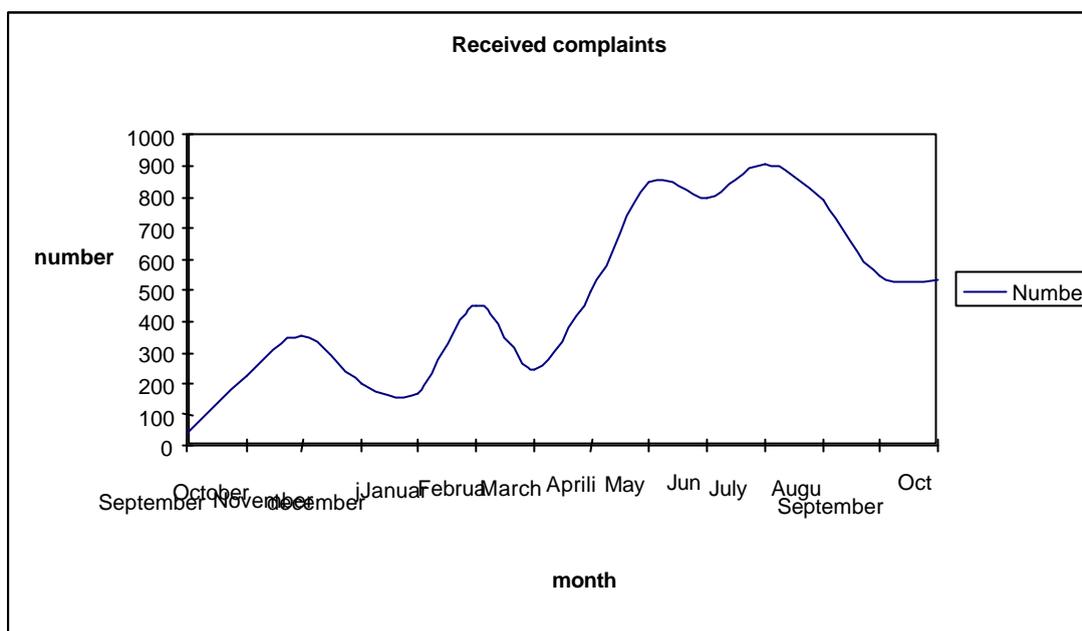
Provinces	Regions	Number	Provinces	Region	Number
<b>Antananarivo</b>	Analamanga	256	<b>Fianarantsoa</b>	Haute Matsiatra	27
	Itasy	12		Amoron'i Mania	7
	Vakinankaratra	44		Vatovavy Fitovinany	9
	Bongolava	5		Atsimo Atsinanana	5
				Ihorombe	4
	<b>Total 1</b>	<b>317</b>		<b>Total 4</b>	<b>53</b>
<b>Mahajanga</b>	Boeny	27	<b>Toliara</b>	Atsimo Andrefana	3
	Sofia	6		Menabe	1
	Betsiboka	3		Androy	8
	Melaky	3		Anosy	5
					7
	<b>Total 2</b>	<b>39</b>		<b>Total 5</b>	<b>51</b>
<b>Toamasina</b>	Alaotra		<b>Antsiranana</b>	Diana	2
	Mangoro	9		Sava	7
	Atsinanana	17			1
	Analanjirifo	5			9
				<b>Total 6</b>	<b>46</b>
	<b>Total 3</b>	<b>31</b>			

❖ Received complaints (between 17 September 2004 and 28 October 2005)

<b>2004</b>	<b>Sept.</b>	<b>Oct.</b>	<b>Nov.</b>	<b>Déc.</b>
Number of Complaints	37	221	355	200

<b>2005</b>	<b>Janv.</b>	<b>Fév.</b>	<b>Mars</b>	<b>Avril</b>	<b>Mai</b>	<b>Juin</b>	<b>Juil.</b>	<b>Août</b>	<b>Sept</b>	<b>Oct</b>
Number of Complaints	170	455	245	496	847	799	906	788	545	537

## 2. Extracts of the national anti-corruption strategy document 2005 – 2007



"...The High Council for the Fight Against Corruption (CSLCC) endeavors to develop a powerful strategy to significantly reduce corruption in Madagascar.

..... This document is a guide to be translated into an action plan. It is the second version of the strategy launched in 2004. This time, economic sectors providing high income for the country are analyzed as well as the pillars of the national integrity system i.e. entities that promote honest behaviors (the civil society organization, the media, religiously affiliated organization, etc...

