

LINKING
ACTORS FOR
REGIONAL
OPPORTUNITIES

Associate Award No. 687-A-00-04-0002-00
Under Leader Award No. GEG-A-00-01-00005-00



LARO

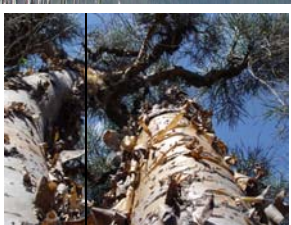
ANNUAL PROGRAMMATIC REPORT

October 14th, 2004 – October 14th, 2005

Submitted by Pact, Inc
In Association with its partners
FAFAFI
CIREEF
IHSM



November 14th, 2004



LIST OF ACRONYMS

| | |
|---------------|---|
| ACORDS | : Appui aux Communes et Organisations Rurales pour le Développement du Sud |
| BM | : Banque Mondiale |
| CBOs | : Community – Based Organizations |
| CBNRM | : Community Based Natural for Resources Management |
| CCD | : Communal Development Committees |
| CGDIS | : Commissariat Général pour le Développement Intégré du Sud |
| CIREEF | : Circonscription Régionale de l’Environnement, des Eaux et Forêts |
| CRD | : Comité Régional de Développement (Regional Development Committee) |
| CSOs | : Civil Society Organizations |
| DGC | : Développement et Gestion des Connaissances |
| DGEF | : Direction Générale des Eaux et Forêts |
| EU | : European Union |
| FAFAFI | : <i>Fanentanana Fambolena sy Fiompiana</i> - Cultivation and Farming Sensibilization |
| FTU | : Fort Dauphin |
| GDA | : Global Development Alliance |
| GOM | : Government of Madagascar |
| HIMO | : Haute Intensité de Main d’œuvre (Work For Food approach) |
| IHSM | : Institut Halieutique et des Sciences Marines |
| LWA | : Leader with Associates Award |
| MBG | : Missouri Botanical Garden |
| MEEF | : Ministère de l’Environnement et des Eaux et Forêts |
| MIRAY | : Consortium WWF-CI-PACT/Program for Ecoregion-Based Conservation and Development |
| NEAP | : National Environmental Action Plan |
| NGOs | : Non Governmental Organizations |
| NRM | : Natural Resource Management |
| NRMP | : Natural Resource Management Project |
| NWLF | : National Landowners Wildlife Forum |
| OCA | : Organizational Capacity Assessment |
| ONE | : Office National pour l’Environnement (National Environment Office) |
| PAE | : Plan d’Action Environnementale (Environmental Action Plan) |
| PAIGEP | : Programme d’Appui aux Initiatives de Gestion Economique et Planification |
| PCD | : Plan Communal de Développement (Communal Development Plan) |
| PHBM | : Projet de la Haute Bassin de Mandrare |
| PIP | : Programme d’Investissement Public |
| PPA | : Public-Private Partnerships |
| PRSP | : Poverty Reduction Strategic Plan |
| PST | : Projet Sectoriel de Transport |
| QMM | : Qit Minerals Madagascar |
| RFA | : Request for Approval |

SAVEM : Sustainable Approach for Viable Environment Management
RDF : Regional Development Framework
SEIA : Social and Environmental Impact Assessment
SIFA : Sehatra Ifampidinihana ho Fampandrosoana an' Amboasary (Amboasary Development Dialogue Structure)
UNPD : United Nations Program for Development
USAID : U.S Agency for International Development
WCS : Wildlife Conservation Society
WWF : World Wide Fund for Nature

TABLE OF CONTENTS

| | |
|---|-----------|
| EXECUTIVE SUMMARY | 5 |
| I INTRODUCTION | 6 |
| I.1 The intervention zone - Anosy Region | 6 |
| I.2 GDA/Alliance | 8 |
| II KEY RESULTS AND HIGHLIGHTS FOR THIS YEAR..... | 9 |
| III ACHIEVEMENTS BY COMPONENT | 11 |
| III.1 Result 1. Civil Society and Regional Actors Integrate Social, Economic and Environmental Dimensions into a Regional Development Framework | 11 |
| III.1.1 Transferring technical capacities to support planning process in close collaboration with regional technical specialists | 11 |
| III.1.2 General Assemblies of the CRD to validate the RDF | 12 |
| III.1.3 Institutional mission statement and organizational structure of the CRD | 13 |
| III.1.4 National, regional and communal/local actors mobilized..... | 14 |
| III.1.5 Information updates and analysis to improve RDF document | 16 |
| III.1.6 Collaboration with other Programs and donors | 16 |
| III.2 Result 2. The Regional Development Framework Integrates Local Development Initiatives and Plans | 17 |
| III.3 Result 3. Conservation & Development Activities Contribute to the Protection of Biodiversity in the Context of Local and Regional Development Frameworks..... | 19 |
| III.3.1 Tree nursery implementation and reforestation..... | 20 |
| III.3.2 Setting in place "Conservation site" | 21 |
| III.3.3 Artesian aquaculture project..... | 22 |
| IV SUCCESS STORIES/LESSONS LEARNED | 23 |
| V KEY RECOMMENDATIONS FOR THE FUTURE | 24 |
| V.1 CRD, Region & RDF | 24 |
| V.2 Urban Plan..... | 25 |
| V.3 Environmental activities | 26 |
| VI CONCLUSION | 28 |

EXECUTIVE SUMMARY

Among other USAID Project, LARO is the first program developed and executed under the mechanism of the Global Development Alliance, promoting Public – Private Partnership. LARO, a Malagasy word which signifies unique and successful outcome derived from consolidation, mixing or addition of a wide variety of elements, is a real translation of the spirit and challenge involved in this program. LARO is a mix of multi-sectoral governance, environment/conservation of natural resources integrated into coherent vision of development applied across all levels (communes, region, national) and sectors. For its stakeholders, especially USAID and QMM as member of the Alliance and Pact and its executive partners, LARO is a continuous challenge to prove that collaborative mechanisms between the private and public sectors will actually bring benefit and tangible results for the rural community.

LARO applies interventions aimed to improve planning processes at various levels and implements activities seen as a translation of prioritized action plans. The finalizing of the Regional Development Framework (RDF) for the Anosy region in conformity of the Poverty Reduction Strategic Plan (PRSP) and integrating Communal Development Plans and Fort-Dauphin Urban Plan are the core component of the program's interventions.

The first main achievement of LARO was the mobilization of all stakeholders, including local-based communities, regional development actors, and Government agencies to participate in the revision and validation of the 4th phase of the RDF and definition of the 8 orientations and 7 nodes of development in the regions. This process was followed by the definition of priority actions and translating them into investment programs for the next year and particularly in the elaboration of Program Implementation Plan (PIP) of 2005.

