

Review of Norwegian Cooperation with Madagascar

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Abbreviations and explanations

AFD	The French Agency for Development
AGEI	Africa Girls Education Initiative (UNICEF programme in many African countries)
AI	Artificial insemination
ANAE	Association Nationale d' Actions Environnementales
ANGAP	National Association for Management of Protected Areas
BESSIP	Basic Education Sub-Sector Investment Programme
CARE	International organization for assistance and relief
CBS	Basic Health Centre
CDF	Comprehensive Development Framework
CEP	Certificat d' Etudes Pédagogiques (Certificate for Pedagogical Studies)
CHD	District Hospital
CHR	Centre HIMO Route
CIOV	Interministerial Orientation and Validation Committee
CIRAGRI	Circonscription Agricole
CISCO	Circonscription Scolaire (Education office at sous-prefecture level)
CNE	National Council for the Environment
CPI	Corruption Perceptions Index (Launched by Transparency International (TI))
DDS	Departement Developpement Social
DEP	Diplôme d' Etudes Pédagogiques (Diploma in Pedagogical Studies)
DOTS	Directly Observed Therapy Shortcourse (Tuberculosis treatment)
EERC	Emergency Economic Recovery Credit
EIP	Employment Intensive Programme
EPZ	Export Processing Zones
FER	Fond Entretien Routiere
FID	Fonds d' Intervention pour le Developpement
FIFAMANOR	Fiompiana Fambolena Madagasikara Norveziana; Malagasy, Programme de développement de l' agriculture et de l' élevage dans le Vakinankaratra/Vakinankaratra Agriculture and Livestock Development Programme
FLM	Lutheran Church in Madagascar, (Fiangonana Lotherana Malagasy)
FMG	Malagasy Franc
FOFIFA	Centre de Recherche Appliquée au Developpement Rural
GDP	Gross Domestic Product
GENO	Norwegian cattle breeding organization
GTDR	Working Group for Rural Development
HIPC	Highly Indebted Poor Countries
HIMO	Haute intensité de main d' œuvre (labour intensive)
IFAD	International Fund for Agricultural Development
ILO (BIT)	International Labour Office (Bureau International de Travail)
IMF	International Monetary Fund
ININFRA	Institut National de l' Infrastructure (National Infrastructure Institute)
IPRSP	Interim Poverty Reduction Strategy Paper
MINESEB	Ministère de l' enseignement secondaire et de l' education
MOFA	Ministry of Foreign Affairs, Norway
MOFA	Ministry of Foreign Affairs
MPW	Ministry of Public Works
NMS	Norwegian Missionary Society, (Det norske Misjonsselskap)
NOK	Norwegian Krone
NORAD	Norwegian Agency for International Cooperation
NORGES VEL	Selskapet for Norges Vel, Norwegian Society for Rural Development, Norwegian Cooperation on Agriculture and Animal Production
ONE	National Office for the Environment
OPEC	Organization of the Petroleum Exporting Countries
PADR	Plan d' Appui pour le Developpement Rural, (Action Plan for Rural Development)
PAE	National Action Plan for the Environment
PIP	Public Investment Plan
PNAE II	Programme National pour l' Amélioration de l' Enseignement II
PNVA	Programme National de Vulgarisation Agricole
PRN	Pie Rouge Norvegienne, Norwegian Red and White Cattle

PRSP	Poverty Reduction Strategy Paper
PSDR	Programme de Soutien pour le Developpement Rural
ROMANOR	Ronono Malagasy Norveziana, Malagasy Norwegian Milk Project
ROMINCO	Organisation taking over the milk processing after ROMANOR
ROVA	Federation Laitiere du Vakinankaratra
SALFA	FLM's health department
SIK	Centre for Intercultural Communication (Senter for Interkulturell kommunikasjon)
SNVA	Service National de Vulgarisation Agricole
SOFABA	Soritrasa ho Fampandrosoana ny Faritra Bara, the Bara project
STI	Sexually Transmitted Infections
TI	Transparency International
TIKO	Privately owned dairy company
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VMMV	Federation des producteurs de semences dans le Vakinankaratra
WWF	World Wildlife Foundation

Map of Madagascar¹



¹ Copied from CARE International's Internet homepage.

1 Executive Summary

The review

1. The cooperation between people and institutions in Madagascar and Norway has a long history and Norwegian missionaries and their families have lived in Madagascar for the last 136 years, without interruption. Because of this and the NORAD/MOFA development cooperation since the second half of the 1960s, the links between the two countries are very extensive. The reciprocal connections, the high level of knowledge in terms of culture, language, and technical aspects in important fields, are valuable assets and resources for future cooperation between the two countries.
2. This is the first overall review of Norwegian government development cooperation with Madagascar. As the political situation in Madagascar has normalised the Norwegian government has decided to reconsider the status of future cooperation between the two countries. The purpose of the review is to assess results and lessons learned in order to recommend a strategic approach for continuing the cooperation and to propose possible new areas of cooperation.
3. NORAD appointed a review team consisting of Ms Roselyne Rahanivison (Consultant MIARAMITA), Mr Aubert Randriatavy (Consultant), Dr Camilla Helgø (NORAD), Mr Einar Høystad (Consultant) and Mr Anders H. Wirak (team leader, consultant LINS/DECO Oslo).

Briefly on the situation in Madagascar

4. The international community has recognised the new Government of Marc Ravalomanana, and, at the time of writing there is a trend towards reconciliation and a new focus on development in Madagascar. Norway was among the first countries to submit a statement of support to Madagascar after the new president had taken formal oath of office.
5. Madagascar spends more on debt service than it spends on health. Madagascar produced an Interim PRSP dated November 20, 2000. The full PRSP is said to be coming in early 2003. Madagascar will receive the bulk of the assistance under the enhanced HIPC Initiative when it satisfies a number of conditions.
6. Quality of life indicators for Madagascar are gloomy. More than two-thirds of the population live in extreme poverty on less than \$1 per day, one-half of all children suffer from serious malnutrition, and nearly one-third of them have no access to primary school. Many sources of information point to the fact that quality of life in Madagascar has declined over the years.
7. The HIV endemic is not reported to have developed in Madagascar to the same extent as in countries on the other side of the Mozambique Channel. **There are however disturbing tendencies and the possibility of the rapid spread of HIV is large** due to the high frequency of sexually transferred infections.
8. The review gives an account of the situation in some selected human rights areas. In particular it is stressed that **prison conditions are harsh and life threatening**. In some prisons in Antananarivo, there is less than 0.5 m² per prisoner, and food and health conditions are inhuman. Gender segregation in prisons is not absolute and there were cases of abuse of women and children. Approximately two-thirds of the 19,962 persons held in custody were in pre-trial detention. Approximately 2,000 detainees have been in custody without trial for 5 or more years.

Norwegian government cooperation with Madagascar

9. The grand total of Norwegian government assistance since 1964 is NOK 796 million (nominal value). The cooperation with Madagascar can be divided into three main periods: (a) Before 1972, when most assistance was channelled through NMS. (b) The 20 years of a NORAD presence and the state-to-state agreement from

1972 to 1992. (c) 1992 to present, with no NORAD presence or Memorandum of Understanding and where the bulk of the assistance was provided through multi-bilateral channels via UNICEF, ILO, and the World Bank, but where NMS/FLM and other partners were consolidating their positions.

10. In 2001 the value of cooperation (NORAD and MOFA) amounted to NOK 38 million, with an increase to NOK 43.472 million in 2002. This includes NOK 5 million for GAP assistance (transitional grant) . Most of the Norwegian assistance is channelled through the regional account (REG). NMS, WWF, SNV and other institutions receive support directly while some assistance to projects under FLM is channelled via the Interdenominational Office for Development Cooperation (Bistandsnemda).

Conclusions from the assessment

11. **The review team concludes that generally speaking, Norwegian government collaboration with Madagascar has met the main objectives set**, namely “to contribute to reduced poverty and increased food security by increasing food production in a sustainable and ecological acceptable way, and that human resources have been strengthened”.² In relation to the sub-objectives formulated for the cooperation, the review team concludes that the agriculture of Madagascar has become more effective, the management of natural resources have been improved, transport in rural areas has been improved and the human resources base has been strengthened as results of Norwegian cooperation.
12. **The cooperation is well adjusted to the aims, objectives and strategies formulated for Norwegian development cooperation and to the policies and priorities of the new Government of Madagascar.**
13. **The development assistance to Madagascar seems to have been well planned, step-by-step. Different elements have been introduced in a concerted manner and closely related to former activities. Synergies have been obtained.** The main architects behind the Norwegian cooperation with Madagascar have done a good job.
14. Agriculture is the largest sector in Norwegian government co-operation with Madagascar and has been so during the last thirty years. Norway is an important donor in the agricultural sector. Generally speaking **the agricultural projects financed by NORAD have reached their objectives.** Most of the activities have developed from projects into institutions, greatly contributing to human capacity building, poverty reduction, prevention of starvation, production increase and creation of labour. The target groups have been able to stabilise or improve their standard of living with positive effects on the participation of women.
15. **All of the three education programmes supported by NORAD in Madagascar are of relevance to the challenges faced by the education system and the priorities set up by the government.** The programmes focus on improving the quality of education, training teachers and building schools and support both public and Lutheran schools.
16. **The health activities financed by the Norwegian government are in accordance with and in practice considered as parts of the Malagasy health programme.** In the Tuberculosis Programme the number of patients treated was largely in accordance with the objective set. In 1999 SALFA was responsible for as many as 23 percent of all persons receiving tuberculosis treatment in the country. The objective to undertake 2500 HIV tests annually has not been reached.
17. **The road building and rehabilitation programme have achieved a lot, directly and indirectly, and to socio-economic development of the rural areas covered by the roads,** and by presenting systems and options for institutionalised operation at various levels. The development of a close to self-sustained training institution utilised by many government and international stakeholders is a token of recognition and relevance, and the HIMO methodology has been introduced nation-wide.

² NORAD's activity plan for 2003, (Virksomhetsplan 2003) (our translation)

18. The review has made some general observations in relation to the collaboration. Some of NORAD's guidelines, as they are understood and translated in practical terms for activities in Madagascar, can be counterproductive or hamper cost-efficient and realistic planning and implementation. Short time perspectives are considered as a serious problem in particular in social sector work. The urge to reach sustainability of activities after a short period of time, in sectors that involve the poorest people and their needs for health, education and other basic services is another bottleneck of development assistance. Such services are not "sustainable" in any country.
19. Because of the pressure of working under short time perspectives and demands for sustainability, implementing institutions can tend to apply alternative strategies and a system of "rotating donors" is one possible consequence. Several negative consequences of such practices are discussed. Another challenge is represented by rigid, laborious formats for proposals and reporting, which invites unnecessary overlap, repetition and seeking unnecessary information.
20. The development significance of the "Norwegian axis" is evident in the cooperation with Madagascar. Institutions, individuals and networks represent important resources for the present cooperation, and will be even more so in the future under a more normalised relationship between the two countries. Networking and bridge building seem to have taken place in agriculture, environment, research and studies in particular, and less so in road development, health and education.
21. More emphasis is needed on systematic manpower development planning in several of the projects and programmes in order to develop capacities to take over leading positions.
22. While the NORAD regulatory framework emphasises a project format, most activities are actually implemented as part of an institutions' work. One consequence of the practice of donor considering institutions as "projects" is that the institutions try to define specific aspects of the regular work of the institution as a project. This can create alien structures and lines of command and information in the institutions, and unnecessary extra planning and paper work.

Recommendations related to the framework of the cooperation

23. From a development cooperation perspective the review team want to underline the importance of enabling Norway to participate as a stakeholder in the process of establishing sector wide approaches in particular in the sectors where Norway is already involved. The Norwegian focus of enabling and strengthening the recipient government's ownership will be beneficial in Madagascar.
24. A large majority of informants the review team talked to supported the establishment of a limited NORAD office presence in Antananarivo. The intention is, however, that the official office should not take over functions that have worked well under the present system, and it ought not to deviate from the main pattern and style of the cooperation established in the period after 1992.
25. **It is recommended that the present portfolio of activities be continued** as it has a considerable potential to contribute to poverty eradication and the improvement of standards of living in Madagascar, to strengthen the private sector, and to improve aspects such as good governance, human rights and democracy

Sector specific recommendations

26. *Agriculture.* There are still a lot of unsolved problems in Madagascar's agriculture and rural poverty is very widespread . Further assistance to the agriculture sector is greatly needed and it is obvious that a fundamental factor for success is continuity and long-term engagement. It is not likely that the target groups will be able to pay for agricultural extension, agricultural education, and research in the near future.

27. *Education.* Because of the indications of persistent poor quality, primarily in terms of exam pass rates in the Lutheran schools, and repetition rates in the government schools, attention should continue focus on how quality may improve. The Lutheran teacher training college should to rethink their strategies on how to serve the Lutheran teachers, e.g. through more and longer teacher training courses in the three locations used for this purpose. FLM should make use of the present positive private school environment to push for full or part support for teacher salaries, and also financial assistance to the teacher training college.

The UNICEF interventions are pertinent to the present education environment that is characterised by low quality and high levels of inefficiency. Concerning the UNICEF/FLM programme, NORAD should look into channelling funds directly to FLM, instead of through UNICEF in order to reduce the total administrative burden. Unfortunately, UNICEF hardly reports on the UNICEF/FLM part of the programme, as has been agreed. The organization will need to make sure that their quantitative reporting provides an accurate picture.

The Malagasy education system is passing through a period marked by optimism and an improved financial situation. To make the most out of this situation, careful strategy and budget planning and collaboration between the Ministry of Education and the donors will be essential. It is believed that Norway, as an experienced partner in the educational domain, could play an important part in assuring both the planning and donor co-ordination aspect.

28. *Health.* In the health sector it is recommended that NORAD continues its collaboration with FLM/SALFA and investigates the possibilities of providing general institutional support to the organisation. It is proposed to introduce SALFA's medical staff to HIV/AIDS strategy by financing a study tour to other francophone African countries. SALFA should be encouraged to participate more in health and HIV/AIDS sector work development in Madagascar.
29. *Road.* It is proposed that NORAD continue to assist in meeting financial needs and follow the HIMO programme during coming months and years when much of what has been developed in the programme will be replicated at a larger scale in Madagascar. NORAD ought to investigate the possibilities of assisting the Ministry of Public Works in its planning and human resource development endeavour so that this ministry can take over more of the responsibilities and normative development of the programme

Recommendations for possible new areas of intervention

30. NORAD is recommended to investigate the possibilities of assisting in the strengthening of line ministries to enhance sector coordination and to increase national control and ownership of development activities. This could include assistance in planning and programming, and also in the development of statistics. Normally this will imply assistance to the planning divisions of the related ministries. The assistance could take the form of training, exchange programmes, institutional studies for identifying bottlenecks and problems, and assistance in formulating strategies, plans and policies. Present partners, NGOs and UN organisations should also be encouraged to take part in sector planning approaches when appropriate
31. To the extent possible Norwegian cooperation needs to take into consideration aspects of good governance, fiscal and legal reforms, increased transparency and accountability. These aspects can be highlighted and stressed in different ways in the existing portfolio, and the partner institutions should be encouraged to maintain a constructive interaction between the state and the civil society. In planning for new areas of involvement these perspectives should be thoroughly integrated.
32. It is recommended that NORAD investigates the form and structure of prisons in Madagascar, and eventually how they can contribute to prison improvement. There are several possible components to be assessed: Assistance to prison reform, building and rehabilitation of prison infrastructure or education for prison staff are possible areas of intervention.

33. The review team has been informed that the problem of child labour in Madagascar is immense. ILO is already active in projects to combat child labour in Madagascar. Norway has developed competence in dealing with the problems of child labour, through financing programmes and through assessing and reviewing different approaches. It is recommended that NORAD look into the possibilities of assisting Madagascar in this field.

34. If the HIV epidemic is allowed to spread in Madagascar, most other development initiatives will be in jeopardy, and a huge national catastrophe can be the result. It is imperative to establish reliable statistics and a proper measuring methodology. A high level Malagasy government representative met by the review team invited Norway to cooperate more in this field. It is recommended that NORAD investigates this opportunity further as soon as possible.

2 Introduction

2.1 Background

The relationship between Norway and Madagascar is extraordinary due to a number of reasons. One is the time element, as the cooperation between the two countries was already institutionalised in 1866 when the Norwegian missionaries started their work in Madagascar. For 136 years and without interruption, missionaries and their families have been present in Madagascar. For long periods several hundred Norwegians lived in Madagascar because of the mission activity alone. Knowledge about Madagascar in Norway is an additional dimension and this is of course closely related to the first. Madagascar ranked, for many years as one of the best-known African countries with the Norwegian public. On the other hand it is most likely that there are few other African countries where Norway is so highly regarded. The fact that Norway was the second country to submit a supportive statement to the new president Marc Ravalomanana during the spring of 2002 definitely reinforced this popularity.

It is the opinion of the current review team that the recognized and extensive relationship between the two countries, and the comprehensive networks backing up the relationship in these countries, should be considered as a significant resource on which to base further cooperation in the years to come.

But the relationship is also special for other reasons. Despite the long and strong connection and the extensive government financed development aid activity since 1972, Norway has not had a formal official presence in Madagascar for the last 10 years. Instead financial assistance has been channelled through organisations of the United Nations (in particular ILO and UNICEF), the international financing institutions and NGOs. And within the last category the Norwegian Missionary Society (NMS) has played a significant role both as a missionary and a development institution, through its collaboration with the counterpart organization in Madagascar; the Lutheran Church of Madagascar (FLM). Today, however, the collaboration between Madagascar and Norway has extended and widened in many directions, apart from the NMS/FLM relationship. Today there is far-reaching cooperation between agricultural and animal husbandry institutions in the two countries, in environmental work, social science research, consultancy work and studies, in health, shipping and trade, - to mention only a few. The first Norwegian volunteers arrived during the autumn 2002, to work with the expansion of tourism, which will most likely become one of the main sources of income for Madagascar in the coming years.

2.2 The Review

The background for the review is presented in the Terms of Reference (Appendix 1) where it is stated that until now there has been no overall review of Norwegian development cooperation with Madagascar. In the light of the new political situation and the normalisation of affairs, the Norwegian government has indicated that the status and future cooperation between the two countries would be considered. This review is meant to provide inputs to this wider consideration. The Norwegian Ministry of Foreign Affairs has requested NORAD to administer the review, with a general suggestion that in questions regarding further Norwegian support, attention will be given to problems related to poverty and strengthening of good governance. The purpose of the review is to assess results and consider lessons learned in order to recommend a strategic approach for continuing the cooperation and to propose possible new areas of cooperation.

2.3 Methodology of the review

NORAD and the Ministry of Foreign Affairs in consultation with the Advisory Group for the review and the review team formulated the Terms of Reference. The methodology applied by the review team is a result of the total time and resources at the team's disposal, but also of the availability of the main informants in Madagascar and Norway. Most of the informants in FLM, for instance, left for a meeting lasting several days in Toliara shortly after arrival of the team in Antananarivo. Many of the important informants in the ministries were

engaged in the planning for the coming elections for the national assembly. It should also be added that the fieldwork was undertaken only a few months after profound changes of government in Madagascar. One of the consequences is that the new system has not yet stabilised, in terms of personnel employed in the ministries. There have been many changes at high levels in ministries and other government institutions, and this affected the form and content of the information provided to the review team.

The review team's time in Madagascar allowed only for limited fieldwork visits and inspection of activities outside the capital, concentrated in Antsirabe and Toliara. As time for preparation in Norway was relatively limited, an extensive list of questions was prepared for relevant Norwegian NGOs and the team is grateful for the considerable input made in order to satisfy the needs for information.

The Terms of Reference of the review are wide-ranging, and include both detailed and specific aspects as well as general considerations. It was agreed with the Advisory Group that the team had to depend on written sources, to the extent that they were available, as it was of course not possible to undertake investigation and collection of basic data in order to cover aspects in the TOR related to achievement of objectives, impacts on beneficiaries groups etc.

2.4 The review team

The review team was appointed by NORAD and consisted of Ms Roselyne Rahanivoson (Consultant MIARAMITA), Mr Aubert Randriatavy (Consultant), Dr Camilla Helgø (NORAD), Mr Einar Høystad (Consultant) and Mr Anders H. Wirak (Consultant LINS/DECO Oslo). Based on the agreement of the review team, the questions in the Terms of Reference were divided up in accordance with previous experience and background of the team members. Helgø with support from Rahanivoson covered subjects related to education and private sector development; Høystad and Randriatavy were responsible for agriculture and environment, while Wirak covered road building, health, and general aspects, as well as having the responsibility for the drafting of the report.

3 Madagascar at a cross-road – some challenges

3.1 Basic quality of life indicators

A recent OECD study concludes that more than two-thirds of the population in Madagascar live in extreme poverty on less than \$1 per day, that one-half of all children suffer from serious malnutrition, and that nearly one-third of them have no access to primary school.³ However, the study goes further and states that the situation of poor people is even more unfavourable than national averages would suggest. The reason is that health centres attended by the poorest people have only half the medication and one quarter of the equipment available to health centres attended by rich people. The poorest children go to schools with half as many teachers per class as the schools attended by children of rich families. The poorest people, therefore, have access to health care centres where there is often neither a nurse nor medicine, and to schools where there are not enough teachers.⁴ This clearly illustrates that indicators as "availability of schools and clinics" are insufficient, unless the quality of the services provided are measured.

Many sources of information point to the fact that quality of life in Madagascar has declined over the years. As rice is the main staple food, the relationship between income and price of rice is an important indicator. In the 1960s an annual minimum salary was enough to purchase approximately 350 kg of rice. In 1995/96 however, a minimum salary would only buy 50 kg of rice⁵.

According to World Bank statistics, life expectancy at birth was 55 years for Madagascar in 2001, and this is 7 years more than the average for countries in Sub-Sahara Africa (SSA) but four years lower than other low-income countries. Life expectancy for SSA has been decreasing due to HIV/AIDS, and this endemic is not reported to have developed in Madagascar to the same extent as in some of the countries on the other side of the Mozambique Channel. Also for infant mortality, Madagascar's score is better than that of the SSA countries, with 84 per 1000 live births, compared to 91 for SSA. Again however, the average in low-income countries is considerably better with 76 infants dead per 1,000 live births. For the year 2001 Madagascar scores relatively badly on access to an improved water source (47 percent compared to 76 percent in low-income countries)⁶ and on illiteracy, which is 33 percent of population above 15 years of age (37 per cent in low-income countries).

While the illiteracy rate is so low, it is interesting to observe the figures for Gross Primary Enrolment (percent of school age population), which is 102, compared to 78 in SSA countries. It is typical of Madagascar that although there are more male than female students in primary education, the difference between the sexes is only 4 percent, while for SSA the difference is 13 percent.

The table shown below, derived from the World Bank statistical review of Madagascar, presents some basic indicators comparing Madagascar with the mainland Africa. It is important to add that for many parameters the situation worsened during the first half of 2002, but after that has most likely improved as a result of better supply and services.

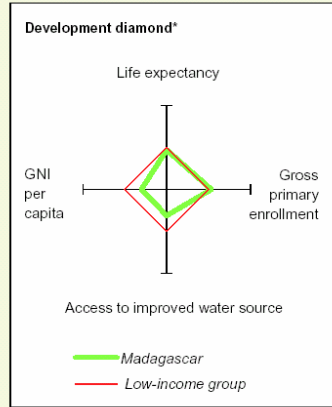
³ OECD, Development Centre Studies. "Education and Health Expenditure and Poverty Reduction in East Africa: Madagascar and Tanzania", Ed. Morrisson, Christian, OECD, Paris 2002 p.7.