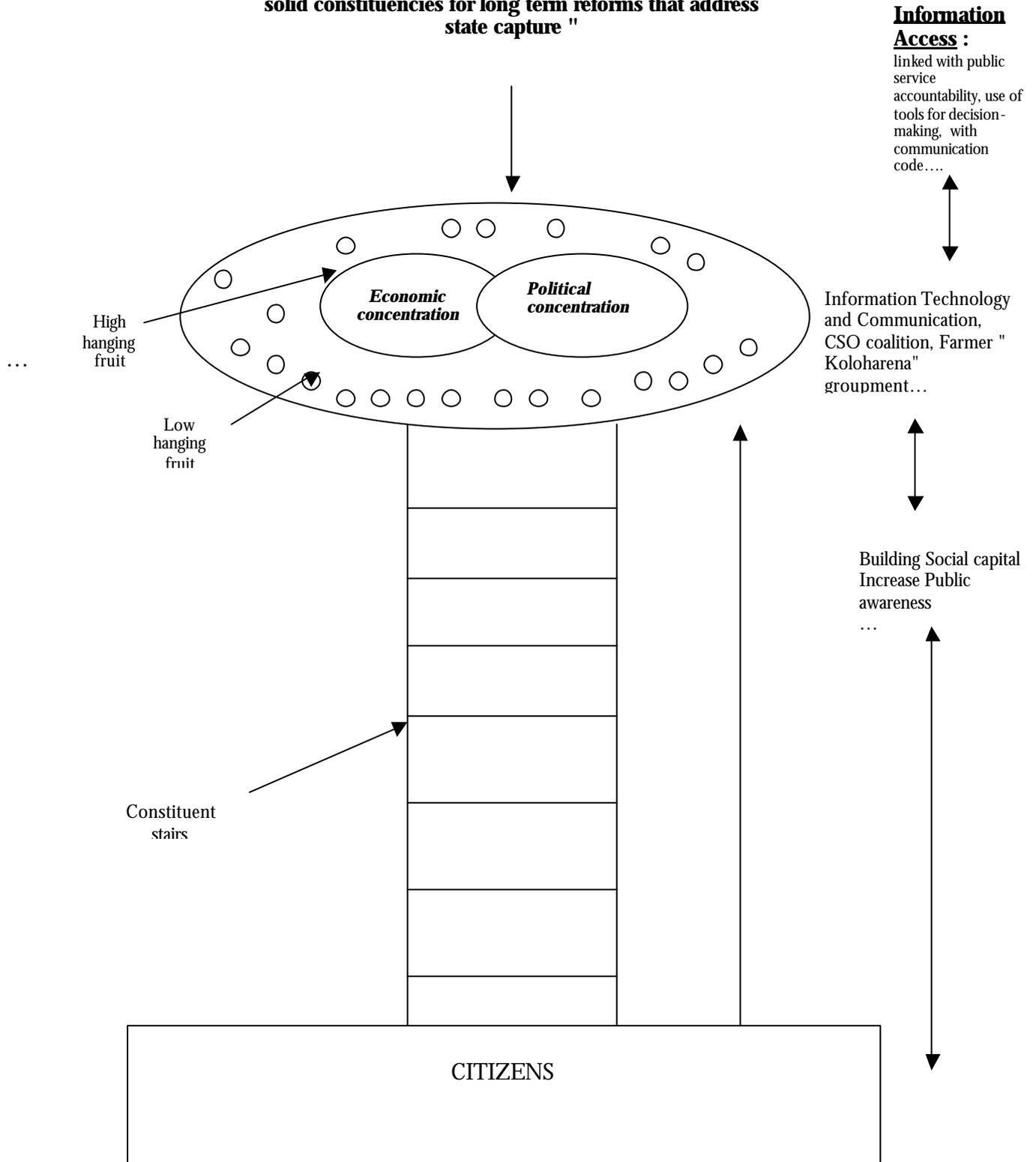
*Foreword written by CSLCC Président  
Bakolalao RAMANANDRAIBE RANAIVO HARIVONY*

".....Fight which starts to bear its fruits: One year after the beginning of the strategy implementation, adhesion of all stakeholders seems acquired. Indeed, to date, all the Heads of State institutions, Government members, the members of Parliament, Civil Society organization members, senior officials, members of the private sector signed a solemn commitment to implement the national Strategy to fight against corruption"

*PAGE 4/256 ITEM 2.FROM NATIONAL ANTI-CORRUPTION STRATEGY DOCUMENT 2005 - 2007*

**3. Trees illustrating the "MISONGA anti-corruption strategy "with some examples**

**“ Implement CSLCC activities in a way that will build solid constituencies for long term reforms that address state capture ”**



# ANNEX

## RESUME DU RAPPORT D'ACTIVITES «REACH»

Voahary Salama (VS) était un consortium créé en Juillet 2000 composé d'une vingtaine de partenaires oeuvrant pour l'intégration santé-population-environnement. Le but du consortium était de mettre en place une plate forme d'échange d'expériences entre les organisations de développement à Madagascar.