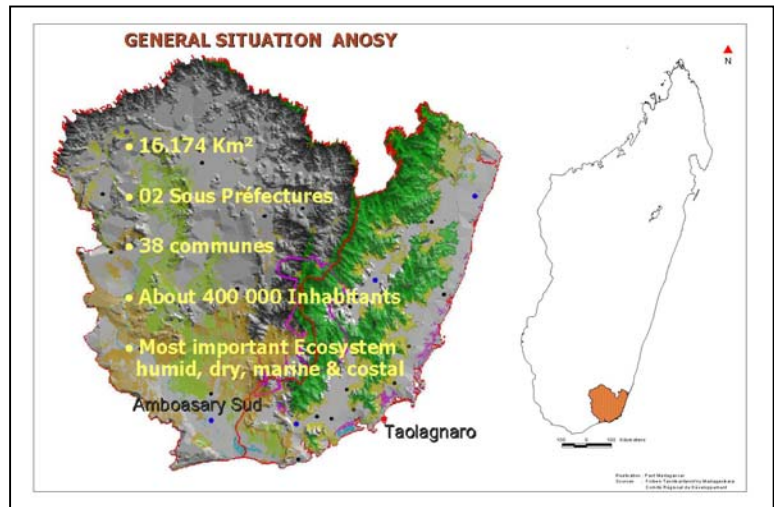
The second main achievement of LARO is the elaboration of the Fort Dauphin's Urban Plan (UP). Fort Dauphin is considered as the most important development node in the Anosy region and one of the growth poles for the country in general in the same level as Nosy-be and Antsirabe – Antananarivo.

During RDF analyses, the lack or deficit of fire and construction wood and the risk of degradation of natural forests were two main considerations in defining development strategies and alternatives in the region. Therefore, one of the first realized field activities under LARO was the development and the implementation of a tree nursery station that is currently producing 120,000 seedlings to be used in reforestation around 100 ha of key areas in the region. Reforestation activities will focus on 20 Hectares of land surrounding Fort-Dauphin city and identified conservation sites in each of the 5 targeted communes of Anosy region. Other field activities under implementation within the first year of LARO are aquaculture projects and conservation site development. Achievements in these two activities are currently centered on planning, survey, and sensitization and mobilization activities.

I INTRODUCTION

I.1 THE INTERVENTION ZONE - ANOSY REGION

The Anosy Region is LARO's main zone of intervention. The region is located in the extreme southeastern part of Madagascar and composed of the two Administrative sub-regions of Fort-Dauphin and Amboasary. Anosy is one of the most famous attraction zones for tourism in the country (the third destination) due to its particular richness of natural resources and unique biodiversity in terms of flora and fauna. The national park of Andohahela in this region, extending within 76.000 ha, is unique and had recently received an international award of ecotourism for combining humid forests and dry forests within its restricted area.



The region has also enormous economic potential in terms of mineral resources, agriculture, fisheries, and others. A large mining project is currently being launched by QMM for ilmenite extraction. It constitutes an important opportunity for the region and will bring along investment in infrastructure development (Port, Airport, roads, etc), and generate employment/jobs to the local population, eventually generating financial resources to the decentralized administrative structures such as communes and regional units. The watershed of Mandrare and the Manampanihy Valley are very important zones for agricultural development. As a coastal zone, Anosy is rich in marine and sea products such as lobsters and shrimps, which are very important for the region and the overall Malagasy exportation.



« Andohahela National Park: One of the region strength for ecotourism »

However, these potentials will not bring any relevant value to the Region unless a clear and coherent development strategy is set in place. The development of the region will essentially lead to the doubling of population within the next 20 years, increased demand on energy and natural resources, degradation of forests, loss of biodiversity and threats to many species. Without a proper development plan, it is expected that the socio-economic situation will further deteriorate. The current socio-economic

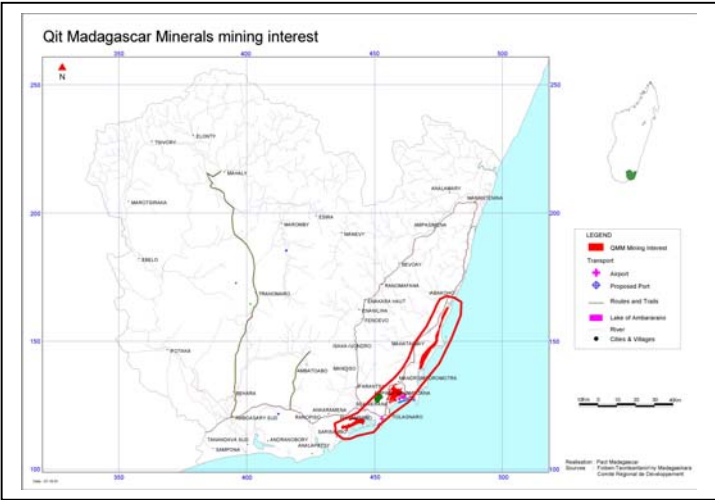
indicators in the Anosy regions are: household income is \$57/year, paludism/fever affects 23,72% of population; diarrhea is among 9,23%; analphabetism is among 74% of the population in Fort-Dauphin and 85% in Amboasary, 74% of children do not attend school.

Regional Planning dynamics

Over the past 5 years, substantial efforts were undertaken to create an integrated regional planning framework in the Anosy region to ensure greater coherency and synergy among the different sectors and integrate environmental considerations across all sectors. Regional planning initiatives hold out the promise of improved and more productive development investments as they are based on priorities, needs and aspirations of the local communities and the region as a whole. The Regional Development Plan (RDF) elaborated by LARO will be adopted as the main reference for development investment planning in the region.

Comité Régional de Développement de l’Anosy (CRD)

The Regional Development Committee (CRD) aims to ensure “continued regional dialogue” focused on development issues in the Anosy region. It has been engaged in the process of regional development planning to produce the “Regional Development Framework” (RDF) with the participation and collaboration of public, private and civil society actors from across the Region.



The CRD is the interface of the Region’s General Assembly which represents the Provincial and Regional Public Services and the Administration, elected officials, Civil Society organizations and the private sector from the 43 communes of the region. It is the CRD’s General Assembly which has the responsibility to review, debate and adopt the RDF and all other related documents.

QMM dynamics

QIT Madagascar Minerals (QMM), is a mining company that is 80% owned by the Rio Tinto Group, a UK/Australian-based mining company, and 20% by the Government of Madagascar (GOM). Over the past 15 years, QMM has been exploring the feasibility of initiating mining project to extract grains of ilmenite sands and small quantities of zircon sand from a mineral sands deposit near the coast. The deposit consists of three blocks in the sub-regions of Petriky, Mandena and Ste-Luce in the region of Anosy (Fort Dauphin). To secure an environmental permit for the proposed project (the central Mandena block), QMM prepared a Social and Environmental Impact Assessment (SEIA) study that was submitted to the GOM in May 2001.