⁴ OECD, op cit. p.9

⁵ Razafindrakoto, M. and Roubaud, F. "L'Approche à Haute Intensité de Main-d'Oeure (HIMO): Une Opportunité pour Madagascar", ILO, Département des politiques du développement, Reflexions sur le Développement, Document de discussion 18, Geneve, 1997, p.V.

⁶ NMS project document for MAG 016 indicates that only 30% of the population has got drinking water within 15 minutes from the home. (Page 2) Source of information not provided.

POVERTY and SOCIAL	Madagascar	Sub-Saharan Africa	Low-income
2001			
Population, mid-year (millions)	16.0	674	2,511
GNI per capita (Atlas method, US\$)	260	470	430
GNI (Atlas method, US\$ billions)	4.1	317	1,069
Average annual growth, 1995-01			
Population (%)	3.1	2.5	1.9
Labor force (%)	3.1	2.6	2.3
Most recent estimate (latest year available, 1995-01)			
Poverty (% of population below national poverty line)
Urban population (% of total population)	30	32	31
Life expectancy at birth (years)	55	47	59
Infant mortality (per 1,000 live births)	84	91	76
Child malnutrition (% of children under 5)	40
Access to an improved water source (% of population)	47	55	76
Illiteracy (% of population age 15+)	33	37	37
Gross primary enrollment (% of school-age population)	102	78	96
Male	104	85	103
Female	100	72	88



3.2 Settlement of six months of political unrest.

The international community recognised the new Government of Marc Ravalomanana during the middle of 2002, and a period of several months characterised by unrest and crises seems now to have been replaced by reconciliation and a new focus on development. Norway was the second country (after Switzerland) to give a supportive statement to Ravalomanana, as the Norwegian Minister of Foreign Affairs, Mr. Jan Petersen made his announcement on 6th of May 2002. The press release (no 98/02) was as follows:

- The situation in Madagascar has entered a new phase with the declaration by the High Constitutional Court that the vote recount shows former opposition candidate Marc Ravalomanana to be the winner of the presidential election, said Foreign Minister Petersen.

- It is to be hoped that this will pave the way for urgently needed political normalization in the country, even though the threats to national unity from the losing candidate's side must be taken seriously. Now that Mr Marc Ravalomanana has taken the formal oath of office, the main responsibility for implementing the national peace process must lie with him. The damage done by the last few months of conflict must be mended and a unified nation must be built on a basis of peace and reconciliation, said the Foreign Minister.

USA recognised the new government on June 26, followed by other countries as Germany, Japan, Australia, Denmark and Mauritius. On July 3 France also joined the group of countries endorsing the new government.

The political crises followed the contested first round presidential elections in December 2001. The two major candidates, the then-incumbent president Didier Ratsiraka and the mayor of Antananarivo, Marc Ravalomanana disagreed on the conclusion of the elections. The OAS endeavoured to mediate but did not succeed. The situation in the country worsened considerably, and large parts of the highlands were isolated from the coastal areas through the demolition of bridges and setting up of roadblocks. Two parallel Governments with two Central Banks were established, and Madagascar's assets abroad were frozen, together with a suspension of foreign exchange trading and a closure of the Treasury bond market for several months.

Several hundred people lost their lives during these months, although violent battles were few and the process in general was relatively peaceful. The demonstrations in Antananarivo, where more than hundred thousand people gathered in the streets for several days, and with hardly any damage, is illustrative of the peaceful "revolution". There were tendencies of ethnic based conflicts and it was very fortunate that these did not expand. According to the World Bank description, the country now stands united behind the new government. As the domestic and

foreign support of Mark Ravalomanana increased, his supporters captured the main parts of the country, until also the last province had to surrender late in June 2002.

3.3 Economy

Seventy percent of the population of Madagascar lives in rural areas, and this is about the same as for other low-income countries or African countries south of Sahara. Madagascar's economy is predominantly agriculture based. Agriculture, livestock and forestry contribute about one third of the Gross Domestic Product, while industry contributes only 13 percent. Food industry, energy and beverages industry are the main sub-categories under the industry sector. According to the World Bank, growth rates have averaged only 0.6 percent annually over a period of about 30 years, while the population growth rate is about 3 percent. As a result per capita incomes have declined over the same period.¹

Starting from the late 80-s Madagascar has adopted more pragmatic economic policies, including the removal of price controls, and the introduction of floating exchange rate. Energy prices have been increased and subsidies on commodities have been eliminated. According to the World Bank the financial sector has been strengthened through bank restructuring and privatisation. Key sectors such as air transport and telecommunications have been exposed to increased competition. The economy has responded positively to these reforms. During the period 1997-2000, GDP grew at an average rate of 4.3 percent, which was among the highest growth rates in Africa, and inflation has been in single digits for three years in a row. Some areas, such as agriculture, have not shown as much progress, however. The fiscal balance has improved steadily in recent years. External accounts remain highly dependent on foreign aid, and on the foreign direct investment front, the country has a long way to go compared with several African countries.

HIPC and PRSP

Madagascar spends more on debt servicing than it spends on health. The results of negotiations with the larger international community and with the financing institutions will have an immense impact on the country's development efforts. In December 2000 The World Bank Group's International Development Association (IDA) and the IMF agreed to support a comprehensive debt reduction package for Madagascar under the enhanced HIPC initiative.⁷ Total service relief from all creditors is worth about US\$ 1,5 billion and debt service savings average approximately US\$ 62 million per year between 2001 and 2019. Resources freed as a result of HIPC assistance will provide support in a number of priority areas as outlined in the IPRSP.

Madagascar produced an IPRSP dated in November 2000. The full PRSP is said to be due early in 2003. The IPRSP puts considerable emphasis on education, transport and the processes of decentralisation. A former nation wide social dimension programme (PNAE I) is commented upon, and the low levels of achievement in reaching the main objectives are referred to for both the education and health sectors. PNAE II is credited with strengthening partnership involving stakeholders for instance in the education sector. Madagascar will receive the bulk of the assistance under the enhanced HIPC Initiative when it satisfies a number of conditions, including adoption and implementation of a participatory poverty reduction strategy paper. The IMF's Internet information service on Madagascar have not been updated since December 2001, and the latest information from the World Bank refers to the Paris conference in July 2002. The World Bank has not produced a JSA for Madagascar (WB's official comments on the IPRSP).

The Paris Conference and the economic recovery program

In July 26, 2002 representatives from 17 countries (including Norway) and 19 organisations participated in a Conference of the Friends of Madagascar in Paris. The new Government of Madagascar presented its economic recovery program. A parallel meeting was held with 100 private sector representatives from Madagascar and international investors. The economic recovery program has three pillars. The first is an emergency program to

⁷ World Bank homepage "News", 22 December 2000, Washington

assist the poorest sections of the population, and includes food support, creation of temporary employment as part of public works and measures for improved delivery of education and health services. The second pillar relates to the emphasis placed by the new Government on good governance, democracy and the rule of law. Plans were presented to improve and control the use of public finances, reduce corruption, and increase transparency in public decision-making. The Government also confirmed its intention to organize the anticipated legislative elections. The third relates to policies and programs geared to assisting the private sector in re-launching and expanding production. Improvements in transport and infrastructure and fiscal incentives and promotion activities were announced.

The new government authorities stated their intention to renew their work on designing a comprehensive strategy to reduce poverty in the country, to be completed in the spring of 2003. Furthermore, the Government delegation reaffirmed their commitment to pursue the accompanying debt relief, which was granted to Madagascar under the HIPC initiative as mentioned above. Donors at the meeting expressed strong support for the economic and social program of the Government of Madagascar. The importance of adhering to principles of good governance, promoting development of a strong private sector, and reducing poverty was underlined. Participants emphasized the importance of formulating a PRSP in an inclusive way. The donors pledged a sum of approximately US\$ 2.3 billion over a period of four years.

The Government and its partners agreed to organize sectoral meetings over the coming 12 months to ensure follow-up of the implementation of the recovery program. The World Bank has approved two programmes in 2002; the Emergency Economic Recovery Credit Project of US\$ 50 million, and the Rural Transport Project of US\$ 80 million.

3.4 The fight against corruption

Transparency International (TI) launched the Corruption Perceptions Index 2002 (CPI) in October 2002. Most of the data for the Index were collected before the takeover of the new Malagasy Government in mid 2002, and Madagascar's position on this ranking is an unpleasant picture of the previous system. Of a total of 102 countries, Madagascar is among countries as Indonesia, Kenya, Angola, Paraguay, Nigeria and Bangladesh at the lowest level on the index, where corruption is perceived to be rampant. In a general statement the Chairman of TI stated "Political elites and their cronies continue to take kickbacks at every opportunity. Hand in glove with corrupt business people, they are trapping whole nations in poverty and hampering sustainable development.", And "Corrupt political elites in the developing world, working hand-in-hand with greedy business people and unscrupulous investors, are putting private gain before the welfare of citizens and the economic development of their countries ... From illegal logging to blood diamonds, we are seeing the plundering of the earth and its people in an unsustainable way".

Although data for the above index describe the former political and economic regime, there are strong reasons to believe that traces of a corruption culture and system prevail in government at central and local levels as well as in the private sector. Another recent Transparency International study,⁸ which states that the real large scale corruption increased in particular during the last 5 years (1996-2001) points to some of the possible reasons for corruption as being low salaries among government functionaries and limited sanction systems. Corruption is to be found particularly in sectors such as the traffic police, government civil affairs, the judiciary, the customs, public health services and education. The same study found that the private sector considers that the fight against corruption is one of the main priorities in promoting economic development, together with improvements to the juridical system. The new Government has underlined its strong will and intention to identify and counteract corruption in all its forms. It seems obvious that the fight against corruption will be complex, given the many sectors and persons involved. No doubt this is an area where the new regime will need assistance from external partners.

⁸ Transparency International, Initiative Madagascar; "Enquête nationale sur l'intégrité. 2001

3.5 Some aspects of the human rights situation in Madagascar

Due to lack of communication and limited resources for reaching all corners of the country and a large and basically uncontrolled non-formal sector, one cannot expect to find accurate records of the human rights situation in Madagascar. The fact that traditional culture and beliefs might emphasise “rights” of the group, family or even ancestors, to be more important than the right of the single human being needs also to be taken into account. What follows is a brief description of the situation in some selected areas in accordance with human rights as defined by UN and based on a report issued on March 4, 2002 by the US Department of State. Some additional information and comments were obtained during the review team’s visit in November 2002.

Torture and other cruel, inhuman, or degrading treatment or punishment.

According to the above-mentioned report, the Constitution provides for the inviolability of the person; however, there were occasional reports that police or other security forces abused prisoners or detainees. There were reports that gendarmes intimidated persons, abused their authority, and unlawfully seized property. Prison conditions remained harsh and life threatening. Prisoners’ diets are inadequate, and family members must augment daily rations. Prisoners without relatives nearby sometimes go for days without food. The situation in Antananarivo prisons is that 0,6 kg of maize or cassava is served every day per prisoner, except for during three holidays of the year, when meat is provided. Rice is served once a month⁹.

The US report states that prison cells average less than 1 square yard (0,81 m²) of space per inmate. In some prisons the situation is much worse, as is the case in the main prison in the capital, Antanova, which was built for 850 prisoners, and is now inhabited by 2582. According to the authorities this gives less than 0,5 square meters per prisoner. 30-40 prisoners are crowded in relatively small rooms at nighttime.

The prison authorities complain that there are declining resources available to provide adequate care. The prison population of Madagascar, which numbered 19.962 in 2001, suffers from illnesses and these are rarely or inadequately treated. The US Report informs that malnutrition, infections, malaria, and tuberculosis are common among prisoners, while for Antananarivo the review team was informed that asthma, malaria, diarrhoea are the main diseases, and that about 20 prisoners died each year. There, the medicine supply is insufficient. Pre-trial detainees are not held separately from convicted prisoners, but in the prisons of Antananarivo women are separated from men and there is age division under and over 15 years.

Children less than 2 years of age follow their mothers into prison, and if no relatives are found, they continue to stay there. The US report describes the situation for the country as a whole and states that gender segregation is not absolute and that women in prisons were abused, as were children who sometimes were confined with them.

The review team found that in one prison in Antananarivo there were 6 showers available for 200 women and this was reported to be the best place in terms of hygienic services. The toilet systems and hygiene in general is bad.

Arbitrary arrest and detention

The Constitution provides for due process for accused persons, although in practice the authorities do not always observe legal safeguards against arbitrary arrest and detention. In particular, lengthy investigative imprisonment of suspects resulted in the denial of due process.

Approximately two-thirds of the 19.962 persons held in custody were in pre-trial detention. This figure was confirmed for Antananarivo by the review team. Despite existing legal safeguards, investigative detention often exceeded 1 year, and 3 or 4 years’ detention was common, even for crimes for which the maximum penalty may be 2 years or less. Approximately 2.000 detainees have been in custody for 5 or more years, and one prisoner has

⁹ Information obtained by the review team in interviews.

stayed in prison 16 years, as papers related to his case have been lost. Other reasons for postponed trials are that the juridical system works slowly or that cases are delayed waiting for more arrests to be made in the case.

The judiciary

The judiciary has three levels of jurisdiction: Local courts for civil and criminal cases carrying limited fines and sentences; the Courts of Appeals, which includes a criminal court for cases carrying sentences of 5 years or more; and the Supreme Court. The judiciary also includes courts designed to handle specific kinds of cases such as cattle theft. The High Constitutional Court is an autonomous court that undertakes reviews of laws, decrees, and ordinances, and certifies election results.

The right of traditional village institutions to protect property and public order is codified in the Constitution as well as in earlier laws. Local traditional laws called *dina* sometimes address civil disputes within and between villages. *Dina* also are established in some urban areas. In practice, *dina* address criminal cases due to the isolation of many rural areas, a rise in crime, and the ineffectiveness of the police and the judiciary outside major urban centres. Punishment based on *dina* was at times severe. There also were problems with due process in the administration of *dina* punishments.

Women's rights

Domestic violence against women is not widespread. Under the law wives have an equal voice in selecting the location of a married couple's residence, and they generally receive an equitable share of common property on divorce. Widows with children inherit half of joint property. In urban areas there is relatively little societal discrimination against women. However, discrimination against women in rural areas remains a problem. A number of NGOs focus on the civic education of women and girls, publicizing and explaining their legal protections.

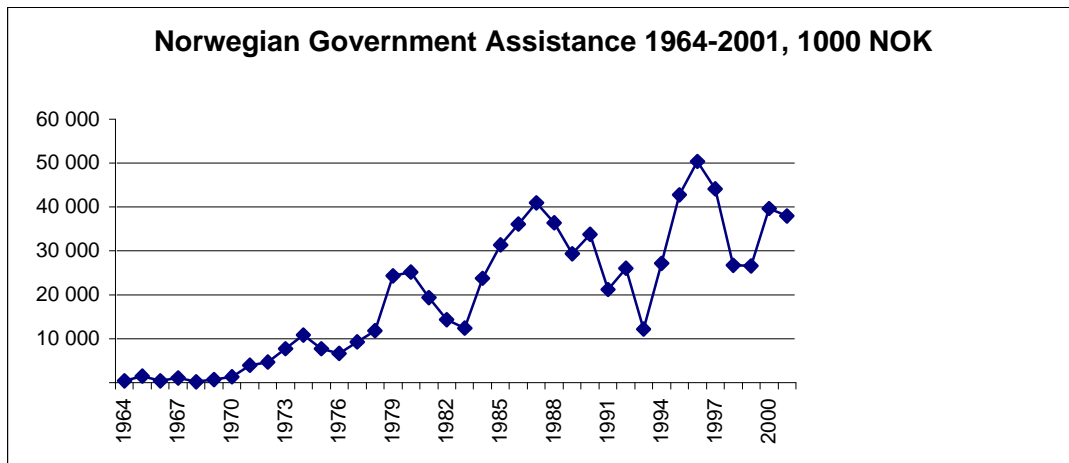
Children's rights

The Ministry of Health, the Ministry of Education, and the Ministry of Population and the Condition of Women and Children are responsible for children's welfare. However, official expenditure on children's welfare is low and not sufficient to maintain adequate public services. The Government provides free education through the secondary or vocational level, and it is compulsory through the age of 14. (For more information about education, see related chapter). There is no societal pattern of abuse of children, although child labour continues to be a pervasive problem. Children sometimes are imprisoned with adults.

4 NORAD's and MOFA's cooperation with Madagascar

4.1 General trends of former NORAD cooperation

Trends in Norwegian Government development assistance to Madagascar from 1964 to 2001 are presented in the following diagram.



The diagram indicates clearly that total and annual contributions have varied a great deal, even over short time spans. For instance the total increased from approximately NOK 12 million to more than NOK 50 million between 1993 and 1996. In 2000 and 2001 the assistance has been approximately NOK 40 million, and for 2002 the total is about NOK 45,5 million.¹⁰ The grand total over the years amounted to NOK 796 million.

The cooperation with Madagascar can be divided into three main periods:

- 1) Before 1972, when most assistance was channelled through NMS,
- 2) The 20 years of NORAD representation and state-to-state agreement from 1972 to 1992,
- 3) 1992 to present, with no NORAD representation nor Memorandum of Understanding and where the bulk of the assistance was provided multi-bilaterally via UNICEF, ILO, and the World Bank, but where NMS/FLM and other partners were consolidating their positions.

Before 1972

The agriculture school Tombontsoa, run by the FLM, received some NORAD assistance during the second half of the 1960s. The first recorded NORAD contribution is from 1964, totalling NOK 429.000.

Cooperation 1972-1992

The large agricultural programme, FIFAMANOR was established in 1972. As a result of the new formal state-to-state collaboration between Madagascar and Norway, a small NORAD Representative Office was opened in Antananarivo. During this period in average more than NOK 25 million were provided annually. ROMANOR, as the second larger scale NORAD project in Madagascar, started in 1985 and the total assistance grew steadily. In this period collaboration with ILO about road rehabilitation and maintenance in the Vakinankaratra areas was initiated (more information about the different projects in later chapters). Norway provided import support for

¹⁰ Data from the years 1964 to 1991 from NORAD statistical department. Data for 2002 from NORAD's Activity Plan for Madagascar 2003 (page 7), (Virksomhetsplan for Madagaskar 2003)

fertilizers and a large-scale environmental programme channelled via the World Bank was initiated in the beginning of the 1990s.

Cooperation 1992-2000

The crises at the ROMANOR represented a dramatic break of Norwegian assistance and the NORAD Representative Office was closed down. From 1992 collaboration has continued without a state-to-state Memorandum of Understanding. Assistance channelled via NMS continued (for instance to the agricultural schools), the relationship with ILO and HIMO-Route was strengthened and education assistance started under the auspices of UNICEF and FLM. Import support for fertilizers was terminated. The last contribution to the World Bank environmental programme was provided in 1996, and the Norwegian assistance to this programme totalled NOK 37,7 mill. New environmental projects were initiated.

From 1994 the source of information splits between the assistance from MOFA and NORAD, as the following table indicates.

<i>Year</i>	<i>NORAD</i>	<i>MOFA</i>	<i>TOTAL</i>
1994	24 738	2 432	27 170
1995	27 616	15 153	42 769
1996	36 086	14 297	50 383
1997	39 403	4 702	44 105
1998	26 249	499	26 748
1999	26 565		26 565
2000	35 259	4 408	39 667
2001	34 956	3 019	37 975

From time to time and on ad-hoc basis Norway's General Consul in Antananarivo, NMS, or the UN organizations, have served as channels of information between the two governments. The review team has not studied the efficiency and cost-effectiveness of the last ten years of official links between Norway and Madagascar. But informants interviewed by the review team have indicated that this set-up has had advantages in terms of its relative flexibility. As a matter of fact development assistance has gone through a phase of growth during the period. However there are also clear limitations. There has been no one independent unit to represent common Norwegian interests. Any one agency could be viewed as an interested party, with their own particular interests to promote. One example of this was the need for an agency or institution to take on responsibilities for negotiating agreements with the Malagasy Government on import taxes and duties relating to development assistance products and services. Another example was that no one Norwegian stakeholder in Madagascar was responsible for or was interested in strengthening the Malagasy Government's capacity for sector development. The review team has concluded that these two examples provide a good reason for proposing a general change in the formal relationship between the two countries.

The cooperation has been influenced by external factors such as changes in government in Norway with different attitudes to Madagascar as a partner country, and changes in government in Madagascar, some of which have directly and indirectly created problems for the cooperation. These different trends have, however, been counter-balanced by stability in terms of NMS/FLM's existence and stability in NORAD because the same officers have been in charge of the cooperation over the years. The extended networks deriving from the missionary background and the development cooperation field have steadily become extended and widened.

4.2 The present NORAD portfolio

The general pattern of collaboration, in terms of sectors of involvement and stakeholders, has been continued into the new century, with a few exceptions: Norges Vel and NORAD signed a 5-year contract related to the

FIFAMANOR programme. The research cooperation between University of Toliara and University College of Stavanger was extended and funds were put at disposal to University of Toliara for executing the research.

In 2001 the cooperation (NORAD and MOFA) with Madagascar amounted to NOK 38 million, with an increase to NOK 43.472 million in 2002. This includes NOK 5 million for GAP assistance (overgangsstønning). Most of the Norwegian assistance is channelled through the regional account (REG) while some assistance to projects under FLM is channelled via the Bistandsnemda.¹¹

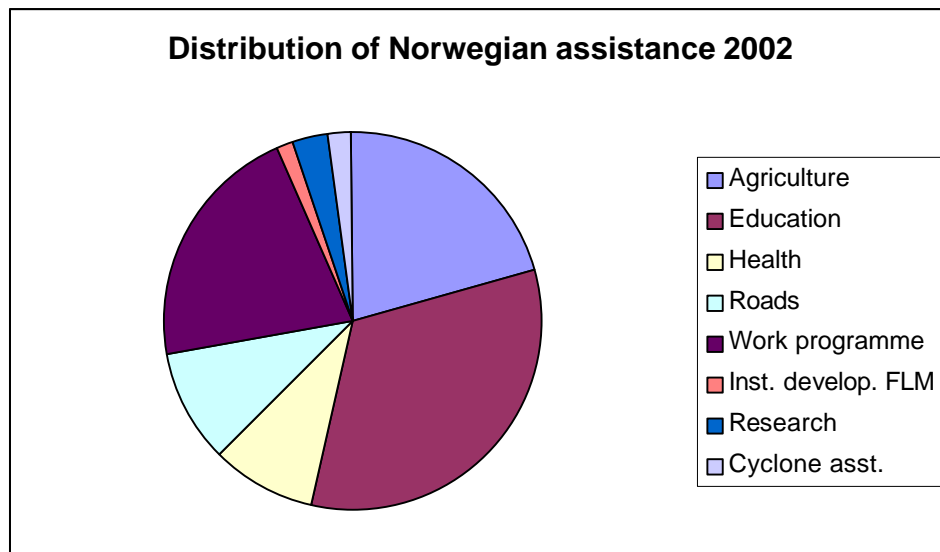
The sections that follow provide a description and assessment of the cooperation sector by sector. Some other projects and activities, which do not relate strictly to these sectors, are described at the end. These include research, institutional development of FLM and assistance to youth in Antsirabe.