En 2002, VS est devenue une association légale. Ce statut juridique lui a permis de recevoir et de gérer des fonds propres. Elle a ainsi reçu l'appui du projet EHP/ECHO pour supporter et financer les activités de quelques membres dans le thème de l'intégration. La fin du projet EHP en 2004 coïncidait avec la période de transition de l'USAID durant laquelle la majorité des projets financés par ce dernier étaient clos et la nouvelle stratégie quinquennale est développée.

Un financement de REACH a été ainsi octroyé à VS pour appuyer VS dans la gestion de

cette période de transition et lui permettre de continuer la réalisation des activités notamment sur la planification familiale. Le second objectif de ce financement était le renforcement de sa restructuration. En effet, initialement plate-forme d'organisations puis association d'organisations, VS est actuellement en phase de restructuration organisationnelle, institutionnelle et stratégique. Les analyses organisationnelles et institutionnelles menées durant EHP ont mis en exergue la nécessité de cette restructuration pour que VS puisse réussir le passage d'un contexte de projet à celui d'association où la crédibilité basée sur le professionnalisme, l'efficacité, avec une forte identité et une unité d'esprit dans la diversité sont plus qu'indispensables pour être pérenne.

Dans ce cadre, Pact Madagascar appuie



Zone d'intervention de VS

techniquement VS via le financement REACH contractuellement depuis Février 2005 pour que cette restructuration soit menée à bien.

L'objectif I consistant au renforcement organisationnel et institutionnel est crucial. Plusieurs études ont été déjà menées auparavant, elles ont apporté une amélioration de la situation mais n'ont pas adressé d'une manière systémique et approfondie les problèmes institutionnels et organisationnels de VS car elles n'ont pas été mandatées pour. Les liens entre les différentes entités formant VS paraissent insuffisamment raffermis. Certains flous sont ressentis au niveau du partage de rôles et attributions des membres, de la Cellule Exécutive (CE) et du Conseil d'Administration (CA). Certaines fonctions de représentation et de marketing n'ont pas été pleinement assurées. Avec ses expériences probantes dans le domaine, Pact s'est proposé pour renforcer VS.



*L'eau potable, une des problématiques adressées par VS*

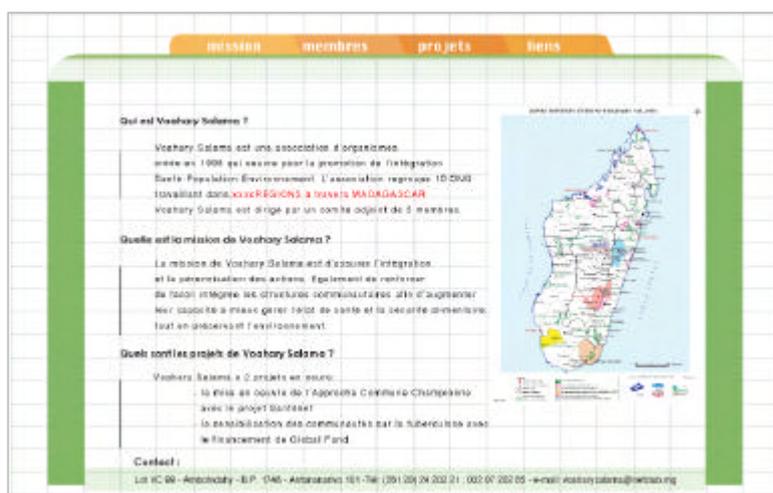
L'objectif II qui consiste au renforcement des capacités techniques de VS et à la capitalisation de ses acquis apparaît opportun. Les acquis de la (CE) et des ONG membres sont considérablement importants mais des leçons sont également à tirer de ces expériences, il est propice de les rassembler, analyser et de les communiquer durant cette phase de transition en tant qu'éléments de décision indispensables dans le renforcement de l'identité de VS et de son marketing. Le renforcement des capacités techniques vise surtout à l'amélioration des connaissances de l'équipe pour en augmenter l'efficacité. Il s'agit des méthodes de collecte et de traitement des données, le suivi-évaluation et surtout du processus QIP qui est un excellent outil d'intégration et de mobilisation. Pact a été fortement sollicité par VS pour l'appuyer dans l'atteinte de cet objectif de par ses expertises et de par la longue période de collaboration entre les deux institutions et donc de la connaissance par Pact des activités menées par VS depuis sa constitution.