I.2 GDA/Alliance

The Global Development Alliance (GDA), launched by the USAID Administrator in 2001, is a new US Government business model for public-private collaboration, as well as one of the underlying principles of USAID's reorganization and reform strategy. Through the GDA approach, USAID hopes to stimulate new investments and practices by bringing new actors and new ideas into the international development arena. As part of this new strategy, LARO (Linking Actors for Regional Opportunities) program is a public-private partnership between USAID and QMM (multinational mining conglomerate Rio Tinto QIT Madagascar Minerals) to promote the implementation of a sustainable development framework and the effectiveness of good governance practice in the Anosy Region.

This USAID-QMM Alliance is motivated by three primary interests centered on the region of Fort-Dauphin (Anosy):

- (1) Poverty of Malagasy people, especially in the region of Fort-Dauphin, exacerbated by their vulnerability to recurrent natural disasters, continued food insecurity, lack of regional planning to manage the sustainable exploitation of natural resources and shortcomings in government management of social sector priorities;
- (2) Madagascar's rich natural resources -- notably its unique biodiversity, which is of immeasurable global importance; and
- (3) High potential of mining investment as a driving economic force that also contributes to the long-term resolution of the social and environmental issues.

Pact, using the Civil Society Leader with Associates Award (LWA) funding mechanism, proposed in the LARO program an integrated and coherent program of work in support of the Alliance toward three critical results:

1. Civil Society and Regional Actors integrate social, economic and environmental dimensions into a regional development framework;
2. The Regional Development Framework integrates local development initiatives and plans; and
3. Conservation & Development Activities Contribute to the Protection of Malagasy Biodiversity within the context of Local and Regional Development Frameworks.

Addressing these results has been and continues to be a challenge for LARO. The program and its contexts have evolved after one year of implementation and effective presence in the field. This report covers the time between the initiation of the program on 14 October 2003 and 14 October 2004, presenting program highlights, analysis of achievements, and key recommendations for the future.

II Key results and highlights for this year

- **Regional Development Framework finalized and validated.**

The Regional Development Framework of Anosy has been elaborated and validated in a participative fashion. Many actors were involved into its realization and results have been recognized by all technical and financial partners including technical Ministries, National Programs and donors. The concept of approaching development through spatial vision within the 7 development nodes and social nodes has been accepted. Development nodes are zones with high economic value and potentials where major investments should be focused and consolidated to produce a leveraging effect for other zones. Social nodes are those with vulnerability and socio-economic weaknesses that need key investments to minimize the impact of poverty. Prioritized actions defined for these nodes are in the stage of integration into the investment/financial programs of key partners for 2005 and some have been funded and already under implementation.

- **The CRD is a dialogue structure recognized and well seen by partners :**

The CRD is formally recognized as the dialogue structure to vehicle regional interests, especially as the recent national administrative definition of the « Region » in Madagascar was implemented and legalized in the beginning of September 2004 by the GOM. The chief of the new decentralized Region's structure has already been recruited. Members of CRD/Regional Development Committee of Anosy, specifically the formal member of the Board and the Technical Coordinator, were designated as the Chief of Anosy and



“Participants on the first CRD General Assembly”

Menabe Regions (Province of Tuléar) respectively. The current Chief of Anosy was an active member of the CRD and his General Secretary was a key facilitator for the CRD General Assembly. This staffing arrangement in the Region's administrative structure will further facilitate the interventions of LARO and other USAID Project such as MISONGA (new Good Governance Project funded by USAID and executed by Pact & CRS).

- **The urban plan of the city of Fort-Dauphin town finalized**

The final updated document of the Urban Plan of Fort-Dauphin was finalized and will be presented to the Mayor of the city, the municipal technical staff and the formal Municipal Board/counselors for validation. All required studies including land tenure, demographic estimates, and urban sanitation have already been finalized, validated and integrated into the Plan.

- **LARO's tree nursery constructed and functional**



The establishment of a tree nursery station in Mangarivotra was completed. The station is currently functional. Materials and equipments for the station were purchased and installed and seeds are already planted. All labor in the station is realized through Food for Work mechanism that is gender sensitive (women involvement). During the visit of USAID implementing partners, participants proposed that such activities should be extended.

- **Issues related to conservation sites understood by local communities**



Key activities concerning sensitizing and social mobilization around the identified conservation site in the Ambatotsirongorongo area have been carried out in preparation for launching conservation work. About 10 Villagers Associations were set up and legally registered to implement Income generating activities and participate in the protection of the Conservation site. Training and information, including Forest law and Policy, were conducted and conveyed by CIREEF

for Communal authorities and traditional leaders. Villagers and local stakeholders are currently aware of and understand the need to a well-managed Ambatotsirongorongo Conservation site.

- **Issues related to managing the lagoon of Ambinanibe understood by fishermen**



On July 2004, sensitizing and mobilization activities were carried out in 15 villages surrounding Ambinanibe. As a result, young fishermen are presently keen to work with the Project and await training that will be provided by IHSM. Key studies related to the fishery population and stock in the Ambinanibe lagoon and designation of an

appropriate site to implement the shrimp aquaculture were conducted.

III Achievements by Component

III.1 RESULT 1. CIVIL SOCIETY AND REGIONAL ACTORS INTEGRATE SOCIAL, ECONOMIC AND ENVIRONMENTAL DIMENSIONS INTO A REGIONAL DEVELOPMENT FRAMEWORK

- * Institutional Regional Planning Framework in place.
- * Technical capacities in the Anosy region for regional planning are improved.
- * The Anosy region has a Regional Development Framework (RDF) owned by the Government of Madagascar and key donor agencies adhere to this RDF.

The main activity of the CRD is to finalize and promote the RDF. It is worth mentioning here that this process includes 05 phases: (1) the launching of necessary institutional structures (CRD, SIFA, CCD, Zonal animators); (2) diagnostic analysis; (3) data collection and gathering of additional information; (4) preliminary analysis and determination of development issues (development nodes, reference areas); and (5) the elaboration of the RDF with a detailed plan for the development nodes and a Regional Investment Strategy.

As to the importance of proper stakeholder participation and involvement of main actors, the capacity building of CRD was one of the key elements and results of LARO. It is essential that the CRD develops long-term technical capacities in order to allow it to lead and carry out the RDF process.

III.1.1 Transferring technical capacities to support planning process in close collaboration with regional technical specialists

To develop the needed capacity in planning at the regional level, LARO utilized two main mechanisms: (1) Mentoring training where Pact placed its technical staff permanently within the CRD, associated with other technical assistance as needed; and (2) provide grants to support the acquisition of permanent technical staff by the CRD, as the following:



« LARO Information System Technician supporting CRD »

One Pact's Knowledge Development and GIS specialist was permanently placed within the CRD to raise capacity and provide support in spatial analysis during the elaboration of RDF, and to facilitate discussion and decision making processes.

Other specific specialists were deployed by Pact in response to requests by CRD and raising needs during the preparation for the two General Assembly sessions. A review of spatial analysis of development

nodes and social nodes were carried out. The team has worked in close collaboration with Consultants leading the technical aspects of the planning process and institutional and organizational development of CRD.