Norwegian development assistance to Madagascar in NOK in 2002 was made up as follows, in accordance with Norwegian government account numbers:

	<i>Channel/institution</i>	<i>Description</i>	<i>Sub-total</i>	<i>Total</i>
Chapt. post 251.70 Health and Education Africa, (Helse og utdanning Afrika)				
MAG-0016	NMS	Health	3426000	3426000
Chapt. post 251.72 Economic development and trade Africa (Økonomisk utvikling og handel Afrika)				
MAG-0001	SNV/FIFAMANOR	Agriculture	2.654.000	2.654.000
Chapt. post 251.76 Finalising activities Africa (Avviklingstiltak Afrika)				
MAG-0003	ILO	Work intensive road rehabilitation	4.800.000	
MAG-0004	UNICEF/NMS	Basic education	5.867.000	
MAG-0012	NMS	Agriculture	2.619.000	
MAG-0015	ILO	Work intensive school rehabilitation	9.950.000	
Total				23.236.000
Chapt. post 262.70 Assistance to change (Overgangsbistand)				
MAG-2007	ILO	Work intensive activities in Antananarivo	5.000.000	5.000.000
Chapt. post 261.70 Civil society (Sivilt samfunn (ASN))				
GLO-01/451-56	NMS (Fihaonana)	Agriculture	881.000	
GLO-01/451-61	NMS	Organisational development FLM	687.000	
GLO-01/451-62	NMS	Field study, rural develop	107.000	
GLO-01/451-59	NMS (Bara)	Integrated rural developm.	950.000	
MAG-98/002	WWF	Environment, nat. park	1.500.000	
GLO-01/408-18	SNV	Husbandry NRF	1.045.000	
GLO-01/400-115	KN	Agriculture/irrigation	486.000	
Total				5.656.000
Kap. post 265.70 Other Research (Annet forskningsarbeid (FAG))				
MAG-2003		Research Cooperation University College of Stavanger and University of Toliara	1.500.000	1.500.000
From MOFA				
MAG 1020621	NMS	Support to Medicines	1.000.000	
MAG 1020591	Medic. sans frontier	Support after cyclone	1.000.000	
Total*				2.000.000
GRAND Total				43.472.000

According to information from NORAD, there is additional assistance to UNICEF/AGEI, the vaccination programme GAVI and UNIDO's assistance to cleaner production of communal waste. Madagascar is one of several countries under these programmes.

¹¹ NORAD's Activity Plan for 2003



The above diagram presents relative size of the various sectors of the 2002 assistance. Note should be made that the whole “Work programme” (NOK 10,5 mill) has been included here, while in reality it will be divided between 2002 and 2003. Education includes both assistance to FLM and UNICEF as well as the school rehabilitation programmes under ILO, which is the largest programme for 2002.

4.3 Agriculture

4.3.1 Importance of agriculture in the Malagasy economy

The agricultural sector plays an important role in the Malagasy economy. Some three quarters of the population depend on agriculture as a means for survival. 80% of the income from export is coming from agricultural products, however this export only represents 5% of the total value of the agricultural production. The agricultural sector supplies more than half of the primary resources necessary for the secondary and tertiary sectors. It is calculated that a stable growth in agriculture, will have a large impact at the level of other sectors (secondary and tertiary), thus greatly contributing to growth in the Malagasy economy in general. Likewise it also constitutes a means to fight against poverty, mainly affecting the rural population.

The main productions in agricultural and animal husbandry

The rice, base of the Malagasy nutrition, is the most important agricultural crop. Rice cultivation under irrigation is practiced in all regions and covers almost 40% of cultivated land giving an average annual production of some 2,3 million tons. The other food crops, such as the manioc (estimated to 2,3 million tons), are widely distributed throughout the territory. The production of export crops, such as coffee (50.000 tons), the vanilla (4.000 tons) and cloves (13.000 tons), are above all developed in the coastal regions in the eastern and north-eastern part of the island. They constitute the most important currency source of the Malagasy economy. Industrial crops, like cotton (30.000 tons) and sugarcane (2 million tons), are planted mostly in coastal regions of the West and Northwest. The legume crops (beans, potatoes) are mainly cultivated in zones of temperate climate on the High Plateau in the centre of the Island.

Animal production of every category is widely extended. It is estimated that the income of 60% of the rural families depends upon animal production. Cattle of local breeds, for a great part extensively run in the South and Southwest, constitute most of the production in this domain. The number of zebu cattle is estimated to some 5,5 million animals. There does not exist any good statistics on the number of dairy cows in Madagascar. A study

from 1997¹² estimated that the number of dairy cows in “the Milk Triangle” amounted to about 41.000 heads, 4500 purebred and 36.000 crossbred producing some 250.000 litres per day. According to 1998 estimations from FIFAMANOR¹³ there existed some 46.000 pure or crossbred dairy cows of the PRN breed in Vakinankaratra.

Tendencies in the cultivation of agricultural crops

In spite of registration of some sporadic progress the general evolution tendency in the production is mostly marked by stagnation. It is even registered a certain reduction in the production for some products, above all for crops meant for export and industrial use. This tendency to reduction has roots in certain disorganization in the framework and supply service of farm inputs, because of restructuring of institutions in charge of such services. The consequences of this situation are that Madagascar continues to import essential foods such as rice (50.000 to 200.000 tons, as a function of the prevailing climate), sugar and oil. It is, however, registered real progress in the production in some regions. That is particularly the case for the Antsirabe region where considerable increases have been registered in counter season crops from the paddy fields (wheat, barley, legumes and forage crops) and in milk production.

Export of agricultural and livestock products

The four principal export products from agriculture, in terms of relative value, are: coffee, cloves, vanilla and pepper. Other products like litchi and sisal also contribute substantially, but to a lesser degree than the others. Annual export quantities are varying considerably between years because of the climate, for instance cyclones. The quantities of exported coffee can vary from 25.000 to 40.000 tons from one year to another.

The export of beef constituted an important currency resource up to 1995. After that the importing countries have withdrawn their certification of the industrial slaughterhouses because they were old and worn down. Nonetheless prepared hides still hold a rather significant place in the export statistics.

The main constraints in the development of the agricultural sector are related to a slow adoption of appropriate technologies, to the weakness of services at the disposal of farmers, and to the inappropriate orientation of certain interventions from public institutions in the past. For most of the country cultivation techniques have to a large extent remained at a traditional level, often causing damages to the environment and the conservation of the natural resources. The extension service and the technical promotion have been weak. Transport costs have been high because of insufficient maintenance of rural roads, which have been a handicap for the supply of inputs and for the evacuation of agricultural products. Only 3% of the producers have actually access to rural credit. Finally, certain regulatory factors related to the associations of water users, have represented an impediment to crops diversification in irrigated fields.

The rural development policy

To combat the constraints described in the above chapter, the government has adopted a multisector participative approach, corresponding to the rural development strategies. Recent evaluations have concluded that at sector level refocusing on agriculture cannot be achieved by heavy investments in large state-run agricultural enterprises, The new strategy therefore has the following objectives:

- Rationalize the role of the state by concentrating on support structures to increase productivity;
- Increase the contribution of and improve the utilization of resources meant for rural communities, for productive investments, initiated and executed by the beneficiaries;
- Reinforce the decentralization of rural development to assure the beneficiaries` investments, and thus their sustainability.

¹² Feasibility study on manufacturing of concentrates and mineral licking stones. Company EEDR/ROMA

¹³ PRN Plan Quienquennal 2000-2004

The action plan for rural development (PADR) constitutes the framework for the implementation of the rural development policy. It is a process of permanent consolidation between the central authorities and groups of beneficiaries at regional level, which facilitates the adjustment of strategies to formulate and implement programmes and projects. The central authorities are represented in the PADR by the Interministerial Orientation and Validation Committee (CIOV), composed of all concerned ministers and presided over by the prime minister. One essential element in this process is the Working Group for Rural Development (GTDR), which is established at regional level. The GTDR is composed by representatives of all entities involved in rural development (regional authorities, the public services, economic actors, NGOs and farmers organizations), and contributes to analysing strategies, projects and programmes at regional level.

The priority programmes, currently in favour, are the following:

- Sustainable growth in agricultural production: application of new technologies for intensified production, explicit links between agriculture and protection of the environment, and strengthening of farmers' associations for the maintenance of rural infrastructure;
- Promotion of partnership in rural development: state withdrawal from productive activities, greater involvement of the farmers' organizations in the supply of services, development of institutions for rural credit;
- Improvement of access to social services: that is potable water, education, and health services.

Financing of rural development

The fundamental role of agriculture in the struggle to achieve growth in the Malagasy economy justifies the interest donors have shown in the sector. Within the framework of the public investment programme for the period 1999 – 2001 some 29% was reserved for this sector. Practically all donors with relations with Madagascar contribute to the financing of this sector: that is the European Union, the United Nations, the International Fund for Agricultural Development, the European countries, Japan, the United States of America and Canada. Among the international banks the World Bank, the African Development Bank and the Arab Bank are involved. The investments are spread over a large range of activities such as rural development: research, the extension service for the transfer of adapted technologies, the conservation of the natural resources, phyto-sanitary and zoo-sanitary actions, the strengthening of institutions, community development, training of the rural population, rural roads and infrastructure for irrigation. Some institutions, like the World Bank, actually give priority to the PADR, by financing a project (Support Project for Rural Development. This takes into consideration all sub-projects of interest for the rural population, on the condition that they are initiated and implemented by the beneficiaries.

4.3.2 Achievement of objectives

FIFAMANOR or Fiompiana Fambolena Malagasy Norveziana: The FIFAMANOR project is a big and complex project having a budget of some NOK 28 million (2000–2004). The general objective has been to improve the standard of living of farmers, both men and women, in the Vakinankaratra region of the High Plateau of Madagascar. For milk the geographic area is the Milk Triangle and for tuber crops the whole country. The specific objectives are focused on the promotion of 1) grain production, mainly wheat and triticale 2) potatoes, sweet potatoes and other tubers 3) milk production, fodder production and genetic improvement of the milking cow population 4) a social programme for integration of women into production activities 5) a centre of competence for the above mentioned activities, especially in genetic improvement of defined cereals, grasses and legumes, in vitro cultures, production of basic seeds, milk production, herd book registration and artificial insemination 6) farmers' organisations in relevant fields so that they themselves can gradually take care of their own activities 7) the rational use of scientific and technical knowledge; also in relation to achievements in other institutions 8) a training centre for extension service personnel and farmers.

FIFAMANOR has been in operation since 1972 and was established as an agricultural centre consisting of two research units, Mimosa for plant production and Armor for milk production, and a unit for extension service, which covers the Vakinankaratra region. Later the geographical area has been extended to include Ambatolampy and in 2000 a former CARE extension service project for women working in the same geographical area was integrated giving the FIFAMANOR project a better gender balance. .

Historically FIFAMANOR has achieved most of its objectives and can be considered as a well-established institution rather than a project. As for the work in the milk production sector the base for development has been the import of Norwegian Red and White Cattle calves (Pie Rouge Norvegienne or PRN), first to Tombontsoa in the 'sixties and in 1972 to FIFAMANOR. Later genetic improvements have been secured through annual imports of frozen semen from the farmer-owned GENO association in Norway. Jakob Veia¹⁴ estimated from random sampling that there was a dairy cow population of 49.000 in Vakinankaratra in 1986/87 out of which 12.000 had PRN blood. To day there might be 50.000 pure-bred or crossbred dairy cows of the PRN breed¹⁵ in the Milk Triangle. Genetic improvement is achieved through natural mating with improved bulls, placed at bull stations throughout the region, and artificial insemination done by especially trained inseminators. In 1998 30.915 matings were registered at the bull stations while 5918 cows were inseminated¹⁶. As a result of the rapidly increasing milk production a need for dairies to process the milk arose. About 1980 existing facilities were limited and worn out, so that the Malagasy authorities asked Norway to take responsibility for the development of the entire milk sector from nutrition and breeding to collection, manufacturing and marketing. That was the beginning of the ROMANOR project.

At Mimosa plant research has always functioned well and improved varieties adapted to local conditions are continuously being tested and distributed. The researchers are experienced and highly respected for their scientific contribution. The wheat production that increased rapidly during the 'seventies and 'eighties has stagnated due to limited availability of adequate soils in the project area, but the cultivation of barley, oats and dry land rice is constantly increasing. During the dry season the rice fields are used for these new crops and forage production. While farmers did not previously cultivate any grass species to nourish their cows, cultivation of green fodder is now common, thus keeping milk yields up during the dry season. The cultivation of potatoes, being a key crop, has increased enormously and the quality has improved drastically. New and improved methods for storing at farm level have been developed making the producers able to supply the potato market throughout the year. FIFAMANOR has collaborated with CARE on the Tuber Crop Improvement Project and is responsible for in vitro testing, propagation and validation. After the end of the CARE project FIFAMANOR has continued research and validation to some extent on tuber species in coastal areas in collaboration with other organisations.

At the research station for milk production the PRN herd, together with the herd of Tombontsoa, represents the genetic nucleus of the PRN population. The genetic quality of these two herds is always at a high level since semen is supplied regularly from Norway. The main purpose of the Armor herd is to produce high quality bulls for the bull stations in the field, but also to serve as the base for applied research on fodder crops, nutrition and feed composition. Apart from natural mating a system for artificial insemination has been developed with a number of inseminators stationed at strategically important places on the High Plateau. The semen is normally supplied from Norway, but in 2000 FIFAMANOR started to produce its own semen to save costs and to reduce dependence on imports. The genetic efficiency of this is highly questionable and no semen was produced in 2001 and 2002.

In the period 1992–2000 FIFAMANOR was administered as a World Bank project under the so-called PSE programme¹⁷. At the end of that period and up to 2001 the Armor farm was badly managed with cows in

¹⁴ Jakob Veia 1991. "The Development of Milk Production in Vakinankaratra, the Malagasy Highlands." Misjonshøgskolen, Stavanger.

¹⁵ FIFAMANOR statistics 1998 given in Plan Quienquennal (2002-04) PRN Association: 44762 cows/heifers with PRN blood in Vakinankaratra. In addition there are thousands of cows elsewhere in the Milk Triangle.

¹⁶ PRN Plan Quienquennal (2002-04)

¹⁷ Programme Sectoriel d'élevage

miserable shape; extremely low milk yields and low reproduction results. After changes in the staff, results have greatly improved. The animals are now in good shape and the number of cows is increasing. A programme for adapted research on feed composition and utilisation has been designed in collaboration with the nutrition laboratory at Mimosa.

The extension service unit of FIFAMANOR has been in operation right from the beginning in 1972. About 50 extension agents have been working on a multi-professional basis taking care of project activities both within milk production and plant production. According to statistics the average milk yield in the project area has increased from 3 to 6 litres/day and the potato yield has increased to 15-20 tons/ha compared to the national average of 7-8 tons, which means the yield has doubled or tripled during the last 30 years. Field experiments for the research unit and demonstration plots are also part of the work. The extension workers are also addressing issues like protection of the environment through the use of conservation methods, tree planting and diversified production. In year 2000 female extension workers from the CARE project were included in the extension staff of FIFAMANOR; and nine out of 41 are women. This has been a positive development in the sense that women are becoming better integrated into productive activities. Some of the extension workers get their salaries from the government, but they are administered by FIFAMANOR.

The extension service has been doing impressive work during a 30-year period and has been of great importance to the farmers in their struggle to improve their production results. A recent study¹⁸ indicates that FIFAMANOR is “consolidating its position as unquestionable conductor in the development of potato production and breeding of dairy cows in a most decisive manner, not only in Vakinankaratra, but also at national level, even if to a lesser degree.” However, comments on the insufficiency of the extension service were also registered, and that assistance from its agents is less available than before. Since the WB project National Programme for Extension Service in Agriculture (PNVA) has come to an end state engagement in the extension service will be reduced, creating new opportunities and challenges for the users’ own organisations and other private actors.

As a result of assistance by the extension service, and in response to demands from farmers, several farm organisations have been founded in the Vakinankaratra area. When the extension workers could no longer go on selling fertilisers etc. to the farmers, an organisation responsible for supplying farm input material to its members was founded and given the name ROVA. Later a breeding organisation for owners of PRN cows was founded. Still another organisation, which was given the name VMMV was founded by seed producers. In total 328 associations have been organised¹⁹, 41 unions and 4 federations with a total of 3,447 members. On the boards of these associations 32% of the members are women. Because of the PSDR initiative many groups ask for help to get organised.

During the first years of the FIFAMANOR project’s existence it became clear that lack of maintenance of secondary roads in the project area represented a serious obstacle for economic development of the region. For that reason FIFAMANOR started to investigate how to find financial resources for road maintenance. Even if roads have never been an objective of the FIFAMANOR programme, money for road repairs figured in the budget relatively early in the history of the project. It was, however, soon understood that other solutions had to be found. ILO came into the picture and some roads were renovated by the HIMO-ROUTE project. Regardless of what HIMO-ROUTE did on secondary roads in Vakinankaratra, and whatever the arrangements were with the authorities for regular maintenance, the fact remains that for years the most important “milk roads” have been impassable during the rainy season. This has done great harm to the trade and made milk production collapse in important districts like Faratsiho and Soanindrariny. For this reason FIFAMANOR has collaborated with AFD to find a practical solution to the problem and in the present FIFAMANOR budget there is a component for road maintenance financed by AFD. Some 316 km of secondary roads in the Antsirabe area, divided into 34 tranches, will be repaired²⁰. The communities along the road are organised into 25 associations with an active population of some 75,000. To be prepared for future maintenance 5% of estimated costs would be collected by the user

¹⁸ VIKINA: Etude de reference. Avant Projet. Nov. 02.

¹⁹ FIFAMANOR: Rapport 3eme trimestre 2002

²⁰ Projet de Rehabilitation des pistes rurales a Vocation Laitiere dans la Region du Vakinankaratra. Rapport d’Execution. Annee 2001. FIFAMANOR.

groups before the work is initiated. Tender for the first nine tranches is announced and it is expected that the practical work will start in early 2003.

ROMANOR: When NORAD was asked to take the responsibility for developing the Malagasy dairy sector, the ROMANOR project was launched. The main objective of the project was to organise the milk farmers, collect their milk, process it and market final products. The project was given two old dairies from the French colonial period, one in Antsirabe and one in Antananarivo, for manufacturing. In addition a new dairy was built in Antovontany on the Faratsiho road. Because of corruption and diplomatic difficulties the second phase of the project was never implemented and ROMANOR came to an end. The activities were reorganised as ROMINCO and for some time the farmers themselves tried to run the dairies, but without technical assistance they were unable to operate them economically and it finally ended in bankruptcy. Since then all three dairies have been out of production and they are now being privatised. Several initiatives have been made to reorganise the dairy operations of ROMANOR. The latest attempt failed in 2002 when it turned out that the basis for forming a joint Norwegian/ Malagasy shareholder company did not exist. After the closedown of the ROMINCO dairies the farmers east and west of Antsirabe have lost their opportunities for professional milk production. This is also due to the fact that the Malagasy authorities have not been able to maintain the "milk roads" in the Antsirabe area.

The Malagasy market for dairy products is today dominated by TIKO, which in reality has a market monopoly. TIKO, which is a private processing company, operates mainly in the biggest cities and collects milk along the good roads in the Antananarivo and Antsirabe areas. In the Antsirabe area a company named Socolait collects milk.

The FLM agricultural schools and extension services: The Lutheran Church of Madagascar has three agricultural schools, one in Antsirabe on the High Plateau, one near Vohipeno on the East Coast and one near Morondava on the West Coast. Tombontsoa in Antsirabe is by far the biggest one and has been in operation since the early 'sixties when the first agriculturists graduated. Tombontsoa is to-day financed mainly by the Lutheran World Federation, which receives some financing through Kirkens Nødhjelp, thus all three schools receive financing directly or indirectly from NORAD. The school at Vohipeno is relatively small and well adapted to the local situation and has been financed by NORAD through the Bistandsnemnda. The Tsarafotra agricultural school in Morondava was founded more recently and NORAD is financing a new project period for two more years, 2002-2003, with a budget of NOK 4.8 million. The main objective is to transfer knowledge on agriculture and animal husbandry for better management of the natural resources through training, creation of local development committees and better availability of farm inputs to increase productivity in agriculture. Annually 40 – 50 students will graduate, and the objective is that half of them should be girls. The Fihaonana agricultural school (Vohipeno) was founded in 1983 and has been supported by the Bistandsnemnda since 1986 and the present contract period is 2001 – 2003 with an indicative budget of about NOK 3 mill.. The main objective is to fight poverty, improve the economy of Southeast Madagascar, to secure food production and improve the nutrition situation of the population. This should be attained through vocational training, teaching the students new agricultural techniques and through the extension service support to former students and to stimulate the creation of local development committees. So far 379 students have graduated from the school, and 143 or 37,7% being girls. Strong pressure has been put on the school to become financially more sustainable. It seems that this will be most difficult and the school will have to look for new donors from 2003 when NORAD has signalled phasing out of the project.

Apart from agricultural education and training the FLM is running agricultural extension programmes that are linked to the schools. One part of the extension service is based on former students giving advice to neighbouring farmers and selling small equipment, fertilisers, seeds, chemicals from small sales points. The church pays all the extension workers. The schools have reached their objective of educating and training young people from the regions to become good producers. Special efforts have been made to increase the participation of girls. The schools also serve as initiator when it comes to improvement of milk production and multiplication of improved plant and vegetable species and use of new applied production techniques. Assistance to establish community development groups has been an important contribution, which is to-day functioning as a ready-made tool in the implementation of the PSDR programme.

The extension service of the FLM could, however, have been more visible in the total extension service system of the country. This is due to the way in which it is organised. It is a highly decentralised system, which is working in remote corners of the country, which is greatly justified and cheap, but it is believed that the organisation itself could have been strengthened in different aspects by having a unified central leadership. Special emphasis on refresher training and regular meetings would have improved co-operation between the extension workers in the system and created a better understanding of common objectives and development approach.

PRN Association: Milk producers who based their production on the PRN cattle established the PRN Association of Madagascar in 1993. The objective of the association is to conserve, protect and improve the PRN cattle in Madagascar. Technically the association is collaborating directly with the Norwegian breeding association Geno. A NORAD financed project (2000 – 2004) under the supervision of NORGES VEL is currently being implemented within a budget framework of NOK 2.7 million. In November 2002 the number of members had reached 425²¹. The strategy for genetic improvement is based on natural matings and import of semen from Norway, an exclusive right that GENO has given to the PRN association.

The PRN association works to reach its objectives by contributing to an increase in milk production in Madagascar, by improving the genetic and health situation of dairy cows, training of administrative staff, inseminators and members, and organising travels, farm visits and meetings in collaboration with other organisations.

SOFABA, the Integrated Rural Development Project in the Bara Area: This project has an integrated approach with several activities, both evangelical and developmental, where the main objective is “to support activities to improve the life of the Baras living in selected villages and to support the establishment of new congregations”. A ten years contract (1998 – 2007) was signed with NORAD. The budget framework for the second half is in NOK 4.3 million for the period 2003 – 2007. A Malagasy will replace the Norwegian project director in 2003. The evangelical inputs focussing on diaconal work and bible studies is not financed by NORAD and will not be dealt with in this report. The development aspects consist of health work, education/functional alphabetisation, agriculture and animal husbandry. The target group is living in the plains between Fianarantsoa and Toliara and is very poor, and 85 – 90% of the population of some 500.000 are illiterate.

To build schools and employ teachers has been relatively easy to achieve, while elements like agriculture and cattle-raising have been slower to realise, but they are gradually catching up. Schools and dispensaries have been built, 183 adults²² have participated in alphabetisation activities (UNDP/FFFMM), potatoes, sweet potatoes and dry land rice have been introduced (FIFAMANOR), and 6 wells have been dug (FID). Other activities have included rice cultivation and checking animal diseases (CIRAGRI), vegetable cultivation, chicken raising, courses and exchange travels, staff education, and organisation/training in administration. Because of the extreme poverty of the Bara it will be difficult to reach sustainability during this project period, but in some sectors a certain local ability or willingness to contribute has been registered, but the amounts are extremely small, for instance the salary of a teacher for one month. To really improve the situation of the tribe, project engagement will be needed for decades and real sustainability cannot be reached in the near future. The SOFABA project is of great importance since it is located in one of the least developed and poorest parts of the country. This type of activity should be continued in the future.