VS a également demandé le soutien de Pact pour l'augmentation et la diversification des sources de financement de VS. Cela consiste au développement de partenariat et au renforcement dans l'élaboration des «proposals».

L'appui de Pact dans la gestion conjointe des «grants» est récent. Il s'agit plus précisément de renforcer les capacités de gestion financière et de suivi de ces subventions suite à des problèmes de déblocage. Toutes les activités prévues ont été adressées siège de VS.

VS est actuellement dans la bonne voie quant à sa restructuration. Les résultats de l'audit organisationnel et institutionnel ont été validés par le Conseil d'Administration et l'Assemblée Générale. Le Business Plan (BP) est en cours de finalisation et attend la validation de VS. Une source de financement a été identifiée pour la mise en œuvre des principales recommandations du BP, il s'agit du projet MISONGA financé par l'USAID.

La majorité des renforcements de capacités techniques ont été mis en œuvre comme prévu : les formations ont eu lieu, les outils et manuels d'approches communautaires disponibles. Le site web est en ligne. Les dossiers de plaidoyer de QIP sont en cours de finalisation avec le support de MISONGA qui projette également d'appuyer VS dans leur mise en oeuvre. L'audit financier a été réalisé. Tous les grants ont été octroyés et les "grantees" ont



Un aperçu du site web de Voahary Salama

bénéficié d'un appui technique dans la planification et le rapport des activités.

Ces résultats sont décrits dans le tableau suivant:

Objective/Expected Results /Activities	Realizations
<b>OBJECTIVE I: To make VS operational for future finance management</b>	
Expected Results I.1: VS institutional restructuring approved	
1.1.1. Organizational and institutional audit	Audit document available and validated
1.1.2. Financial audit	Financial audit document available
1.1.3. Support to VS strategic planning process	Draft of the strategic planning document available
1.1.4. Develop VS business plan	Document available
<b>Objective II: To capitalize on VS lessons learned and reinforce its technical capacities</b>	
Expected Results II.1: Materials for monitoring & evaluation operational	
2.1.1. Support VS in developing a reference manual to help members monitor their activities	Tool available and used (status?)
Expected Results II.2: Available manual for community based approaches	
2.2.1. Support Vs to develop/revise VS Champion Community social mobilization approach manual	Manual available
2.2.2. Support Vs to develop/revise Child	Manual available

<b>Objective/Expected Results /Activities</b>	<b>Realizations</b>
Community social mobilization approach manual	
2.2.3. Support Vs in drawing lessons learned regarding their adult literacy intensification approach	Document available
Expected Results II. 3: Disseminated results	
Support VS to develop their website	Web site online
Develop a document summarizing VS experiences and members' lessons learned	Draft available (en cours)
Expected Results II. 4: Reinforced technical abilities	
Introduce GIS techniques to VS	Trainings carried out
Train VS in QIP processes	Trainings carried out
Reinforce VS' capacities in QIP identification	QIP identified for three areas (Fianarantsoa, Fort-Dauphin, Moramanga)
Reinforce VS' capacities in QIP analysis	Drafts available
Support VS to collect Communal Development Plans (PCD) and Communal Monographs	PCD and Communal Monographs of some intervention zones available
Supports VS in sharing experiences and lessons learned	1 workshop organized
Train VS on planning processes	Trainings carried out
Train VS on data gathering and analysis	Trainings carried out
Objective III: To insure VS sustainable finances	
Expected Results III.: Financial resources of VS diversified	
3.1.1. Support VS on developing proposals	4 proposals elaborated
Objective IV: To improve member NGOs abilities to implement PHE projects	
Expected Results IV.: NGOs' technical and organizational capacities reinforced	
4.1.1. Support VS in grants management	5 grants of USD 44.800 delivered and monitored

Le financement a permis à VS d'identifier et d'adresser d'une manière systématique les obstacles à son développement/expansion mais également de renforcer ses capacités. Tous les objectifs ont été adressés pour Pact Madagascar, des résultats concrets ont été obtenus. Les plus importants consistent à la réalisation de l'audit organisationnel et institutionnel et l'initiation du processus QIP. VS est actuellement dans la bonne voie et a l'élan et la volonté nécessaires mais la pérennisation et la construction/consolidation de la crédibilité sont des travaux de longue haleine.