- Specialized consultants in regional planning, institutional/organizational development; communication and social mobilization were made available to the RDF to support the reconstitution of the structure by integrating other key actors in the process. All these interventions have been coordinated by the LARO team and the technical coordinator of CRD.
- LARO covered the costs (salaries and other direct cost) of CRD technical specialists (technical coordinator and mobilization coordinator).

III.1.2 General Assemblies of the CRD to validate the RDF

During this first year, the CRD organized two sessions of the General Assembly (GA) that were devoted to validate the 4th and 5th phases of the RDF and debate on issues related on institutional and organizational structure of the CRD.

- **General Assembly to validate the 4th and 5th phases of the RDF and discuss the CRD's organizational structure, December 4 – 6, 2003**

The first General Assembly to validate the 4th and 5th phases of the RDF and initiate the discussions on the CRD's organizational structure was held in Fort Dauphin on December 4-6, 2003. Nearly 250 participants representing local community (3 participants per commune), regional development actors, CSO, government agencies and private sector participated in this GA. The key issues of debate were the RDF and CRD. Several technical presentations were also made to clarify and thoroughly explain issues pertaining to the content of RDF. Participants (organized by group) gave their feedback and suggestions to improve the document.



The strategy to approach development of the region via the selected development nodes was adopted and zonal meetings were held to confirm that. Development nodes and social nodes were validated with few modifications on their geographic boundaries.

- **GA for validation of 5th phase of the RDF held, May 27 – 28, 2004**

The General Assembly to validate the 5th Phase of the RDF was held in Fort Dauphin (FTU) on 27-28 May 2004 with the participation of 340 actors representing all communities, development projects and programs, CSOs, Government Agencies/Ministries and the Private Sector. The core of the technical document was validated and suggestions were proposed by participants for improving and refining its contents.

This document included prioritized investments (actions to be funded) for the next five years among the seven development nodes identified and validated during the 4th phase and following the eight grand orientations developed by the administrative "Region". It also took into account the timing of these prioritized actions in reference to those of the PRSP strategy.

III.1.3 Institutional mission statement and organizational structure of the CRD

To implement this activity, LARO recruited a consultant to help the CRD developing a clear mission statement position according to the evolution of institutional context. Several meetings and internal workshops were held to conduct self-evaluation and identify points of weaknesses and capitalize on strengths.

Beginning with the preliminary reflections on the mission and role of the CRD during the December 2003 General Assembly, an approach for defining the institutional mission statement and organizational structure of the CRD was elaborated. It included three stages undertaken through an iterative fashion:

- (i) Reflect the base with a core composed of 15 members for the sub-regions of Anosy and Amboasary-Sud, partners from the national level (Ministry of the Interior, Secretary of State and Decentralization, Vice Primature charged with territorial management), and exchange with other structures (CRD Mangoro, CRD Menabe).
- (ii) Present the results for discussion/debate with the regional technical Committee to integrate comments and improvements.
- (iii) Targeted communication and mobilization of actors at the regional and communal/local levels for their comments, feedback and suggestions.

As a result, the Anosy CRD will evolve as a regional federation composed of two independent platforms within the two sub-prefectures of Amboasary and Fort Dauphin. Members of the Administrative Council of the Anosy CRD will come from the two sub-prefectures' platforms' Administrative Councils. Drafts of the statutes for these three structures (sub-prefecture platforms for Fort Dauphin and Amboasary, and the regional federation of the two platforms) were drawn up, discussed and validated.

Despite efforts undertaken, the institutionalization and legalization of the CRD has not yet been achieved due to the then on-going implementation of the new decentralized regional structure by the GOM. The two Ministers in charge of decentralization were previously

members/leaders of the Anosy CRD and wanted to clearly structure their role within the new context. The law already included some issues regarding the CRD mechanism, and so the legal status and internal rules developed by the principal consultant and CRD core team had to be reconsidered and modified. During the second GA discussion, it was decided that this activity will be delayed until the final stage of regional implementation to take into account the new context.

The regional implementation process was implemented and legalized in the beginning of September 2004 and the chief of the new decentralized structure of Anosy was recruited. The sub-prefecture of BETROKA has been integrated within Anosy region, making Anosy a group of the 3 sub-prefectures of Fort-Dauphin, Amboasary sud and Betroka. The CRD is currently taking into account this new reality and introducing Betroka as part of the current initiative and processes.

III.1.4 National, regional and communal/local actors mobilized

Efforts to involve more actors into the RDF process and the CRD structure were seriously undertaken. Social mobilizations have been considered as transversal activity for LARO and were carried out in multiple levels and in a continued and stronger fashion. Activities were conducted to explain the role of CRD, to discuss the draft of its legal status and to debate on the contents of RDF.

a. Local, communal and zonal levels

At the communal level, mobilization primarily concerned officials elected in November 2003. It was necessary to situate the newly elected officials within the context of the RDF and CRD, and to explain to them how issues identified within the process are linked to their interests (8 development orientations, 7 development nodes, 3 social nodes, economic effects, infrastructure to be put in place, etc.)

Before the holding of the General Assembly sessions, field visits with adapted communication tools were conducted by animator and social mobilization specialist of LARO and CRD. Such visits were essential to inform them about issues of discussion during the GA and promote their effective participation. Zonal "animators" and a Technical Team of some specialized organizations were invited to participate in the refining of the 5th phase of the RDF, particularly to help decide on priority actions for the next five years.

After the GA session, mobilizations efforts were maintained, as the following:

- All commune representatives attending the GA were requested to explain to their constituencies the issues of discussion and decision taken during the GA. For the first CRD GA held in December 2003 (before the official communal election results), social mobilization specialist intensified such activities for new elected mayors.
- Zonal animators conveyed results to their constituencies and surrounding communes.

- CRD technical staff carried out field missions to follow up and support and or the mobilization process as needed.

b. Regional level

At the regional level, efforts mostly focused on mobilizing the private sector, particularly tour operators and the coastal/fishing sector. Out of the 28 tourism operators, 22 were invited to debate the RDF, the future of the CRD, and the development nodes of Andohahela, Fort Dauphin, etc. As for the economic operators in the fishing sector, the RDF with the “coastal zone” development node was the base framework for improving their activities in the near future.

Mobilization efforts were held in FTU for the regional development actors. Thematic workshops (tourism, fishery/coastal zones actors, rural development and environment, media, CSOs, etc) were conducted to gather feedback on the 4th and 5th phases of RDF and the organizational structure of the CRD. Comments and suggestions were considered and integrated into the document.

Specific activities such as workshops to prepare regional strategy for social and environmental component of Port construction were done. These event were considered as great opportunities to promote RDF, CRD and other LARO components such the FTU urban plan.