4.3.3 Immediate and wider impact on target groups

FIFAMANOR: The immediate impact is that FIFAMANOR has contributed to a spectacular increase in milk production on the Malagasy High Plateau, especially within the Milk Triangle. Perhaps as many as 40 to 50.000 pure or crossbred dairy cows are registered, distributed amongst 12 – 15.000 families, producing some 48.000.000 litres/year of milk to a calculated first hand value of about 96 billion FMG/year.²³ As per November

²¹ PRN statistics

²² Annual report SOFABA 2001

²³ 40.000 cows x 6 ltr. x 200 days x 2000 FMG

2002 a very strong demand for PRN heifers and bulls has been registered. Last year at least 1000 cows have been exported from Vakinankaratra to other parts of the country and the producers are no longer able to meet the demand. The milk production has created employment not only to farmers, but also to people working on farm inputs, processing, marketing and transport, among others.

The cultivation of wheat, barley, oats, dry land rice, grasses, potatoes and other tuber crops, has had a very strong impact, especially potatoes which cover large areas giving work and income to people. Examples have been mentioned where potatoes have prevented starvation²⁴. The accumulated value from potato production is also very high.

A special impact of the FIFAMANOR activities in Vakinankaratra has been the creation of a wide variety of farmers' organisations. The most important ones being ROVA and the PRN association. ROVA was created by milk producers who were beneficiaries of the extension service of FIFAMANOR with the objective of supplying farm inputs, especially fertilisers, veterinary medicine, seeds, small tools etc. to the members on one hand and buying and commercialising certain crops on the other hand. ROVA runs a concentrates factory outside Antsirabe. ROVA was also involved in the ROMINCO dairies after the closing of the ROMANOR project.

The FLM agricultural schools have had a great impact throughout the country, especially in the regions where they are located. This is of special importance in the poor regions on the eastern and western coast of the island. The schools have become institutions, which are symbols for optimism and development. They are representing the only alternative for young farmers to get professional training in their field of work. The FLM schools are leaders in a sector where the state is not present.

The situation for the extension service of the FLM is similar, as it has a long history of giving assistance to farmers who have not been reached by other extension service systems. On the coast these farmers are among the poorest in the country and the assistance they are getting from the FLM advisors is in most cases the only help they have ever received to improve cultivation techniques.

The PRN Association was founded by farmers within the FIFAMANOR and FLM extension service who had acquired pure-bred or crossbred PRN cows and wanted to work for the conservation and expansion of Norwegian Red Cattle in Madagascar and solve common problems for its members.

There are also several examples of the creation of small credit associations administering minor credit funds, and this applies especially to groups of women linked to FIFAMANOR's Department of Social Development in collaboration with other organisations. A specific example is the efforts extension workers from FIFAMANOR and FLM are making to help local communities to organise themselves formally to be eligible for government assistance under the PSDR programme, a support project for rural development.

An added impact is the financial participation of other donor agencies supporting and supplementing project related activities. One example is the contribution of *Agence Francaise de Developpement (AFD)* in the rehabilitation and maintenance of the Vakinankaratra milk roads and the financing of greenhouses at the Mimosa plant research station. Another example is the agreement between FIFAMANOR and the *Projet de Soutien pour le Developpement Rural (PSDR)* on financing of research trials in Moramanga. The Bara project has also had an extra impact because of collaboration with several other institutions or projects.

4.3.4 Impact on poverty situation, food production, rural and community development and on human resource development

It is acknowledged that the Norwegian projects have had an important impact on the poverty situation, not only within the original project areas, but also in others parts of the country. According to the findings of Vea (1990) farm families in Vakinankaratra with milking cows were 75% better off than those not having milking cows. This might also apply to other areas of the country, for instance, Antananarivo, Fianarantsoa, Manakara and

²⁴ Kai Arne Schie, SOFABA project

Morondava where milk prices are twice those of Vakinankaratra. The home consumption of milk which for the average family amounts to 30% of total production (including milk for the calves) has had a most positive effect on the health situation of the family, above all for mothers and children. Wheat and potatoes, having become important cash crops, have had a similar effect, greatly contributing to the improvement of food security in several regions in Antananarivo province. The potatoes make people less dependant on rice, which is normally the most important staple food, thus helping to avoid starvation. In some districts potatoes are the most important crop.

The huge quantities of milk and potatoes being produced for commercialisation, along with other crops promoted by the Norwegian projects, are contributing to diversifying the diet of the population. It has been said that the potatoes have contributed to preventing starvation in some villages of the Bara project in a very short time. Improved storage systems for potatoes, developed by the FIFAMANOR project, make it possible to store potatoes for several months. This is an additional factor that contributes to improved food security on a national basis. The work done by the CARE project on tuber crops like sweet potatoes and manioc in the coastal areas has increased availability of food rich in carbohydrates. Increased produce quantities also create more work for hired people all along the production line, allowing them to buy food for their wages. Increased primary production has also had a positive effect on employment in transport, processing and marketing.

The impact of different NORAD financed projects within the agricultural sector has also had a great impact on human capacity building. The three agricultural schools of the FLM church have given young people professional education and training that have made them capable of improving production systems on their farms, opening stores for sales of farm inputs, and functioning as resource persons for farmers in the neighbourhood, thus contributing to modernise Malagasy agriculture and assisting in creating farm organisations. A relatively large percent of the students at the agricultural schools were girls, and this has been an important factor in gender equality, because it has helped to raise the competence of women in rural societies. It has also certainly had a most positive effect on the health and sanitary situation of families in the countryside. This has also been the case for the NORAD-financed CARE project for women on social development and production diversification, taken over by FIFAMANOR in 2000, in matters like hygiene, nutrition, improved stoves, credit, organisation and new crops. The extension services of both FIFAMANOR and FLM have done a lot for human capacity building in the rural areas by teaching farmers to be open to new production methods, to organise and participate in farmers' organisations and to be aware of problems related to the protection of the environment.

4.3.5 Sustainability of intervention

When it comes to sustainability of the different types of interventions and activities in the various types of projects supported by the Norwegian government much can be said depending on the starting point one assumes. Agricultural activity in Madagascar can be divided into sectors like agricultural research, agricultural schools, rural and farmers' organisations, extension services, production improvement, environmental aspects, female participation and many more. Most of these elements are present in all of the projects within the rural development sector. If, for instance, financial sustainability is looked upon from a short term point of view, it is easy to see that the centres working in research, agricultural education and extension service are not sustainable in themselves, because the users or clients are poor and therefore not able to, or willing to, pay for the services. The centres cannot earn enough money to survive from their own financial activities and will be dependent for decades on financing from the state or outside donors. Institutions working within these sectors are normally not self-sustaining even in countries in the western world. Norway is no exception and the state still finances most of the budgets of such institutions. In Madagascar, where 75% of the population is living below the poverty level, it is obvious that the users cannot pay for the services they receive to and extent that the institutions will become sustainable. But if sustainability is looked upon from a long-term perspective these sectors will normally be highly profitable for the national economy and thus sustainable.

Some project activities are dealing with commercial products that might bring a profit in the future: breeding of dairy cows and seed production. It is possible to predict that these activities could relatively easily become

sustainable and ready for privatisation. Bull stations, artificial insemination, herd book etc. might eventually be transferred to the PRN association as part of an agreement with FIFAMANOR. Seed commercialisation might hopefully also be transferred sustainably to an appropriate organisation in the future.

The existence of tens of thousands of specialised milking cows in Madagascar to day is an impressive achievement. The genetic potential of these cows will not disappear easily, but the breeding programmes must continuously safeguard and improve the genetic quality of the breed and avoid dilution of the bloodline reverting to the local Rana cattle population.

Some of the same reasoning can be applied when it comes to genetic improvement of plant species like potatoes, wheat, beans etc.

Achievements will be sustainable as long as genetic programmes are kept constantly up to date.

4.3.6 Implementing agencies, administrative arrangements and efficiency

FIFAMANOR: On the Malagasy side the project is administered by FIFAMANOR under the authority of the executive committee, which meets at least twice a year. FIFAMANOR, as a national institution for research and extension, was set up 30 years ago, in 1972, and has a logical organogram with sections and departments and is properly equipped for the management of complex activities, financially and professionally. The administrative unit of FIFAMANOR, responsible for project implementation, has been adequate and functioned well and able to solve most problems related to implementation of practical project activities. Professionally the execution of project activities so far has developed more or less as planned. The actual accounting system is old and for that reason FIFAMANOR has asked for permission to install a new and better system as soon as possible.

For 2002 there have been some difficulties in relation to reporting to NORGES VEL. Although the board of FIFAMANOR approved the budget in December 2001, the financial act for 2002 was not implemented and FIFAMANOR has therefore been working only with NORAD funds and its own funds. For a period only essential operation costs were paid. The board approved the annual report and accounting for 2001 as well as the audit report on the 24th of June 2002. Acceptance of the annual report has been late because of comments from NORGES VEL and NORAD. The financial report for 2001 has still not been accepted because of incomplete and inaccurate information. The actual delays in reporting are not acceptable.

NORGES VEL: Was selected for the supervision of the FIFAMANOR and PRN projects. The organisation, which was founded in 1809, is specialised in popular and co-operative movements and rural development in general, especially related to agriculture, and has long experience in supervising projects in Latin America and Africa. It also works in research, validation and multiplication of new, improved varieties of grain and forage species and a dairy herd is kept for experimental and research purposes. Professionally NORGES VEL is well qualified for the supervision of the Malagasy organisations, which are responsible for practical project implementation. When NORGES VEL started to supervise the FIFAMANOR project the organisation had little experience from Madagascar, but much experience and knowledge have been accumulated during the last three years. Fluency in French could have been better, but the language does not represent a problem. When necessary, NORGES VEL seeks out assistance from people with specific experience on Madagascar.

Representatives of NORGES VEL have been in Madagascar on several occasions during the project period and have followed up activities closely. During 2001 and 2002 there seem, however, to have been certain difficulties in follow-up routines, and these might be related to the political unrest. The delays experienced in reporting from FIFAMANOR have caused difficulties in relation to NORGES VEL's reporting to NORAD. Even if part of the difficulties in reporting were due to the political disturbances, it is, however, not sure that this is the only explanation. Delays in reporting and slow follow-up procedures must be shared equally between FIFAMANOR and NORGES VEL.

PRN Association: There appear to be no major problems with the PRN project, which is much smaller, in the execution and relationship between the different parties, PRN – NORGES VEL/GENO on the one hand and

NORGES VEL - NORAD on the other. The PRN association has a small administrative unit, of only three persons, and seems to be working efficiently.

FLM: Under the NMS umbrella the FLM is the responsible executive agency for agricultural projects financed by NORAD in Madagascar. For a general description of the organisational, administrative and financial capacities of the FLM, we refer to earlier chapters. In this paragraph only specific aspects related to the agricultural projects will be discussed. Over the years, from the early 'sixties right up to the Bara and Tsarafototra projects, the church has been very much dependent upon Norwegian missionaries and agricultural experts in their design and implementation of projects in the agricultural sector. The professional capacity of the FLM itself is very limited, but since it has recruited highly professional Norwegian experts in critical phases, the field projects have generally been well managed. In recent years the FLM has recruited many well-qualified Malagasy professional staff for key positions. For the time being a Danish expert is responsible for agriculture. From a strategic or long-term point of view it must be said that the FLM has been dedicated and hard working in its efforts to keep the agricultural schools and extension services running in spite of limited administrative capacity at central level. As for the schools it can be said that the organisational arrangements have been satisfactory, but there are more doubts on the arrangements for the extension service. This is not organised in a uniform way, since part of it is linked to the schools and another part is functioning more independently, which makes it difficult for outsiders to understand. It is believed that the system is rather flexible in respect to changing financial conditions, but it probably has difficulties when it comes to efficiency because of a small and not fully coherent administrative system.

The FLM has normally been strong on project ideas and practical implementation, but because of limited administrative capacity there has been less time and ability to develop good evaluation and monitoring systems. Development of strategies, reporting, monitoring and evaluation has been a relatively weak aspect, where there is room for improvement.

NMS: The NMS is mainly an organisation for evangelisation and diaconal work, but it also works with development projects in many countries. The administration, which is small and efficient, seems to be adequate for control and supervision of agricultural projects in developing countries. The staff has a good knowledge of Madagascar, Malagasy culture and language and normally has easy access to professional expertise with relevant Malagasy experience. The lengthy engagement in Madagascar proves that the NMS is working with a long-term development perspective. Their weakest point in their ability to supervise the agricultural projects in Madagascar lies in the field of monitoring and evaluation where they have problems similar to those of the FLM, although the efficiency of what the NMS is doing appears satisfactory.

Bistandsnemda: The Bistandsnemda is an umbrella organisation for 16 Norwegian missionary organisations. On behalf of its members it negotiates with NORAD for long-term framework agreements. NMS is one of the member organisations of Bistandsnemda. In Madagascar the Bistandsnemda has been supervising the "Fihaonana agricultural school" project, which has been an NMS project in collaboration with the FLM, since 1986. It has been noted that reporting from the field has been punctual and that no specific difficulties have been experienced during the last few years. It is concluded that the Bistandsnemda has a solid knowledge of the country, the collaborating organisations and the project and is well qualified for administrative supervision. Two of their representatives visited Madagascar in November 2002.

4.3.7 Relevance of co-operation

Co-operation in the agricultural sector is thought to be very relevant, taking into consideration the fact that Madagascar is one of the poorest countries in the world, where 75% of the population live in rural areas and are poor or extremely poor. The assistance corresponds well with the general Norwegian strategy that help should be given to alleviate poverty and create conditions for development in the poorest countries. Since agriculture is one of the priority sectors for NORAD involvement in developing countries, all projects in Madagascar within rural development are well justified. The inclusion of road rehabilitation and maintenance in Vakinankaratra, within the framework of FIFAMANOR, is justified out of because of the need to transport agricultural products and to

supply farm inputs. The transfer of the extension service for women from the CARE project to FIFAMANOR also appears a logical move, where project activities have been transferred to existing well-established institutions. To extend the action zone for genetic improvement of milking cows from Vakinankaratra to include the whole Milk Triangle is well justified since it supports the national strategy for the dairy sector.

Development and modernisation of agriculture is one of the main objectives of the Malagasy government and presently major efforts are being made to improve the situation in rural areas. Several international donors are actively participating in this work, for instance the WB through the PSDR support project for rural development. The Norwegian assistance in the agricultural sector, through diversified projects, contributes positively to integrated development for the best of the rural population and Madagascar. One very important factor in respect to sustainable development and long term development strategies is that NORAD has been willing to finance the projects for long periods.

4.3.8 Assessment of value added of the Norwegian support

NORGES VEL: This organisation is specialised in co-operative movements and farmers' organisations, but is also the umbrella organisation for all co-operative branch federations in Norway. NORGES VEL still runs its own projects in the rural development sector of Norway along with a strong involvement in developing countries, supervising development projects in many Latin American and African countries. The organisation is therefore well placed to contribute to the rural development sector of Madagascar. Its participation is especially valuable since its strategy is based on applied research and extension. Within its member organisations NORGES VEL has easy access to professional and technical expertise covering the entire sector of the co-operative movements.

NMS: Being a missionary organisation with evangelical and diaconal work as its main activities, NMS has little specific knowledge and experience of agricultural development work of its own. However the organisation has a broad network of agricultural experts who have served their time in Madagascar over the years. These experts have had the advantage of learning the Malagasy language and with a profound knowledge of the culture they are useful for NMS when it comes to assistance to the FLM in practical implementation of agricultural projects. Since the organisation has been continuously present in Madagascar for 136 years NMS also has a remarkable historic experience from working with poor people in rural areas all over the island. Thanks to the missionaries Norway is highly respected in Madagascar and the practical assistance to the country is much appreciated.

4.3.9 Conclusions

Agriculture is the major sector in Norwegian co-operation with Madagascar and has been so over the past thirty years. There are still a lot of unsolved problems in Malagasy agriculture and rural poverty is still very widespread. Further assistance to the sector is greatly needed. Even if Norway has no official diplomatic presence in the country, it remains an important donor in the agricultural sector. Some efforts are being made by the most important donors to co-ordinate international assistance in order to strengthen the capacity of the Ministry of Agriculture. At a national level similar efforts are being made to improve co-ordination between ministries. In the case of Madagascar it is quite obvious that a fundamental factor for success in the agricultural sector is continuity and long-term engagement. Since the country is one of the poorest in the world and 75% of the population are farmers and 80% are poor or extremely poor it is not likely that the target group will be able to pay for agricultural extension, agricultural education, research work etc. in the near future. The government plans to reduce national extension service and asking the organisations to increase their inputs. In such a situation it is a problem that NGOs, like the FLM, are not able to keep up their financing of the agricultural extension service.

Generally speaking projects financed by NORAD have met most of their objectives. Most of them have developed from projects into institutions, contributing greatly to human capacity building, poverty reduction, prevention of starvation, production increase and creation of labour. The target groups have been able to stabilise or improve their standard of living with positive effects on the participation of women. The involvement in the development of the dairy industry was a failure, as seen from the failure of the ROMANOR project.

Norwegian supervising institutions like NORGES VEL, NMS and several others are experienced and well qualified organisations that work seriously on supervision of project implementation, but there is room for improvement. Malagasy implementing agencies like FIFAMANOR, PRN and FLM seem to perform seriously.

Norwegian support to developing institutions, centres and organisations like FIFAMANOR, the agricultural schools of FLM, ROMANOR and PRN has been most successful and gained nation-wide respect. Farmers' organisations are few and weak, and greater efforts are needed to help them organise. In milk production the farmers have so far not been able to successfully organise themselves and run milk-processing units. There is a great need for long-term assistance in this field.

The FLM has been successfully running three agricultural schools on the island for a long period. These schools are important in giving professional training to youth from the countryside. Such schools can, however, never be financially sustainable; therefore they should also receive external support in the future. The FLM is also running their own agricultural extension service, which covers different regions of the country. At present the church has some difficulties in financing the extension work and the activities have been reduced.

During recent years the secondary roads east, west and north of Antsirabe have been in a very bad state, and this has had negative consequences for the milk production in the area and has created difficulties in the transport of other products from the area as well. FIFAMANOR has received budget funds from AFD to repair more than 300 km of roads. This is an emergency situation since it is normally not an objective of FIFAMANOR to engage in roads construction, but it is a result of general problems on the maintenance side.

Milk production is increasing rapidly and there are plans at national level for further expansion. It is impossible to meet the great demand for animals of milking breeds from regions north and south in the Milk Triangle. The Vakinankaratra market has been completely emptied of PRN breeding animals. The normal way of responding to this shortage is to intensify the work on existing breeding programmes; but it is a slow process. The only quick solution is to import high quality breeding animals.

At present the authorities have expressed their concern over the lack of fertilisers and that they are extremely expensive for farmers to buy.

The present EU embargo on beef export to Europe makes it difficult to participate in international trade in a sector where Madagascar should have a comparative advantage. The country needs assistance for renovation of slaughterhouses so that it can be admitted to the European market. Madagascar is in the group of Least Developed Countries and thus could theoretically export meat to Norway.

The different types of studies and exchange travels to Norway are regarded as having had positive impacts by both the FLM and FIFAMANOR.

4.3.10 Recommendations

Agriculture should continue to be an important sector in Norwegian co-operation with Madagascar because agriculture is little developed and most of the population depends directly or indirectly on the sector. To-day Norway is not represented in meetings held in the group of important donors in the agricultural sector, but in future, mechanisms should be found to secure Norwegian participation in ongoing efforts to co-ordinate activities within the sector. Efforts should also be made to stimulate co-ordination between ministries and other important national institutions in the sector. The existing supervising and implementing organisations, both Norwegian and Malagasy, should be encouraged to improve the quality of their participation in developing Malagasy agriculture in their respective fields. In the agricultural sector it is recommended that focus is maintained on the same sub-sectors as before without any major changes. It is recommended that the participation in activities like milk production, research, extension service (gender issues included), agricultural education/training, soil and water conservation and development of farmers' organisations be continued. Support to the agricultural schools should continue, but efforts should be made to receive financial support from the government. The organisation of the extension service of the FLM should be strengthened to meet reduced

involvement by the state. The geographical coverage should be based on the traditional working areas for the FLM projects and FIFAMANOR, with the exception of milk production and tuber crops, which should be given a wider geographical coverage.

Norwegian support to organisation building in the rural sector should continue in the long-term. The assistance should focus on specialisation of the organisations and should delineate the logical divisions between them. Strengthening of the breeding aspects for the PRN cattle is recommended to consolidate achievements for future development. Special efforts should be made to organise dairy farmers so that they will be able to run their own milk processing units in the long-term. Privatisation and adjustment of responsibilities should be encouraged, wherever appropriate, especially in the breeding sector, to improve sustainability in the long-term.

Institutions with specific responsibilities like agricultural research, extension service and agricultural education and training should be given special attention. It is recommended that all Norwegian projects focus on inter-sectoral elements like environment, gender and HIV. Collaboration with other national and international NGOs and donor organisations should be encouraged. Communication and exchange between Norwegian financed environment and agricultural projects should be stimulated and broadened.

It is recommended that different types of study and exchange programmes, both national and international, be integrated into all projects within the agricultural and environment sector.

The Malagasy government puts special emphasis on certain elements within the agricultural sector. These are: 1) Special plans for rapid expansion in the dairy production and on the critical lack of breeding animals. 2) Major needs for fertilisers at acceptable prices to farmers. 3) Embargo of beef exports to Europe; non-existence of high quality slaughterhouses. 4) Re-establishing the pig population. It is recommended that these factors be studied in view of national strategies, the PADR and the World Bank programme to support the development of the agricultural sector. Some forms of emergency aid might eventually be considered.

4.4 Environment projects

4.4.1 Environmental Training and Communication in Rural Areas

The Centre for Intercultural Communication (SIK) at the Mission High School in Stavanger has been running a project called "Environmental Training and Communication in Rural Areas" (1999 – 2002) with a budget of NOK 5 mill. for several years. This has been in collaboration with the Malagasy organisation National Association for Environmental Actions (ANAE) and with financial assistance from NORAD. The main objective is the promotion of sustainable management of the natural resources in the rural areas of Madagascar. This is to be achieved through, 1) support to the information work of the ANAE at central and local level by establishing information and communication networks and developing material and methods for promotion of sustainable agricultural practices and soil conservation, 2) professional assistance from SIK to ANAE based on studies of current activities and 3) assessment of socio-cultural consequences from the information activities. The ANAE activities are based on the National Environment Action Plan (PAE 1992 – 2007). The main objective of ANAE is soil conservation directed towards the rural population in areas that are given priority by the government. At village level mini-projects of many kinds have been financed, mainly by the World Bank, on the basis that the villagers supply labour and local material. Erosion prevention and reparation is an important part of the work of ANAE.

As to implementation of project activities some decisive changes at national level have influenced project work, but the main objectives still remain valid: responsibility for management of conservation of land and water and improvement of living conditions in the rural areas. SIK has been using the Logical Framework Approach in its efforts to evaluate the progress, while ANAE has developed a system for monitoring and evaluation of its interventions at all levels. The impact of the project is somewhat difficult to measure, but the local population is aware of the negative consequences of a degraded environment. They also see the relationship between deforestation and erosion, the loss of soil fertility, change of climate etc. Some problems have been experienced

due to difficulties occurring at the level of the umbrella organisation. ANAE has been collaborating with other organisations for research and extension, for instance with FOFIFA and FIFAMANOR on direct seeding. The project is relevant and has been justified at all levels, national, regional and local. Steps have been taken for a prolongation from July 2002 to July 2003. Preparations are underway for the third phase of the National Plan for the Environment (2003 – 2005) that will be financed by a consortium of donors.