La continuation du processus de restructuration déjà engagé actuellement est primordiale pour un meilleur avenir de l'Association. La prochaine étape consistera en la mise en œuvre des

recommandations du business plan. MISONGA, projet financé par l'USAID prendra le relais notamment pour la mise en la place et le renforcement technique et institutionnel de la nouvelle structure.

La mise en œuvre de cette collaboration Pact-VS a été une excellente expérience pour Pact. Elle nous a permis entre autres de développer encore un peu plus nos connaissances et nos liens avec l'Association. Cela a été surtout une opportunité pour Pact de contribuer à faire avancer l'excellente initiative de regrouper et de combiner les efforts et les expertises de la Société Civile que sont les membres pour une meilleure intégration multisectorielle, garante du développement local.

Cela n'aurait pas été possible sans la bonne volonté et la collaboration de l'équipe de VS. Et enfin, nous ne pourrions terminer sans mentionner ici l'engagement, le soutien effectif et permanent de l'USAID/HPN qui nous a permis d'avancer dans nos objectifs. Merci donc à VS et USAID/HPN.

## ANNEX

### SUBGRANTS BY INTERMEDIATE RESULT

N°	Institution	Grantee	IR	Amount (USD)	SECTOR	Zone
1	Pact	Voahary Salama	1	38,835	Santé	Antananarivo
2	Pact	AFEMM	1	40 841,28	Genre	Antananarivo
3	Pact	ONG TANTSOROKA	1	3 619,74	Foncier	Antananarivo
4	Pact	TABITA	1	3 719,54	Genre	Antananarivo
5	CRS	KMF/CNOE	1	10 449,00	Autres: Droit de l'homme, formation, mécanisme de participation	Antananarivo
6	CRS	AID	1	7 228,50	Environnement	Antananarivo
7	CRS	CNPFDH	1	6 670,00	Autres : Droit de l'homme, formation, mécanisme de participation	Antananarivo
8	CRS	DRV	1	5 619,00	Genre	Antananarivo
9	CRS	MAMIZO	1	4 251,00	Genre	Toamasina Est
10	Pact	PlaCAZ	1	22 020,00	Environnement	Toamasina Est
11	CRS	MATEZA	1	2 462,35	Environnement	Toamasina Est
12	CRS	COOPADIA	1	5 868,50	Foncier	Toamasina Est
13	CRS	FIMAFITO	1	3 505,00	Foncier	Toamasina Est
14	CRS	CRADE	1	3 115,00	Genre	Toamasina Est
15	CRS	ASOS Fénérive Est	1	0,00	Foncier	Toamasina Est
16	Pact	FILANTSOA	1	3 800,00	Environnement	Toamasina Est
17	Pact	EZAKA VAOVAO	1	2 057,50		Toamasina ouest
18	Pact	SAF FJKM Ambatondrazaka	1	3 015,00	Agri-commerce	Toamasina ouest
19	CRS	ASOS Brickaville	1	0,00	Foncier	Toamasina Ouest
20	Pact	CMP 1	1	3 948,55	Environnement	Fianarantsoa Centre
21	Pact	MAKY MADAGASCAR	1	4 342,23	Foncier	Fianarantsoa Centre
22	Pact	Radio MAMPITA	1	5 109,50	Système d'Info /RLICS	Fianarantsoa centre
23	Pact	FALAFAGECO	1	5 280,00	Genre	Fianarantsoa centre
24	Pact	MIARADIA	1	4 402,75		Fianarantsoa centre
25	Pact	CAFF	1	5 141,73	Genre	Fianarantsoa centre
26	CRS	FIFAHO	1	5 786,50	Anti-corruption	Fianarantsoa Ouest
27	CRS	PRODERI	1	6 138,50	Anti-corruption	Fianarantsoa Ouest