• National level : Government Ministries and donors

Presentation of the RDF at the national level

After the validation of the RDF at the regional level and to better promote it, the document was presented at the national level to technical and financial partners, Ministries, and national development projects at a workshop that served as another occasion to discuss the elaboration of the regional investment strategy with certain technical department of key Ministries. RDF of Anosy is considered as pilot and example for all “Regions” in Madagascar.

National actors including Ministries, National Projects and Programmes, Financial/Technical partners were equally mobilized. The Vice Prime Ministry, The Ministry of Interior, The Ministry in charge of Decentralization and Commune Development, The Ministry of Planning/Budget, large Projects such as AGETIPA, FID and PSDR and technical/financial partners such as World Bank and European Union were approached and mobilized by the CRD. All actors manifested

their strong commitments to the RDF processes such as the commitment to reinforce and to participate in the elaboration of Regional Investment Strategy (the next step of the planning process).

As a consequence, the Integrated Growth Pole Project (IG2P) of the World Bank has considered Anosy as the pilot pole among the three growth poles (Anosy, Tana-Antsirabe, and Nosy Be), particularly in term of establishing a strategic framework for development.

IG2P team plans to capitalize on the experience and expertise generated by LARO by moving some of the Anosy technical staff to the other poles for exchanges and experience-sharing. The Directory of Territorial Management is currently ready to validate the RDF as an official document.

As for the institutional mission of the CRD, the Ministry of the Interior and the Secretary of State in charge of decentralization are convinced that the CRD should play an important role in regional planning and implementation of the RDF. Workshops were held to share this vision. It should be noted that the two ministers of these government agencies were once members of the CRD (the current Minister of the Interior was the President of the Anosy CRD and the Minister charged with the decentralization was the principal founder of the Anosy CRD).

After the presentation of RDF, LARO is currently working on the elaboration of the RIS (Regional Investment Strategy) with key Government Departments. With the leadership by the Region (Chief of Anosy Region) and with the recent change in the Public Investment Programming mechanism, major prioritized actions identified in the RDF will be taken in consideration during the elaboration and the programming session for the PIP 2005.

III.1.5 Information updates and analysis to improve RDF document

Updates were made to the 4th phase document of the RDF to refine analysis of the 7 development nodes and the 3 social nodes. The 5th phase document differs in terms of :

- (i) Spatial mapping and strategic zoning of the region, development nodes, investment and institutional plans,
- (ii) Description of action plans for the first five years (Priority Actions).

- **Elaboration of regional instrument panel « TBER » of Anosy including Betroka**

To improve environmental knowledge/information and increase the mainstreaming of environmental issues into the Regional Development framework, Anosy will establish its Environmental Instrument Panel ("Tableau de Bord"). This initiative conducted by ONE (Environmental National Office) in close collaboration with LARO and CRD, will serve as a tool for decision making on conservation and environmental concerns. This activity is the beginning of considering Betroka as one of the key elements to be integrated as a targeted area of LARO.

III.1.6 Collaboration with other Programs and donors



The "Union European Representative" during the Regional Launching of ACORDS on which. LARO supported the CRD and Region.

LARO developed great partnerships with other programs and donors in the region. For instance PHBM (Projet des Hauts basins versants de Mandrare), a project funded by World Bank, is one of key partners of LARO. The PHBM participated in funding all Amboasary participants during the GA. For

the launching of ACCORD Project, funded by European Union, LARO supported CRD and the "Region" for mapping and the presentation of their needs and their opinions. A group led by CGDIS has been recently set in place to develop strategy for coordinating interventions in the south.

III.2 RESULT 2. THE REGIONAL DEVELOPMENT FRAMEWORK INTEGRATES LOCAL DEVELOPMENT INITIATIVES AND PLANS

*** An Urban Plan for Fort Dauphin is elaborated and integrated into the RDF.**

Fort-Dauphin has been abandoned for several years in development terms and the situation was very critical when the current mayor took his position. The city lost its credibility with its citizens. No planning tools and instruments were available to deal with the population increase, which was a result of migration and natural birth. This weakness in planning will be strongly felt when some activities such as the Port construction and IG2P and will have a negative effect. Recognizing this, the mayor considered the elaboration of the FTU urban plan as a primordial and critical for his team. This urban plan should constitute and be viewed as the key reference to coordinate and build coherency within all expected activities and projects in the city.

The process for elaborating UP

Integration of national actors in the elaboration and readjustment of the urban development plan according to the new legal framework

The urban development plan must have the "force of law" and be defensible against third parties. In order to ensure this, the plan must be developed with national partners within the acceptable legal framework. Following the meeting with the DTM, the elaboration process/approach was adjusted to follow the 1961 urban development code. The AGETIPA in charge of the urban aspects of the IG2P project was in close collaboration with the LARO/GDA team.

Meetings were held at the end of March to contextualize and coordinate activities between funding organizations (USAID, World Bank), operators (Pact, Vice Primature, AGETIPA) and beneficiaries (CRD, region, commune of Fort Dauphin). The PIPM is finalized and integrated into the grand vision of the urban plan.

Urbanising Municipal Committee (CMU) was established to elaborate the FTU Urban Plan. It includes the mayor, members of his team, and representatives of decentralized government agencies. An enlarged Committee composed by previous groups and additionally the chiefs of Fokontany, CSOs, traditional authorities and some population representatives was set in place to involve many actors and to ensure transparency. An open public consultation is expected to be conducted after technical validation.

Contents:

Analysis of key issues related to urban planning was conducted by the Commune and priority interventions were identified. Consequently, these interventions were taken in account in

the urban plan elaboration methodology. In addition, some studies were conducted to ensure high quality of products, such as:

- Baseline property data, land tenure study and mapping
- Urban economic and demographic evolution
- Civil engineering for improving urban sanitation
- Aerial photos scale 1:10000

a. Regular workshops with CMU and Enlarged CMU



Regular weekly meetings were organized to assist the CMU members to contribute and define/ clarify the vision and activities for the UP. These meetings constituted an effective tool to receive the population's vision on the future of their city. The principal consultant of this process summarized the feedback and suggestions and used the results to update and finalize a new version of the urban plan.

b. Key studies realized

Studies intended to be integrated into the urban plan were carried out and made available. These studies constituted the main inputs to refine the urban plan.

Baseline study and mapping

The baseline study, led by MADAJURIS Consulting, was finalized and validated. The Baseline property data for the urban community was gathered and analyzed. Property belongs either to private owners, the State, the province or the commune were mapped. A CD containing the data and maps produced for this study were made available and served as the basis for the coming rounds of discussion of the CMU and the enlarged CMU. Maps (1/10000 scale) were produced to serve as tools for discussion and decision-making by CMU and the consultant.