4.4.2 Communication Approach to Conservation in Southern Madagascar, Zombitse Vohibasia

WWF Norway is collaborating with WWF Madagascar and the West Indian Ocean on the project Communication Approach to Conservation in Southern Madagascar, Zombitse Vohibasia, that has been going on since 1993. The current phase (1998 - 2002), which is coming to an end in December 2002, has been working with budgetary limits totalling about NOK 5 million. A limited continuation of activities to consolidate the achievements has been proposed. The main objective of the project has been to establish the national park of Zombitse-Vohibasia near Toliara and to assist the local population in developing more sustainable agricultural methods and to conserve the ecosystems. A serious problem arose in September 1998 when sapphires were discovered at Ilakaka/Ranohira²⁵ in Southwest Madagascar less than 15 km from the western limits of the park. Subsequently thousands of migrants invaded the zone and threatened to invade the protected areas. See the annexe on mining sites and WWF projects.

To be prepared for possible damage at environmental and cultural level an action plan has been agreed upon. This is a plan for better control of the sapphire exploitation based upon an agreement between the migrant miners, the local communities, the administrative and traditional authorities and the park administration. Consensus between the parties has been reached. The miners have created an association named Vatomanga (blue stone) agreeing to respect the mining laws and the protection of the environment.

At national level there exists a National Council for the Environment (CNE) which is a consultative organ regrouping the ministries, government institutions and NGOs. The WWF Programme of Madagascar is in favour of broad groupings including the ministries of the environment, forest and water, energy and mines, justice, the armed forces, the National Office for the Environment (ONE), the National Association for Management of Protected Areas (ANGAP) and the tourist operators.

4.4.3 Conclusions and recommendations on the environment projects:

The environmental problems of Madagascar are serious, especially in the fields of conservation of soil, water and forests and protection of the flora and fauna. Soil erosion is visible everywhere on the island and millions of tons of soil are washed into the sea every year. Likewise the forests are diminishing, thus reducing the habitat for rare species of flora and fauna, which are often on the brink of vanishing.

The ANAE and the WWF projects both cover important segments of the environment sector and they have contributed to increasing the knowledge of the sector at national, regional and local levels and helped finding practical solutions to difficult problems. In the second phase of the ANAE programme NORAD financed 2% of the budget together with the World Bank, IFAD and the Malagasy Government.

Agricultural projects like FIFAMANOR and the agricultural schools/extension service of FLM are also working to improve production systems within agriculture to prevent damage to the environment. It is recommended that ANAE and WWF Madagascar try to find links for collaboration in the protection of the environment and diversification in production techniques at grassroots level.

It is concluded that SIK and WWF Norway are both doing a good job supervising their counterpart organisations in Madagascar and it is recommended that NORAD continues the financial support to ANAE and WWF Madagascar also in the future. Assistance to the environment sector is important and should continue.

²⁵ Dossier d'information: La problématique de l'exploitation du saphir. WWF MPO/Communication, mai 1999.

4.5 Education

4.5.1 Main issues facing the education sector in Madagascar

Madagascar is characterised by a high gross enrolment rate of 115 percent, but a much lower net enrolment rate of 77 percent, due to the large number of mostly over-aged children.²⁶ A problem facing Madagascar is the great inefficiencies in the education system. The repetition rate of 32 percent is among the highest on the African continent²⁷. Also the dropout rate of 16 percent (average for the primary school years) is high compared to other African countries. The high dropout rate has implications for survival rates. Only 37 out of 100 children who embark on the first grade of school currently reach the 5th and last year of primary school. This wastage in the education system will have important cost implications²⁸, in a nation where spending on education is already low. The education spending as a percentage of GDP of 2.5 percent is much lower than the average of 5.1 percent for Sub-Saharan Africa. Percentage spending is also considerably lower than in earlier periods; in 1971 the education expenditure as a percentage of GDP was 6.5 percent.

Madagascar has not yet finished its Education for All plan. The plan will most likely be developed together with, and thus be in line with, a national 5 year strategic plan (due in April 2003). The main education priorities in the plans currently available²⁹ are to reach universal primary school enrolment, improve the quality of the education on offer, and enhance the efficiency of the system. To achieve universal primary education and also to improve quality and increase efficiency of the system the government is concerned that additional teachers³⁰ need to be trained, and that existing teachers will have to undergo in-service training. Finally, the government is also concerned that more schools will have to be built³¹. The latest political signals indicate that the government is also keen to embark on a modernisation reform and wishes to introduce English from the fourth grade, increase information and teaching aids available (through libraries, laboratories etc.) and introduce computers and internet at the secondary level (Reforme et reorientation du MINESEB, 2002).

With the socialist government from 1975, the government altered the teacher-training programme to a three months training course where the socialist ideology was an important item on the agenda. This, together with the dispersed demography of Madagascar and the, in many cases, poor knowledge of multi-grade teaching skills, means that there is substantial need for in-service training.

Perhaps a more positive feature of the socialist government was the aim to build one school in every Fokontany (village) at the primary school level and one school in every Fivondronampokontany (smallest administrative unit), at the secondary level. However, later many of these schools had to be closed, because of the low quality of the buildings. Today the policy is to build only cyclone resistant schools to reduce the loss of school when the many cyclones hit Madagascar. This policy means that while several donors (such as the World Bank, African Development Bank, ILO, Aide et Action) are currently engaged in school construction, the total number of schools is not increasing much because most schools built are simply replacing older schools³².

In conjunction with the structural adjustment programme implemented in the second half of the 1980s, Madagascar had a freeze on the hiring of teachers, which was only lifted in 1998.³³ In 2001, partly due to the HIPC (Highly Indebted Poor Country) agreement, which stipulated that 25 percent of gains made from debt payment savings should benefit the education sector (World Bank, 2001:1)), the primary education sector

²⁶ Repoblikan'i Madagasikara, 2002, statistics for 1999/2000.

²⁷ The repetition rate in other, comparable, neighboring countries are: Tanzania, 2 percent, Zambia, 3 percent, Malawi, 15 percent and Mozambique, 26 percent. Statistics from World Education Indicators, 1996 (UNESCO).

²⁸ Op.cit.

²⁹ Interim Poverty Reduction Strategy Paper (I-PRSP), 2000; Programme National Pour l'Amélioration de l'Enseignement (PNAEII), 1997

³⁰ According to the I-PRSP, at least 3,500 teachers should be recruited before 2002.

³¹ According to the I-PRSP, at least 3,060 classrooms should be built by 2003.

³² As an example: ILO will in 2002 construct 50 schools. It was anticipated that 27 of these schools would be rehabilitated, not constructed. Instead, it turned out that only two schools could be reconstructed, the other 23 had to be demolished and built again.

³³ OECD, 2002:29-32 and interview with Tuhiraharanro Razafindramary, MINESEB, Responsible for coordination of projects

teaching force was increased by 11 percent (3500 teachers) and the secondary education teaching force by 6 percent (500 new teachers) in just one year³⁴. It is presumed the trend of expanding the number of teachers will continue, although at a slower rate. This is linked to the continued savings from the HIPC initiative and possibly the Fast Track Initiative. According to the World Bank, it is likely that Madagascar will be included in the second phase of this initiative³⁵.

The private education sector in Madagascar caters for 23 percent of the primary education students and 45 percent of the secondary education system.³⁶ The private school sector consists mainly of Catholic and Lutheran schools. The government has a positive attitude towards the private sector, and recognises that the state will not be able to provide education for all without the support from this sector. This attitude is also clear from the education law of 1994³⁷.

In principle, Madagascar has a sector programme. The Programme National pour l'Amélioration de l'Enseignement (PNAE II), or the National Programme for improvement of Education (1997 – 2003), was estimated to cost US\$ 183 million. The idea was that the programme would be financed partly by external funds (63 percent mainly from World Bank, African Development Bank, JICA (Japanese co-operation), European Union, OPEC, UNICEF and the French Co-operation) and partly government sources (36 percent) (World Bank, 1998). However, while exact numbers are unavailable, it is clear that considerable parts of both external and national funds have not been forthcoming³⁸. This is partly due to the lack of education sector co-operation and co-ordination between the donors and the government, which is characteristic of the sector today³⁹. This is an issue will be covered later in this chapter.

4.5.2 NORAD's cooperation in the education domain

The following figure shows the distribution of NORAD funds to the three main education sector projects supported in the period 1997 – 2001. UNICEF has received the main bulk of the funding in this period (NOK 28.133.000 out of a total of NOK 42.530.000). However, in the two last years the distribution of funds to ILO has been of a similar magnitude to the funds channelled through UNICEF. The funds benefiting the Lutheran primary schools and the teacher training school have been much smaller in financial terms, only NOK 5.320.000 for the 1997 – 2001 period.

Figure - NORAD support to FLM, UNICEF and ILO, 1997 – 2001

³⁴ Tuhiraharanro Razafindramary, MINESEB, Responsible for coordination of projects

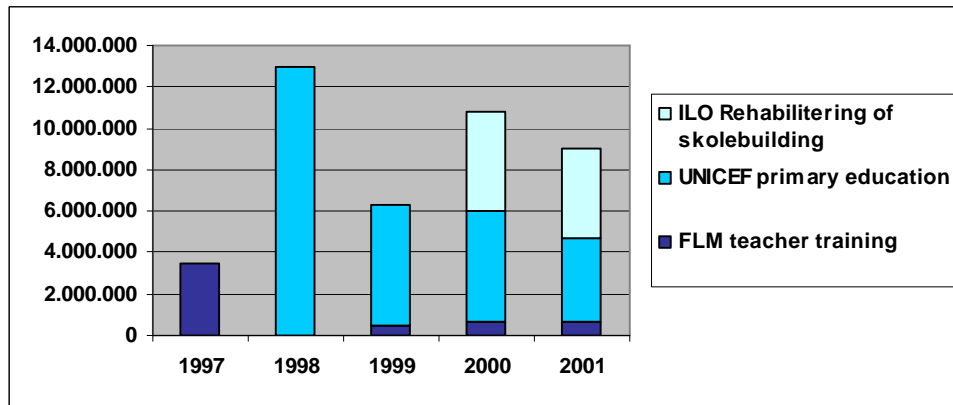
³⁵ Interview with World Bank education specialist, Patrick Ramanantoanina, 20.11.02

³⁶ *Republikan'i Madagasikara*, 2002, statistics for 1999/2000, see also Table A.1

³⁷ In 1994 the Madagascar National Assembly passed a new law for education in Madagascar ('Loi d'orientation du système éducatif Malgache' – Loi no. 94-0033). This law establishes the principle of public and private partnership in education and welcomes the participation of NGO's and particularly religious organizations in the development and management of education. (Dahl, Nilson and Waldermo, 1996:22-23).

³⁸ One important exception is the WB contribution (a loan) of US\$ 65,000,000. In this case there was rather a problem that these funds were not being used. The WB therefore put pressure when the new government came to power to make use of this loan. The large sum of money available was timely for the new government that wished to show the public that it was serious about wanting to make a real change. In the period September 2001 to July 2001 the government has therefore planned to use 23 million dollar from the WB programme to buy school books, train teacher, provide protein nutritious biscuits, support private school and provide computers to secondary schools (interview with Director General of General Co-ordination of Projects, Maurice Andriamampianina, 20.11.02).

³⁹ The organisations visited that work in the area of education on a national level (World Bank, UNICEF, ILO, French co-operation) have all expressed an interest in closer co-operation, and regret that there is practically no co-operation at the present time. However, the partners emphasised that the co-operation must be the initiated by the Ministry of Education. Regrettably, in an interview with the Direction General of co-ordination of projects, Mr. Maurice Andriamampianina we were informed that multilateral education co-operation was not on the agenda but that his team would be glad to take part in bilateral co-operation with individual donors.



However, NORAD also supports Lutheran schools through the UNICEF programme. The 102 UNICEF targeted FLM schools receive schoolbooks, furniture and in-service teacher training. In addition, the Lutheran schools have, in the last year, benefited from the ILO school building programme supported by NORAD. Thus, it should be noted that the figure for the NORAD support to the Lutheran schools would have been considerably greater if the support channelled through the two other organisations had been included⁴⁰.

NMS has been engaged in education on Madagascar from as far back as the 1860s. The education support to Madagascar is one of the first examples of Norwegian assistance to educational development in a partner country.

Since 1997, NORAD has supported a project of strengthening the basic education organised by the Malagasy Lutheran Church (FLM) in Madagascar. The project has duration of 10 years (1997-2006). The cost estimate is NOK 9.598.048⁴¹. The first contract, for the period 1997-1999, had a cost NOK 6.600.000 to NORAD (NORAD, PTA system information). However, due to low capacity of the organisation these funds will only be used in full by 2003.

The programme covers three main areas:

- Strengthening of the National Department of Lutheran Education
- Reopening of the Teachers' Training College
- Implementation of refresher courses for teachers of Lutheran Schools

The NORAD FLM support benefits both 202 primary schools and the teacher training college in Fandriana. During recent years FLM has decided to commence training of secondary school teachers. However, this initiative is still in the very early stages. In the last year, only 10 secondary school teachers have been trained. As for the primary school component, the NORAD support pays for the director of the National department⁴², her driver, their running costs, visits to the FLM and FLM-UNICEF school and training of teachers.

NORAD is supporting UNICEF Madagascar both multilaterally through the 'African girls' education initiative' (AGEI) and directly through the programme 'Revitalising Primary Education in Madagascar'. The former programme benefits 30 countries in Africa and the aim is to attract more girls in coming to schools and creating

⁴⁰ If one considers yearly allocations, including UNICEF and ILO support would increase the FLM yearly allocations by 69 percent, from NOK 2.200.000 to NOK 3.708.000. Calculations are made on the basis that 27 percent of the UNICEF distributed funds should be benefit on FLM (9.000.000 of 33.000.000 – later in this section), and 18 percent of the ILO funds benefit FLM (15 of the 83 schools built should be FLM schools).

⁴¹ Summary of program document, Improvement of Primary Education FLM-NMS

⁴² An evaluation report of June 1999 (Dahl, Kotomanantsoa, Ødegaard, 1999) proposed that the director in the national department should be assisted by a deputy director. This position, which NORAD granted, has however benefited the teacher training college in Fandriana. Also the teacher training college carries out school visit, to both FLM and FLM-UNICEF schools.

and environment where they stay in school. The latter programme, supported directly by NORAD, is concerned with: implementation of community education contracts (Dina), increasing the enrolment rate of the school age population, reducing drop-out and competition rates, and equal access and completion rates of boys and girls. These objectives are sought to be achieved through: in-service training of teachers, curriculum development, social mobilization, provision of teaching and learning material, provision of equipment (vehicle, motorbike, bicycles), monitoring and evaluation, meetings, studies and annual reviews.

The first NORAD-UNICEF contract amounted to NOK 33.000.000 and covered the period 1997 to 2000. However, as the funds had not been utilised by the end of this period, the contract period has been extended to 2003. The NORAD-UNICEF agreement states that of the NOK 33.000.000, NOK 9.000.000 should benefit FLM schools and NOK 24.000.000 public sector schools in targeted areas (in 2002 these include: Ambovombe, Tsihombe, Vohipeno and Ikalamavony). It should be noted that the NGO Interaide also benefits from financial resources channelled through UNICEF. The support is quite limited. Interaid intervenes in approximately 40 schools and the aim is to improve the contact between the community and the schools.

In 2000, NORAD decided to extend the collaboration with ILO, which had so far focused on roads, to also include rehabilitation and building of schools. Apart from increasing the number of schools and improving the quality of school building, the objective of the project was to strengthen the capacity of local consultants and building companies and also to increase the income at the local level by using worker intensive methods. The project aims at building or reconstructing 98 schools (15 FLM schools and 83 public). It has a 2000 to 2003 project period, and a cost to NORAD of NOK 24.300.000 (Bevilgningsdokument, 97/05201, 822.1 MAG-0015).

4.5.3 Achievement of objectives

FLM

The objectives for both the FLM school project and the FLM teacher training project is to improve the quality of teaching within Lutheran and other schools. Below we discuss quality of teaching in terms of: exam results and repetition rate and drop-out rates in the 202 FLM primary schools. As noted above, about half (102) of the FLM schools are also supported by UNICEF.

In terms of statistical developments, all of the quality indicators (repetition, drop-out and exam pass rate) have moved in a positive direction. The percentage of pupils that pass the exam has increased from 27 percent in 1996/1997 to 32 percent in 1999/2000; that is an increase of 5 percentage points⁴³. The national department director proposes the positive development is the result of teacher training courses. However, it should still be noted that the pass rate is considerably lower than the national average of 50 percent for 1999/2000. Moreover, the national exam pass has increased by 9 percentage points in the period 1996/1997 to 1999/2000; that is 4 percentage points more than in the case of the FLM schools. It should be noted that the pass rate only measures the pass rate of children who registered for the exam, and that a lower pass rate in the FLM schools could perhaps be a reflection of a higher proportion of their 5th grade students registering for the 5th grade exam compared to the national average. Still, the substantial variations in results and the poorer progress indicate that the children in the FLM schools are to some degree disadvantaged compared to the children in the public schools.

The high repetition rate in Madagascar is of great concern both to the government and the agencies that work in education in the country. It is therefore positive to find that the repetition rate of the students in the FLM schools has decreased from by 5 percentage points (from 19 percent to 14 percent) in the period 1996/1997 to 1999/2000. It is also positive to note that the repetition rate is considerably lower in the Lutheran schools (14 percent) compared to the national average (32 percent). However, the relatively low repetition-rate might be a reflection of the teachers in the Lutheran schools being less 'strict'. Unfortunately, it seems that the more flexible system has an adverse impact on 5th grade exam result, which, as we discussed above, is lower than the national average. The dropout rate has decreased very slightly, by 1 percentage point, in the project period (from 3.1

⁴³ FLM, yearly report 2000. It should be noted that these statistics only cover 130 school, and not all of the 202 FLM school supported.

percent in 1996/1997 to 2.1 in 1999/2000). Also in this case do we find that the FLM rate (2,1 percent) is considerably lower than the national average (15 percent). However, it is uncertain whether the substantial difference is explained by variations in calculation methods⁴⁴.

There are indications that the quality of education varies greatly between the FLM schools. This is partly explained by the fact that the schools are largely self-sufficient, that is, the running and capital cost of the school are paid by parents and the church. In consequence, the salaries of the teachers in the schools serving the higher income groups are on par with the public schools. The building and school material are also often of relatively high quality. The situation of the schools in the poorer communities, on the other hand, is much more critical. In one FLM school visited the teacher was responsible for the pre-school group (43 children), first grade (37 pupils), and second grade (35 students), all at the same time. The low number of teachers in the school (2) and the low pay of the teachers (NOK 163 per month⁴⁵) were reflections of the difficult financial situation of the surrounding community. However, it should be noted that in the current environment of HIPC savings, possibly future Fast Track funds and a general expansion of the teaching force, there could be room for discussions regarding state funding support to private school teachers' salaries⁴⁶.

One of the main strategies for improving the education indicators is to train teachers. It is unfortunate to find that the number of FLM/UNICEF teachers that have benefited from in-service training is much higher than the number of FLM teachers that have received such training. This, is in spite of the fact that the number of FLM school that receive support from UNICEF and the FLM school that do not receive support from UNICEF is about the same. This distinction between the groups of teachers is perhaps less surprising in the case of the training organised by UNICEF. However, it is unfortunate that the training organised by the NORAD supported Lutheran teacher training college benefited 252 FLM/UNICEF teachers, and only 50 FLM teachers last year (2000/2001). This is related to the fact that UNICEF utilises the teacher training college for training teachers in the UNICEF/FLM schools. However, given the under-utilisation of the FLM funds, more teacher training for the FLM teachers should perhaps have been prioritised.

The aim of the Lutheran teacher training school in Fandriana is to improve the quality of teaching in the Lutheran schools. To do so the college teaches two courses:

- 1) CEP (Certificat d'Etudes Pédagogiques). The students that attend this course do not have to have passed the A-level or High-school exam. The majority of the CEP student are FLM teachers, and receive a stipend starting at NOK 126 per month. The students that receive the scholarship have signed a contract stating that they will return to their teaching post once they finish the course.
- 2) DEP (Diplôme d'Etudes Pédagogiques). Entrance requirement is passed A-level or High-school exam. The students receive a diploma, which is recognised by the state and which gives them the right to a higher salary⁴⁷. The majority of the DEP students have not previously worked as teachers and do not receive a scholarship. Instead they pay a school fee of NOK 360 per year. The DEP course started in 2000/2001.

⁴⁴ One possible variation would be that the FLM schools only calculated students that drop-out throughout the school year, whereas the public school calculated both within year, and between year, drop-out rates. However, this issue has not been verified.

⁴⁵ The payment of the FLM teachers vary from NOK 76 to 218 per month in rural areas and from NOK 327 to 436 in urban areas, per month. The salary per month in the public sector is about NOK 381 per month. Moreover, it should be noted that whereas the teachers in the public sector are paid 12 months of the year, the FLM teachers only receive salaries from the parents in the months they teach, that is, 10 months of the year. One should also note that in the rural areas it is common to receive rice as a complement to the money salary (interview National director of Lutheran Education, Isabelle Jenö, 16.11.02).

⁴⁶ Such discussions have also taken place elsewhere. In the current BESSIP reform process in Zambia the Ministry of Education is looking at the possibility of paying for the privately financed community school teachers in the country in an effort to increase the quality of education on offer in these schools (Oxford Policy Management, 2002). It should also be noted that the private school teachers in Madagascar were previously rewarded with NOK 82 – 98 if they had the a certain level of teaching qualifications. This arrangement ended in 1998 (interview National director of Lutheran Education, Isabelle Jenö, 18.11.02).

⁴⁷ The official minimum salary in the FLM schools is NOK 249 per month. A teacher with a diplôme should have the right to a minimum salary of NOK 366 per month (interview, Deputy Director at the Teacher Training College in Fandriana, Anders Rønningen, 19.11.00). Similar rules, but other tariffs, exist for the public sector.

The main dilemma for the school, right from the start, has been how to attract enough, primarily Lutheran schoolteachers. Even for the school years 2002/2003 there are only 19 CEP students and 19 DEP, primarily non-FLM teacher students⁴⁸. The school has enough space to take on at least seven classes of about 40 students in each class. The low number of students is caused by:

- 1) The schools being reluctant to send their teachers off to the college as it is difficult to find a replacement to cover for the year the teacher-student is away.
- 2) Difficulties related to laying off the replacement teacher once the original teacher is back.
- 3) For the teachers with a family, taking a year off to receive teacher training might pose additional problems. If the teacher-students bringing their families means they will have to pay for their own lodging instead of taking advantage of the free students-only boarding house. The scholarship is quite limited (NOK 125 per month) and probably not sufficient to rent accommodation.
- 4) Moreover, the size of the scholarship means that many of the teacher-students with families are dependent on a spouse with a sufficient income, time and capacity to take care of the children the year while their partner is away.

Still, the school proposes the main reason for the FLM students not coming forward in greater numbers is that, although the teacher training college is now in its fifth year of running, the FLM communities nonetheless do not have sufficient knowledge of the teacher training opportunities at Fandriana.

However, it is evident that both the FLM primary schools and the teachers themselves face some problems in spending a year at the teacher training college. Moreover, as mentioned above, it is also evident that the number of FLM, non-UNICEF supported teachers that receive in-service training is quite low. Given these two factors, it might be advisable for the college to make an even greater effort to provide more, and perhaps even longer, vacation training courses in the three locations used for this purpose (Fandriana, Antsirabe and Fianarantsoa).

UNICEF

The aim of the UNICEF programme is to improve the quality of teaching and learning environment in 200 government and 100 Lutheran primary schools. Today, the numbers have increased, and instead of 300, 512 primary schools benefit from the NORAD funding channelled through UNICEF. The statistical analysis presented below is only based on the public UNICEF supported school and not the FLM-UNICEF schools⁴⁹.