N°	Institution	Grantee	IR	Amount (USD)	SECTOR	Zone
28	CRS	Région Vatovavy Fitovinany	1	1 685,00	PRD	Fianarantsoa sud est
29	CRS	Région Sud Est	1	1 721,00	PRD	Fianarantsoa Sud est
30	CRS	AJEFAM	1	5 780,50	Foncier	Fianarantsoa Sud Est
31	CRS	FVTV	1	6 138,50	Genre	Fianarantsoa Sud Est
32	CRS	IAD	1	4 917,00	Genre	Fianarantsoa Sud Est
33	CRS	TARIKA	1	4 994,55	Citoyenneté	Fianarantsoa Sud Est
34	CRS	VIF	1	6 143,50	Genre	Fianarantsoa Sud Est
35	Pact	ASOS ZONE Sud	1	1 681,50	SANTE	Anosy/Ambovombe/Androy
36	Pact	ONG FARAVEHIVAVY	1	4 048,55	Genre	Anosy/Ambovombe/Androy
37	CRS	MAGNARY	1	4 028,75	Genre	Anosy/Ambovombe/Androy
38	CRS	SAP	1	37 950,00	Environnement	Anosy/Ambovombe/Androy
39	CRS	TEHOSOA	1	3 949,00	Genre	Anosy/Ambovombe/Androy
40	CRS	OSCM	1	24 174,48		National
41	Pact	ARSIE	2	5 075,01	Environnement	Antananarivo
42	Pact	AEMISA	2	3 198,20	Système d'Info /RLICS	Toamasina ouest
43	Pact	AEMISA II	2	947,50	Système d'Info /RLICS	Toamasina ouest
44	Pact	AEMISA II	2	947,50		Toamasina Ouest
45	Pact	CEDII	2	29 185,40	Système d'Info /RLICS	Fianarantsoa Centre
46	Pact	ALT	2	60 320,57	Radio	Fianarantsoa centre
47	Pact	GRET	2	37 950,00	Observatoire	Anosy/Ambovombe/Androy
48	Pact	Région Boeny	3	10 184,50	Système d'Info /RLICS	Mahajanga
49	CRS	MDAT	3	17 000,00	Autres: Droit de l'homme, formation, mécanisme de participation	Antananarivo
50	Pact	E-Gouvernance (Présidence & MTPC)	3	240 000,00	Système d'Info /RLICS	Antananarivo
51	Pact	MIRA	3	44 607,50	Système d'Info /RLICS	Antananarivo
52	Pact	FES	3	96 000,00	Autres: Droit de l'homme, formation, mécanisme de participation	Antananarivo
53	Pact	CMP 2	3	15 054,90	Environnement	Fianarantsoa Centre

N°	Institution	Grantee	IR	Amount (USD)	SECTOR	Zone
54	Pact	Région Amoron'i Mania	3	2 790,00	PRD	Fianarantsoa Centre
55	CRS	Région Ihorombe	3	1 638,00	PRD	Fianarantsoa Ouest
56	Pact	Région Anosy	3	78 510,76	PRD et Système d'Info	Anosy/Ambovombe/Androy
57	Pact	CRD Anosy	3	125 156,74	Autres: Droit de l'homme, formation, mécanisme de participation	Anosy/Ambovombe/Androy
58	Pact	CAMM	4	51 441,18	Anti-corruption	Antananarivo
59	Pact	CSLCC III	4	225 000,00	Anti-corruption	Antananarivo
60	Pact	CSLCC	4	10 000,00	Anti-corruption	Antananarivo
61	Pact	CSLCC I	4	9 601,23	Anti-corruption	Antananarivo
62	Pact	CSLCC II	4	880,00	Anti-corruption	Antananarivo
63	CRS	TI - IM	4	44 608,79	Anti-corruption	Antananarivo
64	CRS	BIANCO	4	300 000,00	Anti-corruption	Antananarivo
65	CRS	FAMAK	4	79 380,70	Anti-corruption	Antananarivo
66	Pact	CRD MANGORO (Cadre)	1-3	24 500,00	Système d'Info /RLICS	Toamasina Ouest
67	Pact	CoRDAL (Cadre)	1-3	24 500,00	Système d'Info /RLICS	Toamasina Ouest
68	Pact	CRD MANGORO (Plaidoyer)	1-3	3 061,00	Environnement	Toamasina Ouest
69	Pact	CoRDAL (Plaidoyer)	1-3	3 649,99	Agri-commerce	Toamasina Ouest
70	Pact	Région Alaotra Mangoro	2-3	18 300,00	PRD	Toamasina ouest
71	Pact	Région Haute Matsiatra	2-3	7 950,00	PRD et Système d'Info	Fianarantsoa Centre
72	Pact	Région Amoron'i Mania SI	2-3	29 000,00	Système d'Info /RLICS	Fianarantsoa centre
				<b>1 895 460,48</b>		