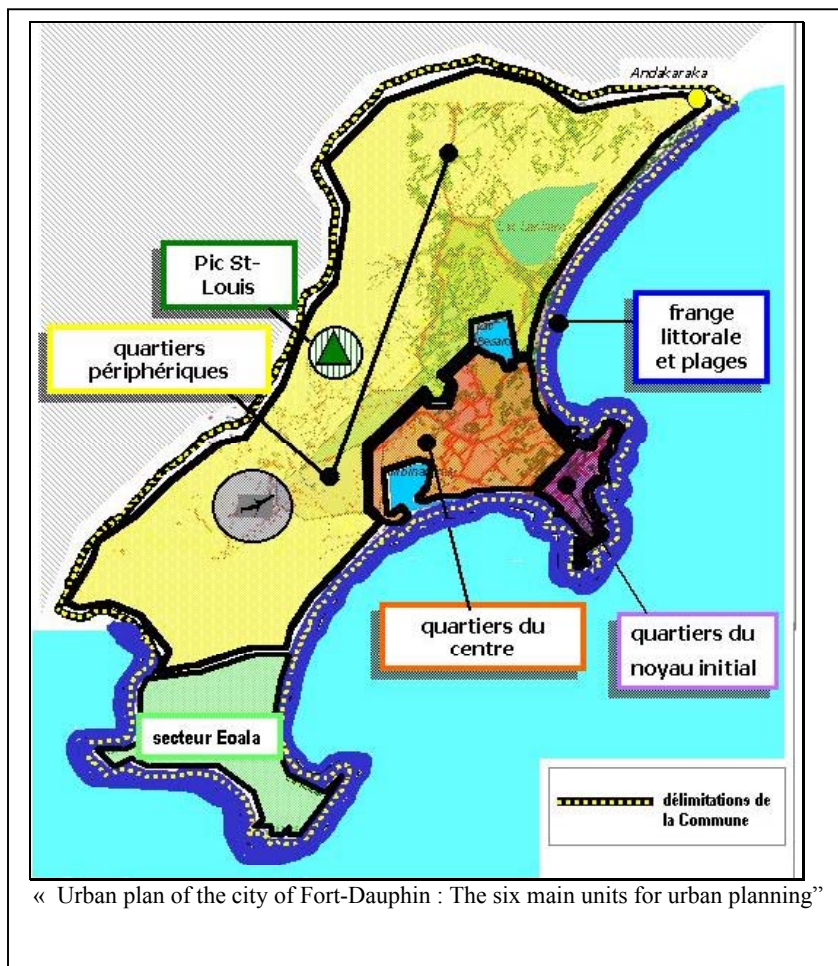
Urban economic and demographic development

This study presented three aspects (i) Studies on the growth of development in Fort Dauphin over a 5, 10, and 15 year time period; (ii) Demographic projections; and (iii) projections on the needs for housing and open space based on occupation and average surface area per home. A user-friendly database (in excel format) was constructed and, with appropriate training, is currently utilized and updated at the communes level.

Study of civil engineering for improving urban sanitation

This study included: (i) access to potable water; (ii) outlets of used water and rainwater, organization of socio-collective bodies and the feasibility study for the relocation of the main market.

c. Urban plan document available



Results of studies and feedback by of CMU/CMUE (enlarged CMU) were analyzed and integrated into the PUDi (Urban Plan). The PIPM (Municipal Prioritized Investment Plan) developed by AGETIPA through IG2P was considered as well. The final document was updated and presented to the Mayor, The final stage of this Plan is public consultations and its presentation and validation by the Municipal Board/counselors.

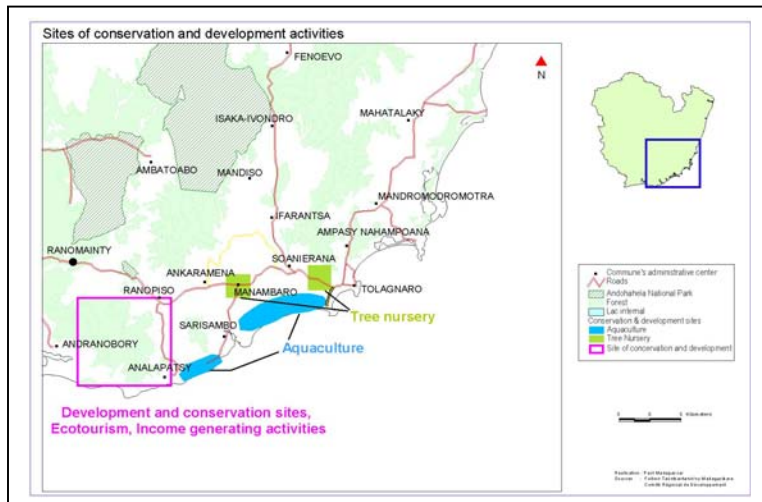
III.3 RESULT 3. CONSERVATION & DEVELOPMENT ACTIVITIES CONTRIBUTE TO THE PROTECTION OF BIODIVERSITY IN THE CONTEXT OF LOCAL AND REGIONAL DEVELOPMENT FRAMEWORKS.

- * **Community-based reforestation initiatives facilitated and supported.**
- * **Community-based income-generating interventions initiated in the Anosy Region.**
- * **Community-based sustainable management of aquatic natural resources begun.**

A critical shortage for local and imported tree stocks for use in the restoration and reforestation activities surfaced throughout the Anosy region. This was brought by the

increased community recognition that the current forest resources will rapidly disappear if no action is taken to sustainably address the longer-term demand for forest and forest-product.

The Anosy region represents the last haven for a number of endemic Malagasy flora and fauna species. These species are currently threatened by human behaviour and pressure brought by poverty and their subsequent exploitation by local communities for daily survival.



The need for the sustainable conservation and use of these natural resources is paramount for the people of the region. Experience to date in the Anosy region clearly demonstrates that conservation efforts that do not address the basic realities and needs of the rural and urban poor will not succeed. Likewise, development activities and initiatives which ignore Madagascar's pressing need for

sustainable natural resource management together with biodiversity conservation will be unsustainable over the longer term.

The lack of effective and improved management of aquatic resources – primarily fish, shrimp and lobster stocks is another critical challenge in the Anosy region. These resources are rapidly dwindling due to increased pressures result brought by poverty of the local communities in the Anosy coastal zones and the increased demand on aquatic products. LARO proposed to work directly with selected local communities in the Anosy coastal zones to help them understand the current and potential future dynamics of the Anosy coastal environment.

To undertake such activities, LARO set in place partnerships with specialized organizations such as FAFAFI, CIREEF, IHSM and WCS. Arrangements have been finalized and Memorandum of Understanding (MOU) signed between Pact and these regional organizations for reforestation and conservation zone efforts (FAFAFI, CIREEF) and aquaculture projects (IHSM).

III.3.1 Tree nursery implementation and reforestation



“Tree nursery Mangarivotra - Food for work: recruited Women”

This activity includes the implementation of the nursery project at Mangarivotra to produce 120,000 seeds/plants for reforesting 100 hectares of land. This effort is undertaken in partnership with FAFAFI and CIREEF. Memorandum of Understanding (MOU) was signed with

these organizations and recruitment of necessary personnel was carried out.