UNICEF has been successful in increasing the enrolment rate in the targeted CISCOS (Circonscription Scolaire, or education office at the sous-prefecture level). While the aim of 80 percent net enrolment in all four targeted CISCOS has not been reached, there has been a considerable increase in the enrolment in the four targeted CISCOS⁵⁰.

The repetition rate in the public schools supported by UNICEF (35,5 on average) is higher than the national average (31,6 percent), by 3,9 percent. This is perhaps not surprising given that the programme targets some of the most disadvantaged communities in the country. In the three years the programme has been running, there has been a very slight decrease in repetition rates⁵¹. However, UNICEF itself agrees that repetition rates are still at very high rates, and that this problem needs to be taken seriously.

⁴⁸ For the school year 2001/2002 there were 24 CEP students and 16 DEP students

⁴⁹ This is because, according to UNICEF, FLM does not provide them necessary statistics. This despite the fact that FLM, in my experience, have statistics on enrollment, repetition promotion and exam pass rate.

⁵⁰ From 1998/1999 to 2000/2001 the number of students enrolled has increased by 55 percent in Ambovombe, 60 percent in Tsihombe, 9 percent in Vohipeno, and 12 percent in Ikalamavony. The UNICEF 2001 report provides information about the increase in the net enrollment rate. However, this information contradicts with the raw numbers provided.

⁵¹ By 3.1 percentage points in the case of Ambovombe (36.6 in 1998/1999, 33.5 in 1999/2000), an increase of 1.1 percentage point in the case of Tsihombe (from 28.8 in 1998/1999, 29.9 in 2000/2001), a decrease of 5.4 percentage points in the case of Vohipeno (42.9 in 1998/1999 to 37.5 2000/2001) and a decrease of 1.7 percentage points in the case of Ikalamavony (40.9 in 1998/1999 to 39.2 in 1999/2000).

The pass rate in the UNICEF supported public school are on par with, or slightly lower than, the national average. In terms of pass rates development, the statistics provided show a slightly odd pattern with two of the CISCOS (Ambovombe and Tsihome) having had no or negative progression in the period 1998/1999 to 2000/2001, whereas Vohipeno and Ikalamavony has seen a sharp improvement in pass rates only in the last year (1999/2000 to 2000/2001). This is an issue that should be analysed further, as it might have implications for future activities.

ILO

The ILO school construction programme takes place in the same four CISCOS supported by UNICEF. The objective of the programme is to 1) construct and rehabilitate 98 primary schools, 2) strengthen the technical capacity of the local construction companies, 3) provide temporary employment at the local level through the use of work intensive methods. The cost of the ILO programme is NOK 24.300.000⁵².

Due to the political crisis and negotiations with the government in Madagascar, project implementation has been somewhat delayed. However, ILO has, in line with the objectives of the project, started the training of the construction companies invited to tender for the construction contracts. In collaboration with (Ministère de l'enseignement secondaire et de l'éducation de base (MINESEB)), the school construction sites have also been indicated. The construction and rehabilitation of 50 of the 90 schools will take place in 2002. The remaining 40 schools will be constructed and rehabilitated in 2003. The idea was originally to rehabilitate a greater number of schools (27 out of the 50 schools in 2002) than what has, according to the organisation, actually proved possible (only two of the 50 schools). This was largely because many of the schools were built of local materials and thus rehabilitation work to make the school cyclone resistant would not be possible. Moreover, several of the existing schools proved to be too small and thus extension work to increase the size of the school had to be carried out⁵³, and not simply rehabilitation work.

ILO will train 30 directors, 30 work supervisors (chef de chantier) of small and medium size construction firms and 10 work planners (mâitre de œuvre) in 2002. The stated aim was to train 140 directors in the 2001-2003 project period. ILO is on track to reach the stated objective by 2003, if not only the directors, but also work supervisors and planners are taken into account.

This year (2002) ILO will offer the selected construction companies 140 days of work. The organisation planned to provide 280 days of work for the whole project period and is again on track to reach this objective.

4.5.4 Broader impact on the community

All of the three basic education programmes supported are quite unique in that the parents and the community are also engaged in the education of their children. Of the schools supported by UNICEF, 85 percent of the targeted school/communities have signed a School Success Programme Contract (CPRS) (UNICEF, 2002). The FLM schools sign similar contracts to the UNICEF supported schools. In this case, also the church, which has financial obligations to the school, signs the school contract. The first contracts were mostly concerned with enrolment. Here, the parents' obligation to send their children to school was emphasised. The second and ongoing round of contracts emphasises the importance of improving quality of education. Parents are asked to follow up the work of the children at home, and provide information when the child is absent from school. The UNICEF programme has been concerned that parents, even illiterate parents, should be able to follow the progress of their children through especially designed student progress cards. The UNICEF supported school

⁵² Bevilgningsdokument, 97/05201, 822.1 MAG-0015.

⁵³ In one of the areas covered, Vohipeno, the need for rehabilitation also proved to be smaller than anticipated as other organizations such as AFD and JICA had already carried out such work.

communities are also involved in other ways. A community group is in charge of selling school material such as pencils and exercise books, to student⁵⁴. The group is trained to take on this task.

In case of the ILO project the objective of the programme is also to make the community, particularly parents and pupils, responsible for the maintenance of schools. ILO demands that every school class pay NOK 763 per year per class (that is equivalent to NOK 15 per student in a class of 50 students). This forms part of the maintenance contract, which parents have to sign. ILO was unable to tell us at this early stage if parents were in fact paying in this sum. However, it is clear that such a payment requirement could represent a financial burden for the poor communities targeted by this programme.

The teacher training college in Fandriana also benefits, to some extent, the surrounding community. According to the director of the school, many of the regular students (non-FLM teachers) come from the areas around the school. This is partly because the long distance to the next teacher training college (Finanarantsoa, about 4 hours by car from Fandriana). The college has also recently started a computer-training course where participants come from the village of the teacher training college, Fandriana.

4.5.5 *Financial sustainability of intervention*

The issue of sustainability is perhaps most relevant in the case of the FLM project, and less so for ILO and UNICEF. The FLM national department depends solely on funding from NORAD. NORAD pays for the two staff (the national co-ordinator and her driver). The national department argues that attempts have been made to also find alternative sources of funding, and that applications have been made to e.g. SIDA. However, so far, the organisation has not had any positive response.

The staff at the teacher training college in Fandriana is themselves concerned with the issue of sustainability. This is partly because of some uncertainties around the duration of the NORAD assistance⁵⁵. Moreover, without alternative funding the school would have to close.

Since 2000 the school has taken on paying students in addition to the FLM-teacher students with scholarships. However, the fee that these students pay (NOK 382 per year), far from covers the very high unit cost of education at Fandriana (about NOK 5780 in 2001/2002)⁵⁶. Thus, the school does not make any profit on these students, and, from a financial point of view, the fee-paying students are a liability.

The college is currently making efforts to plan activities that may contribute to the income of the schools. The possible sources of income are:

- *The state.* The college has so far only receives some very limited, and varying, support from the state⁵⁷.
- *Rent.* The school is currently renting out one of the boarding houses to the department of health. The general standard of this boarding house is poor, and the rent is therefore relatively low.
- *A computer centre* at the school is already operational. This contributes with some additional funding to the school and has been a popular feature in this remote community.
- The school has just been granted support to *a studio*, that might provide some additional rent and administration.

⁵⁴ The material is given to the group for free from UNICEF. The items are sold at a lower than market price, and the idea is for the profit made by the group to be reinvested so that new items can be bought by the group. This because every year the free supply from UNICEF is diminished.

⁵⁵ The original 'bevilgningsdokument' indicated that the project would have a duration of 10 years. However, there is presently no guarantee that the programme will receive funding beyond 2003, which is the end of the first programme period.

⁵⁶ The unit cost calculation is based on total cost per year NOK 231.209 (that is running cost + (investment cost divided)/10 in 2001/2002) divided by the number of students, 40.

⁵⁷ The state support represented 0 percent of running costs in 1997, 5,4 percent of running costs in 1998, 0 percent in 1999 and 2,3 percent in 2000.

- Finally, the college plans to commence *English courses*, both for the students at the school (useful given the government's intention to introduce English in primary school), and also the community. English courses for the community could also provide some income for the school. The current plan is dependent on the school being supplied with English teachers from the Norwegian Peace Corps.

However, it should also be noted that the earning potentials are limited given the remoteness of the school. Fandriana has no telephone connection and is two hours by car from the nearest larger town (Antsirabe). Thus, even with these additional sources of funding, it is unlikely that the schools could continue to function without NORAD support, or substantial state support.

UNICEF receives funds from other sources (most notably UNICEF New York) and collaborates in particular with the Ministry of Education and the French co-operation organisation. If Norwegian funding stops, the organisation would have to reformulate their objectives and activities, but their existence and programmes would not come to a halt.

The issue of sustainability is less relevant for ILO because the organisation has three finite project aims, that it, to build and reconstruct schools, train construction companies and provide waged work. Once their job is done, the schools will continue to benefit the community without the support of ILO. As discussed above, the maintenance of the school buildings could prove to be more problematic as it depends on the financial contributions of the community. However, from a project sustainability point of view, this is not a relevant issue, as the school maintenance does not depend on financial contributions from ILO.

4.5.6 Implementing agencies administrative arrangements and efficiency

Capacity and expertise within the field of intervention

The main issue to report here relates to the administrative arrangements of UNICEF and FLM. Concerns have been raised that the financial and administrative arrangements between the two organisations might be problematic. UNICEF receives the funds ear-marked for the UNICEF/FLM project, and in the past, the FLM/UNICEF co-ordinator, not UNICEF itself, has been in charge of buying and distributing goods. Lately, this arrangement has altered somewhat and UNICEF now buys the goods to save money. This is because the organisation does not pay VAT.

What is perhaps most problematic for FLM is that new funds are released three times a year, but only after proof not only of purchase but also receipt on the part of the school, has been received. Obtaining proof of receipt is often a lengthy process, because of the long distances to many of the FLM schools. Any unspent funds will also have to be returned to UNICEF before new funds are released.

A further issue, which has come up recently, is that UNICEF no longer wishes to be the channel for the UNICEF/FLM co-ordinator's salary. Because of both this factor and the complications related to the release of funds, FLM believes it would be more practical if all funds were channelled directly to them. After all, they argue, they have themselves been responsible for all the payments and distribution of goods in the past. One argument for continuing to channel funds through UNICEF is that this would save the payment of VAT. However, given that the NORAD is now more concerned about the benefits to the state budget of the VAT payment on bilateral aid this argument seems to be of lesser relevance⁵⁸. Therefore, channelling the FLM/UNICEF funds directly to FLM should be seriously considered.

Commenting on the working relationship, UNICEF proposes that while there have been some complications, particularly in the past regarding reporting, the collaboration between the two organisations is now working in a more satisfactory manner. However, they do feel that the culture and priorities of the two organizations

⁵⁸ Letter from NORAD (2001/1683 dated 02.12.02) to the Norwegian Ministry of Foreign Affairs where NORAD proposes to remove the clause about not paying VAT in the development co-operation with Tanzania.

sometimes diverge. They are also concerned about the practical problems relating to the long distance to many of the FLM schools. This, they argue, means that some of the schools do not get the support they require.

Even if it is decided that the financial arrangements between the two organisations are to be altered, it is important that the collaboration between the two organisations continues. The reasons for this are UNICEF's valuable contribution to raising the quality of education in the FLM school, through the introduction of new forms of work (such as the school success contract), and the in-service teacher training organised by the organisation.

The FLM reports are well structured, have a detailed budget section, and have become more extensive. However, the reports are still lacking in terms of analysis. The Norwegian NMS link, situated in Norway, has in some cases added analysis to the quite sparse reports. However, it would be beneficial, for the development of the organisation itself, and perhaps also for the accuracy of the report, if the FLM national department would produce such an analysis.

On the UNICEF reports, it should be noted that, contrary to the project agreement, UNICEF hardly makes any reports on the FLM/UNICEF part of the project. This is an issue that has been the subject of discussions in several annual review meetings. UNICEF argues that this is explained by the lack of data on the FLM schools. However, the author of this chapter has herself received statistics on the development in the FLM schools, so that such information should be available. As mentioned previously in the chapter, the statistical presentation and analysis in the UNICEF reports could be more accurate and thorough.

There are no major issues to report concerning the administrative arrangements of ILO. Their report is well presented. The administration of both ILO and UNICEF appear to be functioning well. The only concern relates to the co-ordination with MINESEB and other donors. This is an issue that we shall discuss further below.

4.5.7 Extent of networks and collaboration with other agencies and with government

The lack of collaboration with other education donors is a great problem emphasised by all the donors met (WB, UNICEF, French co-operation, ILO). According to UNICEF and the World Bank there have not been any general education donor meetings since January 2002. In the words of Philip Freydefont in the French co-operation: 'one loses a lot of time and energy because of the lack of co-ordination'. What is perhaps even more unfortunate is that staff at the management level in the newly established Project Co-ordination unit does not show much interest in multi-donor education collaboration.

A concrete example of this is that, in discussions with ILO, it became apparent that the organisation does not collaborate with, and therefore does not have much specific information about, the activities of other organisations working in their field. This is perhaps surprising given that in one of the areas where ILO operates (Vohipeno), there has been, or are currently, as many as five organisations engaged in construction and rehabilitation work. The lack of collaboration between the five agencies in a relatively small area could inevitably have relatively grave consequences. However, ILO points out that their activities have been organised with the Ministry of Education, which, in turn, has an overview over building and reconstruction activities of other organisations. Still, it would probably also be useful for ILO to have specific information about the involvement of other organisations when planning their activities.

4.5.8 Value added of the Norwegian support

Comparative advantages or special areas of expertise

It is not particularly relevant to discuss the value added of the Norwegian support other than in the case of the FLM project. This is because, in the case of the UNICEF/ILO project financial resources are simply channelled through the organisation, and it would be difficult to comment on any added benefit of the limited Norwegian technical support provided.

According to NMS, the Norwegian counterpart of FLM, one of the advantages of the Lutheran church is that they have been involved in educational sector work in the country for more than 130 years, and have thus gained much experience in this area. Similar arguments have been put forward in the case of the teacher training college where the director proposed that the Norwegian legacy was important to both the reputation and the functioning of the school.

4.5.9 *Relevance of co-operation*

In relation to the focus of Norwegian development aid priorities

Education is one of the main, if not **the** main priority of the Norwegian development co-operation today. The Norwegian Minister for Development Co-operation has stated that 'education is job number one'. The most recent education strategy (2002) proposes that the state has the main responsibility for education in the country, but that NGOs have a role to play in reaching poor and marginalized groups. Thus, the Norwegian strategy does not take issue in principle with private education provision. However, the strategy is explicit in that charging school fees is undesirable. The school fee in the FLM schools is thus a point of concern⁵⁹. It should however be noted that with the exception of this year, where the President announced that the state would pay for school fees for the whole country, public school pupils also have to pay a somewhat smaller school fee (see the footnote below).

The private financing arrangement of the FLM also has implications for the quality of the education. As discussed below, the low number of teachers and perhaps also low quality of the teachers, which are related to the poor financial capacities of the communities, are unfortunate from a quality point of view. Thus, in the long run, it would be desirable to work towards an agreement where the State is either solely or partly responsible for the payment of teachers, as is currently being discussed in Zambia.

The Norwegian education strategy emphasises the importance of a holistic development of the education system. In this regard, the emphasis on teacher training is a positive aspect. However, secondary academic education has received practically no Norwegian support. The only exception to this is FLM which this year has trained ten lower secondary school teachers. It is a good thing to find, as has been discussed in the agricultural chapter, that NORAD also supports technical education. Technical education is an under-prioritised area within the Malagasy education sector. This has implications for private sector development where, as we discuss in the private sector chapter, one of the hindrances to further growth is the lack of middle level technical and managerial expertise.

In terms of construction work, the Norwegian education strategy states that construction of schools is primarily the responsibility of the development banks. However, it should be noted that Norway supports the construction of schools also in other countries, particularly through sector programmes, but also through direct project support (e.g. in the Palestinian areas).

In relation to Malagasy priorities and strategies

The basic education activities supported by NORAD are in line with the priorities of the government. These priorities were outlined in the beginning of this chapter. Here we would only note that the government emphasises the importance of training teachers, building schools and making the education more efficient. These objectives coincide with the objectives of the three programmes supported, and there is therefore no dissonance between the objectives of the government and the objectives of the NORAD supported education projects in Madagascar.

⁵⁹ The school fee varies from NOK 5 – 33 in rural areas to NOK 38 – 82 a year in urban areas in primary school. The fees are paid every month, in 10 months of the year (Interview Isabelle Jenö, 16.11.02). In the public schools the fees are NOK 16 per year in primary school (Interview Ignace Ratsimbazafy, 15.11.02).

4.5.10 Conclusion and recommendations

FLM

- In general, it is proposed that NORAD should continue to support this project, at least in the short term because 1) it is unlikely that the state will be able to provide education for all in the short and medium term 2) the project works towards improving the quality of education which is much needed in the FLM schools. However, this general recommendation depends on several factors outlined below.
- FLM should make use of the present positive private school environment to push for full or part teacher salary support, and also financial assistance to the teacher training college, through the Ministry of Education's private sector unit (ONEB).
- FLM should strive to be an integrated part of the state system, at least in terms of financial benefits (teachers salaries, books etc), to reduce differentials in the quality of their schools.
- Due to self-financing arrangements and geographical and family background reasons, there are great variations in the quality of the FLM schools. It is good to find that FLM serves some of the poorest and most remote communities. However, FLM needs to do more in order to address the quality variations and develop strategies for how to improve the situation in their most disadvantaged schools.
- Exam results in the FLM schools are considerably lower than national average. This indicates that, on average, the students in the FLM schools are disadvantaged compared to other children. This issue needs to be taken seriously by the FLM administration and strategies will need to be developed to address this problem.
- Considering the low quality indicators and the fact that very few FLM teachers that receive in-service training (50 in 2000/2001), the teacher training college in Fandriana should give priority to in-service teacher training for the FLM teachers. It would be advisable for the college to make an even greater effort to provide more, and perhaps even longer vacation training courses in the three locations used for this purpose (Fandriana, Antsirabe and Fianarantsoa). This would also be desirable from the perspective of the teachers wanting to benefit from the teacher training in Fandriana, but who find it difficult for work, financial and family reasons to take a year off work to attend a teacher training course.
- In preparation for the next phase of the programme, FLM should also analyse the need for in-service teacher training at secondary level to find out if this largely neglected area should receive more attention.
- The work with UNICEF should continue as this arrangement has positive implications for both for the forms of work and the quality of the FLM schools supported by this programme.
- It should be recognised that even with the additional income generating activities planned by the teacher-training college, the college is unlikely to be self-sufficient. Thus, without a radical change in the support to the college from the state, the college will remain dependent on external assistance. The issue of sustainability is also highly relevant in the case of the National Department for Lutheran Education. The department is dependent solely on NORAD funding.

UNICEF

- The UNICEF interventions are seen as pertinent to the present educational environment, which is characterised, by low quality and a high level of inefficiency. Thus, it is recommended that project is also supported in the future. This general recommendation is dependent on the factors outlined below.
- Repetition rates are still at very high levels in the UNICEF supported schools. The special efforts made to address this situation should continue.
- The strong emphasis on teacher training is positive and should continue.
- There are some uncertainties concerning the exact pass rate developments, but indications are that considerable variations in pass rate progress have been made. This should be analysed by the organisation in order that the most disadvantaged communities receive special attention.
- In the present environment where textbooks and other donations from the state to the schools is increasing, UNICEF must make an even greater effort to co-ordinate with the local educational

administration in order to avoid wastage and make sure that their contributions are distributed as effectively as possible.

- UNICEF still hardly makes any reports on the UNICEF/FLM programme, as has been agreed. This should be rectified. UNICEF should also make sure that the statistical analysis in their reports is more thorough and accurate.
- UNICEF has provided valuable contributions to the FLM schools benefiting from their support through the introduction of new forms of work and teacher training. NORAD should however look into the possibility of directly channelling funds to FLM, instead of via UNICEF. Such an arrangement would reduce the total administrative burden and is in line with the wishes of the two organisations.
- UNICEF did not financially support the sector programme PNAE 2, and does not show any particular interest in the planning and organisation of the education system. Given the long experience of the organisation, it would be of benefit to the Ministry of Education if UNICEF involved itself in multi-donor collaborative work and provided some input, both in financial and human resources terms, to the planning of the education system in this critical phase of the educational development.

ILO

- In general: the school building programme has responded to one of main priorities of the Malagasy government in the educational domain. However, given the fact that there are so many other organisations also involved in this area, further support should only be provided after a careful assessment of needs.
- It is good to find that the organisation is on track to achieve the stated objectives regarding construction, rehabilitation, training and provision of wage work.
- It is important that the organisation makes a greater effort to collaborate with other organisations working on school construction, especially those working in the same geographical areas.

General

- Madagascar is in a critical phase of its educational development, marked by much optimism and enthusiasm (a new Presidential period), and a positive financial environment (due to HIPC savings and possibly the Fast Track Initiative).
- A thorough strategy and budget planning of the education sector is important at this stage. In the future, Norway should consider supporting the planning process, e.g. through staff capacity development organised by IIEP.
- A higher degree of co-ordination and discussions between the different donors and the Ministry of Education is pertinent to an efficient education sector development.
- If there were to be a Norwegian official presence in Madagascar, it would be desirable for Norway to play a role in encouraging donor co-ordination and collaboration.
- It would be desirable for Norway, who has much experience in the education domain in Madagascar, and who is a well-recognised partner in the Malagasy society, to play a role in encouraging donor co-ordination and collaboration.

4.6 Health

Some health indicators

Madagascar has suffered of economic decline and rising rates of poverty for decades. Health indicators are generally comparable to average Sub Saharan Africa but in some areas Madagascar ranks below the average, for example on child malnutrition and child immunization rates.

In 1976 9.2 percent of the national budget was allocated to health care, but this decreased to 6.6 percent in 1981, 4.5 in 1990 and 2 in 1994. In 2000 the figure was 1,5% (after a slight increase from 1,0% in 1998). The average

household spends about 2 percent of its annual income on health related products and services.⁶⁰ In absolute terms, public spending on health amounts to only about US\$ 2.30 per capita annually.

Where public health infrastructures are concerned, there are 6153 CSB (Basic health Centre) and 117 CHD (District Hospitals). Health personnel indicators are generally poor: the population per doctor is 16,725, the population per nurse is 3,787 in 2001 while the population per dentist is 128,275. The personnel shortages especially of nurses are due to the closing of the paramedical schools during the '90s. The situation has been reversed recently but shortages are still particularly pronounced in rural areas. The lack of well-trained health professionals is thoroughly known all over the country. There are also problems of drug availability even if a general effort has been made to address the problem by applying the cost recovery system.

Prevailing causes of morbidity observed during external consultations in CSB

- Breathing acute infections (21.6%)
- Fevers (suspected to be malaria) (19.4%)
- Diarrheic diseases (8%)
- Sexually transmitted infections (2.8%)
- Cough during more than tree weeks (1%)⁶¹

There are considerable health variations among the population in the different regions of Madagascar, and among urban and rural populations. This became clear during the latest crisis when a simple flu struck an undernourished population in isolated areas far from the health centres and brought about hundreds of deaths.

Because of the crisis, the government decided to stop implementing the principles of cost recovery, as it was clear that while confronted with impoverishment, one of the first expenditures to be cut by a household is on health. But reverting to free medical care in this way will create a gap of about 18 billions of FMG per year of budget deficit and will endanger the sustainability of the health system unless alternatives are found. It is too early to say whether the decisions taken during the crisis are threatening the current social policy which main objectives are:

- Promote mother and child health
- Intensify the fight against malnutrition
- Develop a healthy environment
- Intensify the fight against transmissible diseases
- Strengthen the non transmissible diseases prevention
- Improve the population access to quality health care mainly among the poorest
- Develop the health sector human resources
- Develop active health research
- Bring up to date the health system management and governance
- Improve social mobilization to implement health activities
- Improve health system funding
- Reinforce monitoring and evaluation

Deficiencies in some areas of the public health sector are compensated by the activities of the private institutions such as SALFA.

HIV – an approaching catastrophe?

Madagascar is exceptional among countries in sub-Saharan African because of its low HIV prevalence rates in spite of the existence of the virus for 10 years and unusually high rates of STIs. However data are incomplete

⁶⁰ Information obtained from MOH, Dept of studies and planning, 29 November 2002.

⁶¹ Ministry of Health, Direction des Etudes et de la Planification, 29 November 2002

and unreliable. HIV testing is not accessible to most of the Malagasy population. There are only two operational voluntary counselling and testing (VCT) sites in the country. The official Strategic Plan indicates 0.02 percent in 1989 (1/5000), 0.07 percent in 1995 (1/1500) and 0.16 percent in 2000 (1/600). According to official statistics there are 45 persons with fully-fledged AIDS and the accumulated number of deaths is 22. However, an investigation in 2000 found HIV prevalence above 1 percent among sick transport workers in 5 harbor towns.⁶² The highest figure indicates 1.5 percent of the population infected.⁶³ Health practitioners told the review team that they had had no clinical experience with the disease, signifying that the number had to be low. The SALFA tests also seem to indicate that occurrence of HIV positive is relatively low in Madagascar, but there is much uncertainty related to the above figures.

There was a general consensus among the review team's informants that the potential is there for extremely fast spread of the disease in Madagascar. This is due to the fact of a high prevalence of STI and as one calculates an increased risk of HIV transmission by 50 to 300 times (male to female) if one of the partners is infected with STIs such as herpes genitalis or syphilis. In some areas over 45 percent of the population have an active STI at any given time. Syphilis and gonorrhoea rates in particular, are among the highest in the world.⁶⁴ A recent study among a rural population showed that 26 percent of adults and 21 percent of pregnant women had active syphilis. USAID-funded operations research demonstrates that 82 percent of the women have at least one sexually transmitted infection, and rates of gonorrhoea and chlamydia are as high as 34 percent and 26 percent, respectively⁶⁵.

A high prevalence of STIs, widespread poverty and illiteracy are conditions that can lead to an explosion of the HIV epidemic. With the potential looming for such an epidemic, the Malagasy government, international and local NGOs and donor agencies have stepped up their efforts against STIs and HIV/AIDS. A National Committee directly under the President has been established with an Executive Secretary office responsible for the coordination. The approach is multisectorial with an emphasis on the roles of the Ministry of Health and the Ministry of Communications. The main stakeholders will meet in a special forum, and the fight against HIV seems to be relatively well coordinated. The need for more analysis and improvement of the statistical monitoring of the situation was strongly emphasized by the Executive Secretary of the National Committee.

The World Bank has prepared a national strategic plan costing US\$ 100 mill. And the Bank has lent US\$ 20 mill, and donors have contributed grants of approximately US\$ 10 mill. Donors and organizations are invited to select their areas of involvement. The main objectives of the fight against the spread of HIV in Madagascar are to keep number of infected below 1 percent of the population and to provide services to persons with HIV in terms of psychosocial and medical assistance. A number of initiatives are proposed including the active participation of a large number of stakeholders. Increased utilization of condoms does not seem to be among the main strategies.

The annual meetings between NORAD and collaboration partners have discussed possibilities to integrate HIV/AIDS aspects in ongoing projects and programmes. As a result UNICEF has introduced information modules in teacher training. In the agricultural schools and in the research centre FIFAMANOR HIV/AIDS prevention is planned to be integrated into ongoing activities. The ILO HIMO Route programme is including information work at several levels and for work leaders and road entrepreneurs.

4.6.1 Cooperation between NMS/FLM and NORAD in health

As an important part of their work the missionaries often provided health related services and NMS/FLM soon also established clinics and hospitals. Today FLM has a health department, SALFA, responsible for coordinating

⁶² Repoblikan'i Madagassikara "Plan Strategiqye Nationale de Lutte Controle le VIH/SIDA a Madagascar (2001-2006), Résumé synthétique.

⁶³ Family Health International at www.fhi.org/en/cntr/africa/madagascar/madagascarofc.html+health+Madagascar+who&hl=no&ie=UTF-8

⁶⁴ The World Bank, "Project Appraisal Document on a Proposed Credit in the Amount of SDR 15,7 million (US\$20.0 million equivalent) to the Republic of Madagascar for a Multisectoral STI/HIV/AIDS Precention Project" November 26, 2001, p. 4.

⁶⁵ USAID: http://www.usaid.gov/pop_health/aids/Countries/africa/madagascar.html

the large scale and countrywide health activities. SALFA is one of the largest NGOs occupied with health work in Madagascar. The organisation manages 9 hospitals and 18 dispensaries as well as six mobile units, spread through the six provinces of the country. The number of consultations was more than 175.000 in 2001. In addition there were more than 32.000 consultations/treatments in the fields of surgery and maternity, dentistry, laboratory and others. According to SALFA, the targeted population covered by the clinics and hospitals exceeds 4.8 million persons.⁶⁶ In 2001 SALFA was staffed with 86 doctors, 22 dentists, more than 50 nurses and more than 30 laboratory technicians. 64 persons are working at the SALFA headquarters.⁶⁷

The NORAD financed health activities in Madagascar are channelled through SALFA and consist at present of the MAG 016 “Assistance to alleviate Tuberculosis and HIV/AIDS in Madagascar”, (NOK 14,3 million over a period from 2001 to 2005) and an emergency programme to provide medicine and equipment during the recent crises: “Drug Supply for Madagascar”. The project “Organisational Development for Development Sector FLM” also includes SALFA. The following presentation deals primarily with the first project.

The MAG 016 project is implemented in collaboration with the Ministry of Health as a component of the National Tuberculosis Programme (PNT). The project has three main areas of concentration: Diagnostics and treatment of Tuberculosis, HIV testing, and motivational activities in relation to tuberculosis and HIV/AIDS.

4.6.2 *Achievement of objectives*

Tuberculosis

The development objective of the MAG 016 project is to contribute to reducing the extent of Tuberculosis and AIDS in the population in order to improve standards of living and to strengthen the productive economy. The objective for the project period 2000-2005 is to provide DOTS (Directly Observed Therapy Shortcourse) treatment to 3,000 tuberculosis patients annually with sub objectives that 80% of the Tuberculosis patients recover, that less than 8% of the patients disappear from treatment and that the percentage of positive Tuberculosis tests is under 10%.

From 1995 to 2001 the number of tuberculosis patients treated was largely in accordance with the objective set. During one period the number of patients increased due to the fact that the Government did not have more medicines and SALFA had to take over parts of the public health authorities’ responsibilities. In 1999 SALFA was responsible for as many as 23 percent of all persons under tuberculosis treatment in the country, and this represented a considerable increase compared to 1997.⁶⁸ Figures for treated persons with tuberculosis were 3,153 in 2000 and 3,193 in 2001, which exceeds the objectives set.⁶⁹

The number of patients cured, as percent of all tuberculosis patients, increased by 2 percent per year and reached 81 percent in 1998 while the number of disappearances fell from 5.8 percent in 1997 to 3.9 percent (and for the mobile units the number was even less.) This is well below the target of 10 percent set by the National Tuberculosis Programme of 10 percent. The health centres and mobile units are undertaking important active searches for person with tuberculosis.

An evaluation of the MAG 016 project in 2000 by a multidisciplinary team noted a quantitative and qualitative improvement of the work in relation to tuberculosis compared to what was reported by an evaluation in 1997⁷⁰.

Among the aspects to be improved, were the need for improving the infrastructure for reception of patients, improving the circulation of information and the need to reach the target of 85 percent of tuberculosis patients to be cured from the disease.

⁶⁶ Request from SALFA to Norwegian Ministry of Foreign Affairs, “Drug Supply for Madagascar”

⁶⁷ Op cit. Appendix 3

⁶⁸ “Evaluation du Projet”, Projet Tuberculose, SALFA – FLM, Antananarivo March 2000

⁶⁹ Statistics provided by SALFA (RABENASOLO, Lanto) while the review team was in Antananarivo

⁷⁰ “Evaluation du Projet” 2000 op cit

HIV/AIDS

The objectives of the MAG 016 project in relation to HIV/AIDS are to undertake 2.500 HIV tests and arrange 10 courses annually for health personnel. According to the Project Document for 2000-2005, the 2.500 HIV/AIDS tests to be performed each year should be taken from individuals providing blood and from all patients not recovering from tuberculosis. Since 1995, AIDS tests were dispatched to the hospitals and health centres, but this seems not to have been followed by clear instructions. (In 1995 2.800 AIDS tests were dispatched to the hospitals and dispensaries, in 1997: 7.000 and in 1998: 5.800). The review team has not received information about the number of tests actually undertaken, apart from the years 2000-2001 when 374 and 621 tests were taken respectively, and when 3 persons were identified as HIV positive in 2000 and none in 2001.⁷¹ (The 2000 evaluation in addition states that 267 tests were undertaken until 1999, and with 254 negative results.) As indicated, the actual results in terms of HIV tests undertaken are far below the targets set.

The reasons for the low attainment of objectives were explained as being related to the general situation lack of information but primarily because SALFA staff at all levels need updating and motivation.

4.6.3 Immediate and wider impact on target groups

SALFA's statistics for the MAG 016 Project provide the following information: Between 1995 and 2001, 18.313 persons have been treated for tuberculosis. During the three first quarters of 2002, 2.246 persons were treated.

It is of limited value to try to describe or measure the impact of the MAG 016 Project on the people actually cured from the disease, and financial calculations in terms of how the country benefits will be futile. In addition to tuberculosis patients treated, the SALFA clinics and hospitals are providing important health information to patients and their families – and such information can be of considerable direct and indirect value.

It is likely that it is too early to assess the direct impact of the project on the situation of HIV/AIDS. SALFA has initiated an essential internal process to motivate own staff in relation to HIV work.

Directly and indirectly the MAG 016 impacts significantly on several areas as follows:

- Human resource development
- Building institutional capacity
- Motivational development, using the church, the scouts, women groups etc.

4.6.4 Sustainability of intervention

The poorest segments of the population, who belong to NORAD's primary group of beneficiaries most are likely to be the very last to be able to afford financing of their own health services. Sustainability of health services in terms of patients financing all expenses will under no circumstances be achieved, in Madagascar or in any other country for that matter. Sustainability in terms of the government taking over the provision of these health services also seems unlikely in Madagascar for many years to come. SALFA has however started a process of enabling clinics to become financially independent. In relation to tuberculosis the international health organisations have proposed free treatment due to the fact that the patients need considerable time before they are properly cured. A treatment period of several months is considered appropriate, and therefore patients will often have a tendency to drop out of the cure prematurely.

The review team thinks it is of limited value to discuss the possibilities of providing HIV information in a financially sustainable way. However, in the long term, investment in health contributes to a healthy population and this is an exceptionally important aspect in order for Madagascar to develop economically.

⁷¹ Op cit. Statistics provided by SALFA (RABENASOLO, Lanto)

4.6.5 *FLM's administrative arrangements and efficiency*

SALFA is responsible for a large-scale health programme with a broad approach. Doctors, nurses and other health personnel at all levels of the SALFA organisation are involved in most aspects of health, and medicines, equipment, transport means, and infrastructure are directed to serve the whole organisation. The NORAD project is however, concentrated on very specific parts of SALFA's activities, namely those related to Tuberculosis and HIV/AIDS testing. The evaluation undertaken in year 2000, pointed out that the health centres administered the tuberculosis activities as an integrated part of all work.

SALFA seems to administer its organisation efficiently and in accordance with its rules and regulations. Some financial irregularities in the second half of the 1990s have been reported, but these problems seem to have been identified and resolved in a professional manner.

It is recommended NORAD look into the possibilities of providing institutional assistance to SALFA as a health sector contribution, rather than splitting up SALFA's work. This is much in line with NORAD's policies and practices in sector work. NORAD could also focus on the tuberculosis and HIV/AIDS work in its subsequent work, and use the achievements in these areas as some sort of indicator for the work.

SALFA's position as an integral part of the FLM, in terms of efficiency, should be underlined. The FLM structure, with synods and activities all over the country, is an enormous potential health related information channel. The work of the church directed to youths and to women groups can also be added. When SALFA/FLM has developed a concept and agreed to a message in relation to HIV, the church congregations represent a powerful means of transferring such ideas and motivational work.

Capacity and expertise within the field of intervention

In October 2001 FLM formulated an overall strategy for its fight against Sexually Transmitted Infections and HIV/AIDS.⁷² The vision of the Strategic Plan is described as "From now and until 2006, all Malagasy Lutheran Church's congregations and the Lutheran departments will be active in the fight against STD/AIDS," and the aim being to contribute to reduce STD/AIDS propagation within the target group of 3 million persons in the 17 synods of FLM, and for both sexes above 12 years of age. Reinforcement of the Christian ethic and contributing to psychological and medical care are mentioned as the main strategies to reach the objectives and a number of sub-strategies are presented.

A relatively large percentage of patients' consultations with SALFA doctors relate to sexually transferred infections. These consultations constitute very important settings for introducing aspects of HIV/AIDS to patients, which then will be highly motivated. One of SALFA's strategies is to utilise these consultations to spread information about the virus.

4.6.6 *Relevance of cooperation*

In relation to the focus of Norwegian development and priorities

The social sector is a priority area of Norwegian international cooperation. Improving the health situation in the poorest countries of the world is considered as one of the main objectives, as the Norwegian Storting formulates it, by the Ministry of Foreign Affairs and NORAD policies and guidelines. Tuberculosis and HIV/AIDS most often strike at the poorest part of the population, and the poverty issues must be addressed.

The possibility of doing something today in order to prevent the rapid and disastrous spread of the HIV virus in the years to come is very significantly related to objectives of Norwegian development assistance. If the HIV

⁷² "The Malagasy Lutheran Church's Strategic Planning for the fight against STF/AIDS, Antananarivo 8-12 October 2001, exist in English translation.

virus is allowed to spread, the negative consequences for economic and social development of Madagascar can be devastating in all sectors: agriculture, trade, industry, tourism, and education – just to mention a few.

In relation to Malagasy priorities and strategies

The Government of Madagascar gives high priority to the social sector in general and to provision of health services in particular. The battles against tuberculosis and HIV/AIDS rank among the top priorities of the Government. The I-PRSP and Plan for Economic Recovery underlines the importance of improving the health situation.

The health authorities consider the SALFA tuberculosis work as an element of the government tuberculosis programme. The organisation's contribution towards preventing the spread of HIV, is also considered part of the government efforts, and, as previously indicated, the coordination and exchange of information in relation to HIV/AIDS work seem to be developing well.

4.6.7 Assessment of value added of the Norwegian support

SALFA receives financial assistance from several donors, but the collaboration with NORAD is at present the most significant in terms of volume. It is difficult to dispute that there is special value added due to the fact that the assistance is coming from Norway. For the time being one Norwegian doctor is engaged 50 percent of his time to SALFA. One comparative advantage is the strong lines of cooperation between FLM and NMS over a period of many years, and the considerable personal and institutional links established in this connection.

4.6.8 Conclusions and recommendations

The most recent evaluation in 2000 concluded that the fight against tuberculosis has to be continued and that it is important not to reduce prematurely the ongoing activities. The results from vaccination campaigns will not be significant before some time has passed. The international health organisations have decided that treatment of tuberculosis shall be free of charge for the patients (although they will have to pay transport, lodging and other related expenses). The fight against HIV/AIDS is in its infancy in Madagascar and most likely there will be a huge need for assistance in the coming years. The activities and the beneficiaries are among the main foci of NORAD's policies. In this situation there will be need for external financial assistance for many years to come. Madagascar is one of the poorest countries of the world, and the government health services will for many years be dependent on a strong and active NGO sector.

SALFA seems to be an exemplary health organisation. The work performed is impressive, and SALFA has established a very good reputation in Madagascar in general and among government health representatives in particular.

On the basis of the above, it is very difficult to find good reasons why NORAD should reduce its assistance. Reducing the present level of assistance will force SALFA, which already seems to be very cost-efficiently organised, to cut important activities and to reprioritise plans. The search for another external donor is time- and resource consuming. It is the opinion of the review team that NORAD should continue and strengthen the collaboration with FLM/SALFA and investigate possibilities of providing general institutional support to the organisation, and by doing this replace the present project financing. This most likely will contribute to more suitable and efficient planning, reporting as well as evaluation practices, and SALFA will be able to concentrate on the basics; providing health related services.

SALFA medical staff needs to be study the problems created by HIV/AIDS in countries where the epidemic has reached more advanced levels. It is proposed to finance a study tour of two weeks duration for 10 of SALFA's personnel to visit a sister organisation in other francophone African countries, Cameroon is an option. The assistance should also include funds for the recipient organisation to plan the visit.

HIV/AIDS work in Madagascar seems to be relatively well organised from a sectoral perspective, and participation of SALFA in this sector context can be of mutual value for the organisation and for the other stakeholders involved.

It is a problem that SALFA and the whole health establishment in Madagascar are unaware of the stage of the spread of HIV virus in the country, due to the fact that these data are unreliable or not available. The review team received an authoritative confirmation from highest level of HIV/AIDS coordination, that there is an urgent need to improve statistics. It is proposed that NORAD establish an expert team to look into the matter and propose remedies and possible assistance from Norway. This is considered to be of utmost importance.

As described elsewhere, SALFA has received direct MOFA support for purchase of medicines. NORAD's accounts indicate NOK 1 million, while the SALFA application included handling charges, transport costs and import tax, bringing the total of more than NOK 1.3 million. The extra costs have, according to SALFA, been a problem as no exemption from taxes has been received and as the government has announced free medical services shall be provided to everybody. In this way SALFA's incomes have been reduced.

4.7 The HIMO Road Programme

4.7.1 Brief general note on road development

The Malagasy Transport Sector Programme was issued in 2001. Within the ambitious programme, rural roads play an important role. From 2003 to 2008, 6000 kilometres of rural roads will be rehabilitated giving an annual average of 1200 km each year. In addition to building and improving roads the government intends to attain the following objectives:

- Strengthen development of the private sector, at local level
- Reduce poverty
- Open up for productive sectors
- Strengthen security in particular in rural areas.

The road sector in Madagascar consists of several stakeholders and two ministries are involved at central government level, namely the Ministry of Public Works and the Ministry of Transport. The World Bank and the EU are the largest external actors, while Japan and other countries have more specific and smaller inputs and projects. France is mainly contributing with technical assistance. In terms of developing a sector wide approach, the situation seems still to be at an early stage, but a coordinator has been assigned in the field of rural transport. There has been one annual meeting; the next is scheduled to May 2003.

At the time of writing (November 2002) work has been initiated to prepare a National Transport Plan for the years 2003 to 2015. The Interim Poverty Reduction Strategy Paper (IPRSP) also emphasises infrastructure work in general and road building in particular as an effort to reduce poverty both in terms of increased employment and in terms of building roads which give access to market points, health centres, schools and other public utility services. However, in order to efficiently coordinate and implement road development and maintenance, the relevant line ministries and the decentralised provinces need to be provided with further capacity.

The Fund for Rehabilitation of Roads (FER) is designed to finance the maintenance of roads in Madagascar, but this fund, derived from tax income on oil and petrol, is still in the process of being properly established.

4.7.2 Norwegian cooperation in road building and rehabilitation

NORAD has contributed approximately NOK 114 million for road rehabilitation, maintenance and training since 1979, including the agreement for 2000-2003.⁷³ In comparison with the large funds and loans provided to

⁷³ Bevilgningsdokument, NORAD MAG-99/105/822.1 MAG 0003 p.1

Madagascar at the moment, the Norwegian contribution could be considered as minor. This is, however, not so, as the Norwegian collaboration has been continuous and systematic over many years, and it has certainly been introduced in strategically very important areas.

The bulk of the investments and running costs have been concentrated in the Antsirabe area, in the region of Vakinankaratra with efforts to coordinate the work with road related needs of FIFAMANOR and farmers connected to this program. With this as an objective, NORAD started collaboration with the Ministry of Public Works in 1981. A mechanized brigade was established and the brigade rehabilitated approximately 180 km of roads by 1989. In 1988 the project carried out rehabilitation work by utilisation of small and medium sized enterprises employing labour-based technologies. The Ministry was satisfied with the performances and the methodologies applied and requested NORAD to approve the new project for road rehabilitation and maintenance in Vakinankaratra.⁷⁴ A bilateral agreement was signed in 1990 between NORAD and the Malagasy government for NOK 26 million for 1990-1994 and a Memorandum of Understanding covered the second phase 1995-2000 (NOK 23,6 million). During these project periods the activities steadily evolved with increasing emphasis on spreading the message of the labour based approach, and the development of training of various groups of beneficiaries. The present Agreements between NORAD and ILO include roadwork and school building in connection with school projects under the auspices of UNICEF (discussed under the education section of this review).

The Training of small entrepreneurs and local advisers was started in 1989. Following the recommendations of a tripartite review in 1998 and in accordance with the policy to disengage government activities from the productive sector, it was decided to establish an institution responsible for education for “decentralised units”. The HIMO Route Training Centre (CHR) was formally set up in November 1999 but started functioning in the beginning of 2001.

According to project documents and contracts for the present agreement period the NORAD’s contribution of NOK 36 million is channelled through ILO which has overall responsibility for the provision and administration of the technical assistance, investments, and training as well as any procurement.

The road programme is generally well documented in terms of annual reports, reviews, evaluations and final reports. (Some of which are listed in annex.)

4.7.3 *Achievement of objectives*

The immediate objectives of the HIMO-project for the two project phases from 1990 to 2001 were formulated as:

1. Set up and implement efficient road maintenance systems in project area (Vakinankaratra)
2. Build local capacities (SMEs, consulting firms, public works, and local communities) in designing, planning, implementation, follow-up and monitoring of rehabilitation and maintenance of rural roads by employing labour-based methods.

According to the “Final Report” most of the expected and planned results were attained, and it is concluded that despite the problems of establishing decentralised maintenance systems, trends have emerged where communes are gradually assuming responsibility for road maintenance and more and more financial and human resources are being mobilised.⁷⁵

A summary of the results obtained is provided in the Final Report⁷⁶ and includes (for the period 1990 to 2000)

- Rehabilitation of 131 km of roads

⁷⁴ This presentation is basically from Bonnet, H. and Olivier, F. 2001.

⁷⁵ Bonnet, H. and Olivier, F. “Final Report” March 2001 p.16

⁷⁶ Op. Cit. (Bonnet, H. and Olivier, F.) p.7

- Periodic maintenance of 169 km of roads
- Routine maintenance of 209 km of roads
- 23 km of periodic road maintenance on training sites
- Training of a large number of people at several levels and capacities, including people from Central and Sub-Saharan Africa.

At the HIMO Route Centre 300 people were trained in 2001 and 12 courses were held, and this training was financed by AFD, FID, PST-BM in addition to NORAD/ILO (41 of the trainees were related to the school building programme).

4.7.4 Impact on poverty situation, food production, rural and community development and on human resource development

In summarizing some of its findings a study performed in 1996 emphasises that the HIMO approach responds well to central economic objectives, in particular the fight against poverty and the promotion of small-scale enterprises in the private sector.⁷⁷ In comparing two different work methods, HIMO and HIEQ (with use of high insensitive equipment), the study found three main advantages of HIMO compared to HIEQ. Price per unit produced is cheaper by 30 to 80 percent, it generates 2 to 5 times more employment and it saves 30 percent of foreign exchange. The study concludes in favour of using the HIMO method not only for road building, but also for other sectors.