Tree nursery implementation

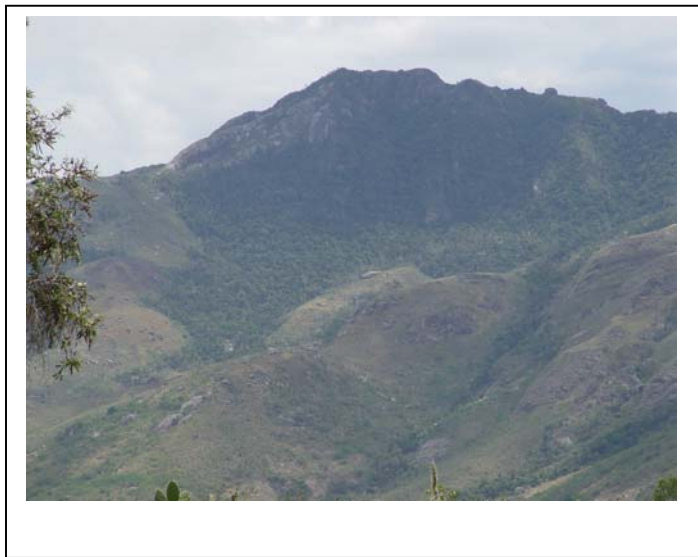
The preparation of the tree nursery station started early in 2004 and necessary materials were purchased. Daily workers are being supported by the technical team from LARO partners (QMM, CIREEF, PACT, FAFAFI), and 48 tables, as nursery beds, tables measuring 6 by 1.5 meters, were installed. The tree nursery station is currently functional and all seedlings are already planted. A gender sensitive Food for Work mechanism was utilized to provide labor. During the visit of USAID executive partners, participants proposed that such activities should be extended.

Communes identification

The identification of communes participating in the reforestation activities were identified and preliminary mobilization visits were held by the LARO team. Up to 6 communes are currently keen to participate in the reforestation activities and will be reinforced to manage all technical aspects.

III.3.2 Setting in place “Conservation site”

- **Site visits to conduct socio-economic and environmental diagnostic**



In March 2004, LARO team made its first visit to meet communities affected by the implementation of conservation sites in order to explain the importance of the project and prepare for the conducting of the socioeconomic and environmental study. This diagnostic study provided a better understanding of the terrain, local problems and helped to define strategies for establishing the conservation site and developing income-generating activities.

- **Working with a conservation organization to establish a new conservation zone**

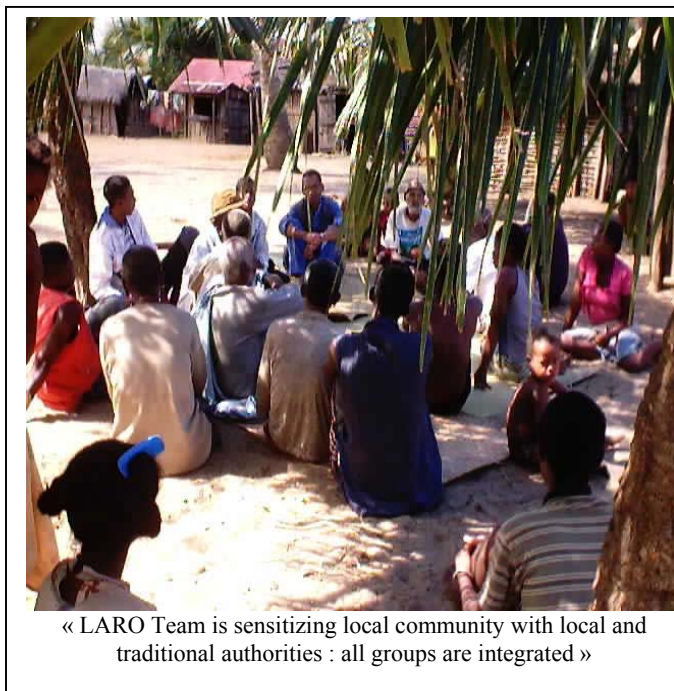
Following the President of the Republic’s declaration in the 5th World Parks Congress in Durban, South Africa (2003) of the critical need to triple the size of protected areas in Madagascar, the establishment of “conservation sites” necessitated the involvement of targeted and specialized actors. Wildlife Conservation Society (WCS) in Madagascar

expressed interest in collaborating on the Ambatotsirongorongo project and participated in the diagnostic field mission.

- **Diagnostic study**

A multidisciplinary diagnostic study to define activities for implementation at the conservation site in Ambatotsirongorongo was finalized and validated (Report available). Results of this study constituted the core plan of action to be followed by the LARO implementation team. PACT and QMM, along with WCS and CIREEF, will initiate concrete actions related to good governance of local environmental in parallel to this activity.

- **Sensitization and social mobilization**



After this diagnostic study for setting in place the Conservation site, key activities on sensitizing and social mobilization of communities were carried out. About 10 Villagers Associations were set up and legally registered to implement Income Generating Activities and participate in the protection of the Conservation site. Training and Information including Forest law and Policy were conducted by CIREEF for Communal authorities and traditional leaders. This activity is the beginning of Conservation site management implementation.

III.3.3 Artesian aquaculture project

- **Launching and refining project :**

A ceremony was held in early March 2004 to mark the official launching of aquaculture activities and several projects (funded by other donors) such as the water pollution study and training school at Ambinanibe lagoon. Assessments conducted by experts hired by QMM to evaluate aquaculture potential at the Mandena site and extended at Ambinanibe showed that the FTU region is not suitable for fish production. Reorientation of programs initially planned within LARO was undertaken. Currently, the project includes the following two components:

- (i) The setting up and promotion of a new rational management methodology for fishery within local communities.
- (ii) The implementation of a pilot shrimp aquaculture project.

- **Social mobilization and “site” identification:**

The IHSM Team is already in place and started to work on social mobilization and the identification of the shrimp aquaculture sites. The mobilization activity begun in July 2004 and 15 villages surrounding Ambinanibe lagoon were involved. Inventory showed that nearby 327 permanent and 25 occasional fishermen with 300 pirogues depend on Ambinanibe products. After three months of work, the majority of the local population is currently sensitized and



“Ambinanibe : Site identification for shrimp reproduction basin”

local fishermen are well organized. Training was done in the field of shrimp aquaculture and more training will be furnished to improve local fishery system in the near future.

Suitable sites for shrimp aquaculture have already been identified by the IHSM Team. The next stage will be the purchase of materials and necessary equipment.

IV Success Stories/Lessons Learned:

1. The elaboration of the Regional Development Framework for Anosy is a pilot project for Madagascar. The dynamic within the region is well known by financial organizations and central governing bodies. The President of the Republic and the Vice Premier Minister repeatedly applaud and support the progress towards development in the region. Many CRDs, notably those in Menabe and Mangoro, are following the example that has been set in Anosy. Indeed, the Vice Primature has requested the Anosy CRD to share its experience with those in other growth nodes (Nosy Be, Antsirabe). The World Bank has decided to reinforce its intervention via the IG2P Project which is now being started with an Environmental Impact Assessment. Technical Ministries are ready to make more efforts to integrate the RDF into the 2005 PIP. The Vice Prime Minister, assisted by a number of technical Government agencies such as those for Decentralization, Planning/Budget and Public Investment, has agreed to coordinate the elaboration of the RIS with the CRD.
2. The communities in the region have been highly involved in the conception of their region’s development strategy. This is a first. Furthermore, it has been noted that communes that are not defined as “Development Nodes” or “Social Nodes” (keeping in mind that investments will be focused in these areas) have begun to think beyond their

self-interest and have come to realize that the development of certain target communes will actually benefit the whole region.

3. A big mission of USAID executive Partners (IRG / SEFEM/ Forest Management, CHEMONICS/BAMEX/Agriculture & Trade, WCS/Ecotourism, CI/WWF/Biodiversity, etc) in Anosy at the beginning of October 2004 for sharing vision, launching Programs, common planning and internal coordination was showing that RDF is key tools for Program implementation in this region. Participants accepted to consider this framework and orientations/actions identified in as key elements to be undertaken during the next years.
4. Fort Dauphin's urban planning is also more participative than those of the other 7 principal cities doing urban development planning. In effect, the CMU and the enlarged CMU are tools for facilitating community participation in each of the stages of elaboration. Through AGETIPA, the Vice Primature and other financial organizations – particularly the World Bank – accepted and validated this approach.
5. According to visitors having seen LARO site in Mangarivotra, it is probably the biggest, the most successful/ the most beautiful tree nursery functional in Madagascar.



6. The quality and the results of awareness/mobilization of local based population in the Ambatotsirongorongo Conservation site (Commune of Sarisambo) judged by their involvement during local meeting (with visitors), have been well appreciated by USAID Ecoregional Alliance Team.

V Key recommendations for the future

According to key results realized during the first year and to adjust and develop sustainable interventions, key points hereafter are recommended

V.1 CRD, REGION & RDF

- **Continuation of supporting CRD & the new Region Administration** to consolidate their role and coordination capacity: The Region with the support of CRD must play his role of coordinating interventions and to continue to implement coherent framework for all activities. They should be able to advocate for region interests especially to find partners

to fund key infrastructure investments and facilitate the arrival of new productive investors/investments.

- **Integrating Betroka within Regional processes.** Betroka, as part of the Anosy Region, must be included in the process of regional development planning or the regional development committee. It is now essential to have more understandings and information about this new sub-prefecture and to develop clear development vision for it. To avoid frustration and internal social problems, the region and its partners may consider this zone as key for its development and maximize efforts to take
- **Elaboration of Regional Investment Strategy.** With the current mechanism of programming public investment developed by sector, the "Region" should make proposal to show and advocate for their priority. The elaboration of RIS, in close collaboration with Ministries and donors, is a good instrument for the integration of prioritized actions in the
- **Integrating PCD, UP and RDF within the Region and RDF / PRSP.** Monitoring the integration of defined actions, PCD, RDF and PRSP should be a continued activity and assessment may imply some refinements and iterative planning process.

V.2 URBAN PLAN

- **Public consultation for Urban Plan.** The next step for the Urban Planning process is the restitution of the final document of urban Plan to the Mayor and the validation by Municipal/communal formal counselors. After this validation, to respect transparency and to involve citizens in decision-making, public consultation must be conducted to perceive the reactions and adjust some contents.
- **Update Urban Plan after EIA Growth node and Port Construction.** It is already known that the EIA currently carried out by Techsult (Consulting firm) will have an impact in urban planning. So, it is relevant to be prepared to respond on such needs to improve and update this referential document.
- **Executing UP.** Urban Plan must have "force of law". So the document must be applied and used effectively for daily decision making for instance respect of rules of house construction.

V.3 ENVIRONMENTAL ACTIVITIES

a. Tree nursery and reforestation

- **Continuing Tree nursery for 2005 – 2007 campaign**

According to the level of expenses to implement the tree nursery, it is clear and evident to say that without continuation (at least 4 years) such investment won't give any benefits and will be seen as too expensive. So the following strategy is proposed

2004: Tree nursery functional (Operationalization)



« Tree nursery in Mangarivotra : the biggest in the Region”
Such Investment must be capitalized and continued

2005 - 2006: Tree nursery functional and sustainable financing mechanism developed

2006 – 2007: Tree nursery functional and sustainable mechanism in place

- **Communes for reforestation**

The reforestation activity may be owned by local community. So sensitizing for developing sustainable mechanism and behavior change is key element to succeed. Steps below are recommended:

Year 1: Sensitizing, setting up institutional

mechanism and local structure and Reforestation

Year 2: Continuation of sensitizing, reforestation and monitoring

Year 3: Continuation of reforestation, monitoring and developing sustainable mechanism

Year 4: Setting in place sustainable mechanism

b. Conservation site

The implementation of Conservation site “Management form/structure” is a big challenge for environmental management in Madagascar. It seems simple but in the field level, local population is so poor and sensitizing them to conserve biodiversity and forest may take longer time. For Ambatotsirongorongo, sensitization is one of the big deal to achieve and local community may adhere in this concept of “conservation site”. The following steps are suggested:

- 2004: Sensitizing for the implementation, developing knowledge and clear understanding of field contexts.
- 2005 – 2006: Implementation management plan with management status & developing activities pertaining to this new plan (for example income generating activity, ecotourism, conservation, and protection activities).
- 2007: Developing sustainable mechanism and

Based on the experience of Ambatotsirongorongo, another site within the 14 already identified can be chosen for 2005 – 2008.

c. Aquaculture

The coastal zone of Anosy is key for its development. So preserving and increasing fish, shrimp or lobster stocks are encouraged to make it more sustainable. Depending on the result of 2004 – 2005 project pilot, continuing artisanal Aquaculture for 2005 – 2007 campaigns and extending to another site such as lagoons surrounding “Bay of Italy” (Commune of Sarisambo) should constitute good opportunities for the Anosy region. This new site is interesting because of its proximity with the “conservation site” of Ambatotsirongorongo.

VI Conclusion

LARO is a complex and complete program. It includes all levels of development and fits all interventions in a multi-sectoral governance framework. It shows how local concrete activities are linked with regional planning process; contribute to the regional development and poverty reduction. Efforts undertaken by USAID and its partners and the involvement of Pact in Anosy since several years have facilitated the execution of LARO.

With the new context of decentralization process particularly the implementation of "region", a chief of region said that this kind of Project is ideal to boost regional development. According to current perspectives on Government disengagement and the development of Private sector particularly in the Mining exploitation sector (for instance Dynatec in Mangoro region), public-private partnership program like LARO, with many inter-related activities and having impact in different levels, is the best mechanism to promote.