A considerable number of investigations have been made in relation to labour-intensive work programmes in general.⁷⁸ One of them, after studying labour-intensive programmes in several countries, concluded that “None of the programmes reviewed could be rated as highly successful and when they were successful it was only for relatively short periods”. There were however, room for improvements, and political commitment was singled out as the most important factor for success, in addition to need for a long-term perspective, integration in the overall planning process, local level participation and the promotion of workers organisations.⁷⁹ In relation to the long-term benefits to the poor of the assets created through the public work (or labour-intensive programme) the researchers tend to conclude: “doubts do persist”.

This review team finds that the HIMO Route Programme in general fulfils the preconditions mentioned above. There is strong political commitment, at least in the road sector, to pursue HIMO methodologies on rural roads and wherever feasible. The long-term situation is more problematic, but there seems to be agreement that many years involvement of government is needed to reach the objectives. HIMO methodology is well integrated in road strategies of the country.

The NORAD financed road programme in Madagascar is seen to have likely impacts in the following areas:

- a) Direct impact on workers and other beneficiaries involved,
- b) Impact related to improvement of transport potentials as result of new, rehabilitated or maintained roads,
- c) Human capacity development, training and education,
- d) Institutional capacity building,
- e) Demonstrating application of workers' rights.

The immediate and direct impact on workers and other people and institutions involved is obvious, and the road works often function as a sort of emergency works employment programme, serving poor people in dire need of food and income. The relatively high participation rate of women in the work programmes is an important

⁷⁷ Razafindrakoto, M. and Roubaud, F. “L’Approche à Haute Intensité de Main-d’Oeure (HIMO): Une Opportunité pour Madagascar”, ILO, Département des politiques du développement, Reflexions sur le Développement, Document de discussion 18, Geneve, 1997, p.vii.

⁷⁸ One example of review of some of these investigations is found in Keddeman, Willem: “Of Nets and Assets. Effects and impacts of employment-intensive programmes – A review of ILO experience” ILO, SETP No.1, 1998.

⁷⁹ Op. Cit. p.4

element. The HIMO programme has been an active promoter in Madagascar for gender issues in labour intensive work.⁸⁰

The HIMO Programme potentially has many groups of beneficiaries among those who benefit by utilising the road network for transport for goods and people. It was originally primarily intended to serve the ROMANOR and FIFAMANOR projects, in order to ease farmers' transport of milk and other products as well as to make agricultural related inputs more easily available on the countryside. The present review team has not come across studies that present definite and exact calculations on transport related benefits. For instance these can be savings in transport costs, volumes of produce transported together with prices obtained, but also benefits in terms of increased access to health, education, law and order and other services. The effects of road development on such parameters do not necessarily point in the same direction. Can improved social services for instance be positive even if effects on agricultural production are negative?⁸¹

The training activities of the HIMO Programme have been organised as a private non-profit institution: the HIMO Training Centre. There is little doubt that the training activities for different groups of recipients, such as consulting firms, small scale enterprises, representatives from government as well as decentralised communities, have had a considerable impact on road sector related human resource development and as a channel for spreading the HIMO "message" in particular. That the Training Centre was asked in the first place to identify the need for training in relation to the Transport Sector Program, and that it at present is extensively involved in implementing this training can be seen as a token of recognition by both Government and donors.

Although not confirmed scientifically, there are good reasons to believe that the HIMO Programme has made significant contributions in terms of capacity building at local levels, and in particular among the communes and the small scale enterprises. The communes have been assisted in administering collection of road taxes and organising road maintenance, and collaboration has been established between communes for the same purposes.

The review team wants to emphasise the important role played by the HIMO programme by demonstrating in practice how workers can be employed in accordance with regulations and in respect of workers rights, including provision of insurance and other services. The conditions and rights of short-term workers have also been taken care of.

It is difficult to find significant negative effects or impacts of the programme. However, if the roads are not continuously maintained, people or institutions having invested in order to benefit from contact with larger markets will suffer if transport is hampered. One other potential negative factor is that improved transport and movement of persons can have a negative consequence by the increased dissemination of sexually transmitted infections, including HIV/AIDS.⁸²

The ILO Director General is referred to having described the HIMO Programme in Madagascar as one of the "hidden pearls" of ILO.⁸³ If the programme survives the present very decisive period of economic and political development in Madagascar, there are reasons to believe that the HIMO programme will finally deserve the description as being a very good road development "case", with considerable benefits outside the road sector.

4.7.5 Sustainability of intervention

According to the original plans, the HIMO Route Centre was intended to be financed by its own incomes during the present agreement period. Informants of the review team indicated that 2003 as the first possible year of financial self-reliance. The situation in 2002 has opened up new opportunities for the HIMO Route Centre, and there will be a need for adjustment and improvement of training programmes.

⁸⁰ This is illustrated by the bulletin of the Transport Sector Programme, Sept-Oct. 2002 p.5

⁸¹ See for instance Keddeman (op. cit.) p. 19

⁸² Miara-Mita, "Les homes et les femmes ruraux migrant pntuellement vers les villes et les centres commerciaux", Miara-Mita Juin 2002

⁸³ According to the newsletter "BIT- Océan Indien" Number 11/August 2002, this has been expressed at a meeting in the Administrative Council of ILO 14 March 2002.

Periodical road maintenance is to be financed by taxes on imported petroleum products. The intention is that running maintenance by the local communities will be financed by road tolls to be administered locally.

4.7.6 Implementing agencies administrative arrangements and efficiency

ILO has actively promoted the use of employment-intensive programmes (EIP) over the last several decades. ILO thus has considerable experience and a solid basis of know-how in relation to such programmes within its own organisation. It is the impression of the review team, that ILO possesses an administrative set-up, which has worked efficiently in a Malagasy setting.

Under the former agreement NORAD funds were channelled through ILO to the Ministry of Public Works, and ILO did not have the responsibility to monitor the implementation by the ministry. Under the 2000-2003 agreement, ILO shall administer and account for all funds provided by NORAD. An agreement between ILO and the Ministry of Public Works specifies the responsibilities of the Government of Madagascar. These are in brief: payment of VAT, budgeting of the periodic maintenance costs of the road network rehabilitated with NORAD funds by the Road Maintenance Fund, extension of the road network with 80 km by using counterpart funds from earlier deliveries of fertilizers and other items financed by NORAD. The provinces, on their part, will be responsible for execution of the periodic maintenance, while the communes will be responsible for the execution of the routine maintenance.

Government's contribution to the project has not always been in accordance with agreements and plans. In 1995 and 1996 STABEX funds were used for the project and for routine maintenance. From 1997, however, these means were no more available and in the waiting for Road Maintenance Fund to operate, the Ministry of Public Works agreed to finance routine maintenance from other sources. In 1997 no funds for maintenance from the Ministry was raised. In 1998 PIP resources contributed FMG 225 million earmarked for NORAD roads (compared to FMG 336 mill in project document). The "Final Report" concludes that the overall result was that the maintenance of the NORAD road network was substantially under financed by the Government in 1997, 1998, 1999 and 2000 and the need for routine maintenance is emphasised in order not to compromise the investments made on roads.

4.7.7 Relevance of the HIMO route program

Relevance in relation to Norwegian development assistance policies.

The Norwegian financed contribution to road programme in Madagascar is without doubt in line with the main and fundamental Norwegian development aid priorities. The poverty alleviation aspects are focussed upon as roads enable peasants and farmers to bring their products to a larger market, and that agricultural input can be channelled more easily to rural areas. Directly the road building and maintenance have provided income to inhabitants along the road, and the programme has had a focus on women as a beneficiary group⁸⁴. The programme has enhanced development of entrepreneurs and local consultant institutions, and has contributed to strengthening local communal cooperation and planning in terms of collection of road tax. The programme has had a strong focus of human resource development at several levels.

Another aspect is that the road programme to a large extent has been connected with other Norwegian financed activities, originally ROMANOR and FIFAMANOR, and also the UNESCO/FLM school development programmes. Hence these programmes have formed a sort of "cluster" – partly integrated and coordinated, in order to strengthen each other's objectives. This is considered positive under this heading of relevance in relation to Norwegian development assistance policies.

⁸⁴ Women make up to about 25% of the work force in construction sites, and they are encouraged to participate in training. Bonnet, H. and Olivier, F. "Final Report" March 2001 p.4

Relevance in relation to Malagasy priorities and strategies

Road building and maintenance are among the main priorities of the present Malagasy Government as transport is critical for socio-economic development. Central government policies emphasise the role of roads for alleviation of rural poverty.

The HIMO Training Centre is at present (November 2002) involved in the training of various groups of people for World Bank financed road programmes all over the country. This indicates the relevance of the training provided and also of the focus of labour intensive road building.

According to the Transport Development Programme, the HIMO method is to be applied at national scale and whenever possible. The HIMO approach has been adopted by the Malagasy Government as one of the pillars of the battle against poverty.⁸⁵ These are clear indications of practical relevance of the main approach of the programme.

4.7.8 Assessment of value added of the Norwegian support

The Road programme has to a limited extent relied upon Norwegian development institutions and technical assistance. It is therefore difficult to assess “value added” of the cooperation specifically because it is financed by Norway. One could say that NORAD has had a consistent and relatively strong hold on the development of the programme, and that this, at the end of the day, can be considered as a value added to the support. Otherwise ILO and Ministry of Public Works have contributed with expertise and infrastructure during the lifetime of the programme.

4.7.9 Conclusions and recommendations

There are many reasons to believe that the programme has achieved a lot, directly and indirectly, to socio-economic development of rural areas covered by the roads rehabilitated and maintained, and by presenting systems and options for institutionalised operation at various levels. The development of a close to self-sustained training institution utilised by many governmental, international and NGO-stakeholders is a token of recognition and relevance.

Results in the long-term perspective will still have to be proven. In the meantime it is necessary for NORAD to assist in filling financial needs and to continue to follow the programme at the moment when much of what has been developed in the programme has been replicated on a larger scale in Madagascar. NORAD could investigate possibilities of assisting Ministry of Public Works in its planning and human resource development endeavour so that this ministry can take over more and more of the responsibilities and normative development of the national programmes and, together with Ministry of Transport take over the “driver’s seat”.

The working philosophy of HIMO-routes to strengthen local entrepreneurs and base on labour-intensive roadwork methods might be subject to considerable pressure during the coming months.⁸⁶ The review team has been informed that high-tech methodology will be applied for most of the roads to be built and rehabilitated. There are also interests among several powerful stakeholders to pursue strategies where the large entrepreneurs will primarily be able to compete. Most likely small rural roads will still be rehabilitated and maintained by work-intensive methods. But even on these roads high-tech and large entrepreneurs might come in and take over the position presently held by the smaller entrepreneurs. In this context the role of the HIMO Route Centre can be very important. The review team got the impression that there are processes going on to organise small road sector players to be more powerful, visible and active.

⁸⁵ Ministère des Travaux Publics, “Projet HIMO-Routes 2000-2003, Document de Projet” January 2000, p3.

⁸⁶ This is written in November 2002.

4.8 Other activities financed by NORAD and MOFA

NORAD and MOFA have over the years financed a range of activities in Madagascar. The review team has limited its assessment to the project and programmes mentioned in this chapter, and primarily within the four main sectors. In the following brief comments will be made on some ongoing activities, which have not been covered before.

4.8.1 Research

Missionaries who caught interest in topics as history, culture and language initiated the research collaboration between Madagascar and Norway. Much material in the form of artefacts, historical descriptions and other written documents, and pictures from Madagascar were collected and are at present in Norway, and most likely researchers from Madagascar will utilize these resources for their studies during the coming years.

A research collaboration programme has been established between University of Toliara and University College of Stavanger, together with SIK. The first period covered 5 years from 1993, financed by MOFA, and had an emphasis on history. The present collaboration, with NORAD financing (NOK 1,5 million in 2002) covers in addition to history, coastal zone planning, women and education, ecology-tourism, traditional and modern healing methods as well as development of a vocabulary for Southwest Madagascar.

All of the research components aim at developing research competence in Madagascar. For the time being the University of Toliara have a limited number of high-level researchers, and this programme can be instrumental in increasing the competence at the university. There is a common objective for the programme to assist in establishing a dialogue between local knowledge based on experience, and scientific analytic knowledge.

4.8.2 Organizational development of FLM

Starting from 2002, NORAD finances an organizational development project of FLM amounting to approximately NOK 4 million over the period until 2006. FLM/NMS finances 10% of project costs. The project includes 2 person/years technical assistance at FLM to be terminated from July 2004. The present project is a continuation of previous institutional development support.

The project is divided into three activities: launching of a development department within FLM, establishment of a philosophy for the development work of FLM and strengthening development related competence. In addition to the know-how of FLM and NMS, SIK will be involved in the project with competence related to development assistance and organizational aspects.

4.8.3 Preliminary study on Youth, Action and Employment in Antsirabe

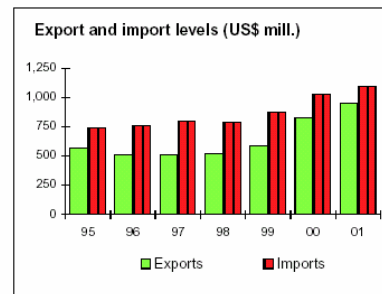
In June 2002 a study group investigated possibilities to initiate a social work project in Antsirabe. It was found that there are large needs but a number of institutions are already involved in the social sector and with variety of programmes for different groups of the population. FLM/NMS is however recommended to concentrate on activities directed to marginalized youths between 15 and 35 years of age. This group includes mothers with limited resources and competence and hence unable to come out of the misery of poverty. The study group proposes activities in order to develop various kinds of competence among the youth, and to strengthen competence they already possess.

5 The private sector cooperation option

Main trends and prospects

Economic growth in Madagascar reached 4.8 percent in 2000 and 5,9 percent in 2001. Seen against the gloomy background of Madagascar's economic history, this is a great achievement. With the exception of the crisis in 2002, where it is estimated that growth will be down to an estimated -10 percent⁸⁷ conditions have not been this good since the late 1960s (OECD, 2002). Inflation is also under control after 1994/1995 exchange rate liberalization. The inflation rate in 2000 was 11.6 percent. Real remuneration of urban labour has seen an unprecedented rise (increasing 33 percent from 1995 to 1998) and at the same time the per capita consumption by urban household has increased by 30 percent in real terms (OECD, 2002).

TRADE	1981	1991	2000	2001
(US\$ millions)				
Total exports (fob)	313	334	829	947
Coffee	112	28	8	14
Vanilla	9	47	37	26
Manufactures	..	159	486	59
Total imports (cif)	608	518	1,029	1,095
Food	99	35	67	54
Fuel and energy	127	71	214	226
Capital goods	191	165	168	182
Export price index (1995=100)	93	82	87	87
Import price index (1995=100)	..	89	92	94
Terms of trade (1995=100)	..	92	95	93



Madagascar is a large island and offers a range of natural resources due to its size, varied geography and climate. The climate also results in varied agricultural opportunities. The country has 9.5 million hectares of virgin and fertile land with varied possibilities for growing crops. 95 percent of Madagascar's fauna and flora is unique to the island. Madagascar is the world's leading producer of vanilla. Coffee is another important export product.

According to the US trade information centre⁸⁸, aquaculture, mining, tourism, food processing and non-traditional agriculture are export sectors that have excellent growth prospects.

- *Fishing and Aquaculture.* Offshore fishing and shrimp farming have developed into the leading foreign exchange earners in recent years, attracting Japanese and European investors. Shrimp represent 80 percent of the fishing export. It is estimated that at the 5,000 km of coast, 450,000 tons of seafood is available a year but only 125,000 tons is exploited. The government is currently working on a more transparent finishing license system.
- *Tourism.* The island's potential for tourism remains under-exploited. Still, with over 14 percent growth rate per year in the past few years, tourism is one of the most dynamic sectors in the Malagasy economy. It is also the country's greatest source of foreign currency. Madagascar is rich on bio-diversity. Plants and animals found nowhere else in the world form the basis for development of the ecotourism industry. The government is currently setting up 'land reserves' for eco-tourist projects and sea resorts. However, investments in hotels and other tourist facilities will be required for the industry to expand. The liberalization of the Malagasy air transport sector should boost tourism if more frequent flights to European cities and lower fares result.
- *Mining.* The country has commercially significant reserves of several minerals, including chromate, graphite, nickel, mica, and ilmenite. Gold and significant quantities of various precious and semi-

⁸⁷ NORAD.2002. Madagascar, Virksomhets Plan for 2003

⁸⁸ <http://web.ita.doc.gov/>

precious stones are also found in Madagascar. The discovery of important deposits of sapphires in the north and the south of the country has attracted many foreign investors from the United States, Thailand, Indonesia, Israel and Europe.

- *Manufacturing and textile.* Light manufacturing, especially in the textile sector, has increased significantly since the establishment of a duty free export processing zone (EPZ) program from the beginning of the 1990s (see more information on the EPZs below).
- *Food processing and non-traditional agriculture.* Many investors are now developing projects to encourage value-added processing of agricultural products before export, and diversifying into new products such as essential oils. Opportunities will likely rise as soon as many high agricultural potentiality regions will be opened up through better infrastructure.
- *Information technology.* Madagascar's low labour cost of literate, French speaking workers has encouraged the establishment of firms that design web sites and Internet applications, perform data entry and provide Internet content for Francophone countries.
- *Meat production.* Madagascar has a comparative advantage in cattle production. The country has a substantial cattle population mainly made up of Zebu beef cattle. The beef production surpasses the consumption of the country's own inhabitants and Madagascar has traditionally been a beef exporting country.

However, regarding the last point it should be noted that since Madagascar is among the 40 least developed countries in the world the country should in principle have preferential access to the Norwegian meat market. However, the problem in recent years has been an embargo imposed by the European Union for sanitary reasons. Until 1996, Madagascar exported considerable quantities of meat from three EU-approved slaughterhouses; however all exports came to a halt following EU's implementation of stricter sanitary directives. This is an issue of particular relevance to Norwegian private sector interests, and something that we discuss further below.

Export Processing Zones

As part of the active export promotion programme in the early 1990s, the government of Madagascar developed Export Processing Zones (EPZs) to attract foreign direct investment. The Malagasy government offers several attractive incentives to firms located in EPZs including:

- a grace period on corporate taxes for the first 2-15 years of operations
- exemption from customs duties and taxes on imported equipment
- taxation of dividends of only 10 percent
- 99 years leases for investment in land
- the VAT of 20 percent on imported inputs is supposedly refunded within one month upon proof of exports (this arrangement is meant to prevent leakage of goods into the domestic market)
- no requirement for investors to purchase from local sources, or export a certain percentage of output

Firms in the EPZs are also taking advantage of some of lowest labour costs in the world and preferential access to the US and EU markets. In 1999, entrepreneurs invested about US\$ 51 million in textile firms, while investment in agro-processing amounted to US\$ 9 million. In 2000 the EZP counted 130 enterprises, employing over 40,000 workers. The firms located in EZPs have experienced a considerable growth (19 percent between 1995 and 1999), but their production still represents a relatively small share of value added.

Continued high growth in the EPZs requires a stable and favourable regulatory environment as well as substantial improvements in the provision of infrastructure and public services. It is therefore positive to see, as we discuss below, that the current government is making efforts to build and repair roads.

Factors adversely affecting productivity and competitiveness

A survey of representative industries found the following factors to be the most important in negatively affecting productivity and competitiveness (World Bank, 2002).

- *Infrastructure.* Voltage fluctuations and outages are frequent problems. The rundown inland transportation infrastructure affects particularly the companies serving the domestic market. High shipping costs and inadequate airfreight capacity significantly raise the general cost of international business. The cost of communication is also high.
- *Bureaucracy.* Government bureaucracy is still a burden and imposes high costs on business. Unpredictable enforcement of law and regulations as well as corruption have created problems for the private sector. Customs and the import/export regime continue to be burdensome.
- *Finance and banking.* Credit is restricted as banks find it difficult to obtain reliable information on borrowers or accurately assess their credit worthiness. Moreover, the judicial system is weak and ineffective, making it hard and costly for creditors to obtain recourse when a borrower defaults on a loan.
- *Skilled labour.* Access to trained workers, especially skilled middle-level managers and technicians is a problem. Lack of skilled English speaking personnel is also a hindrance.

Corruption is most pervasive in the administrative sector (project approval, government procurement, licenses, judicial matters, etc.). Tax evasion, accompanied by bribery of customs and other tax officials, is also widespread in Madagascar⁸⁹. Madagascar has laws to combat corruption, but they are not efficiently enforced.

Reforms to encourage private sector development

Madagascar embarked on a process of economic adjustment nearly 15 years ago. The country has since then aimed at liberalising and opening up to the world economy. Despite initial reluctance, the authorities have undertaken a broad range of reforms to accomplish this. Among the measures taken, the following are the most important:

- elimination of export taxes
- sharp cuts in import duties and taxes
- liberalization of marketing channels and prices
- introduction of a duty exempt regime for export enterprises
- establishment of a floating exchange rate system
- withdrawal of the central government from the banking sector and other public enterprises (air transport, oil, etc.)

In recent years the government has also committed itself to reforming the public administration in order to create a favourable environment for business and investment. The reforms are intended to simplify procedures for registering companies and to establishing a legal and institutional framework for fighting against anti-competitive practices. In the past, potential investors in Madagascar have been compelled to deal with a thicket of bureaucratic obstacles as they sought the necessary permits and approvals. Investors needed the authorization of the government ministries claiming technical competence in the targeted industries. In September 1994, however, the government introduced a 'guichet unique', or 'one stop-office' to serve as the co-originating body for new project proposals. This office does not have decision-making authority but is responsible for transmitting an investment proposal to the relevant technical ministries and for following up. The guichet unique claims a 45-60 day processing time, although delays are frequent.

Only in the past few years (1998/1999) the Government has also adopted a series of legal adjustments to attract foreign capital:

⁸⁹ U.S trade information centre.

- Government approval, which is needed for long-term leases on land, will be granted or denied within 2 months of application;
- Visa regulations for foreign investors and tourists have been relaxed;
- The requirement of prior approval for equity capital contributions by foreign investors (above a threshold of 20 percent of a company's authorized capital) has been abolished;
- Procedures for registering corporations have been simplified (by regulation, should take no more than 2 weeks; in practice, takes approximately one month);
- Legal and institutional frameworks to combat anti-competitive practices have been adopted;
- Treaties eliminating double taxation with some countries that are potential sources of private capital have been negotiated and signed (does not include the U.S.);
- A proposed new mining law has been presented to the National Assembly and a legal framework to promote mining projects of more than 200 million dollars investment is being prepared.

An important contribution of the current government is the modernisation of Madagascar's transport and communication infrastructure. The government aims to build and to rehabilitate about 20.000 km of roads for the next 5 years. This will have the effect of opening up of numerous isolated regions.

Norwegian investment in Madagascar

Only two Norwegian firms are currently investing in Madagascar. Of other nationalities present in Madagascar, the major foreign investors come from France. Investors in the EPZs are mainly French and Mauritian. The remaining are from Hong Kong, Singapore, Germany and Italy.

Ravinala Norge was founded in 2000. The aim, according to the one of the two directors, Svein Kjosavik, is to provide business in place of aid (business for bistand). The company has three main components:

- 1) Ravinala tours (Ravinala Reiser). The first trip to Madagascar was organized in Easter 1999. Another trip, this time with 120 tourists, was organised in 2001. All trips had to be cancelled in 2002 due to the crisis in Madagascar, but several tours have been planned for 2003.
- 2) Ravinala imports. The aim is to increase trade between Madagascar and Norway, primarily through the import of different Malagasy products to Norway. Several Norwegian companies have agreed to sell their products⁹⁰.
- 3) Ravinala invest. The aim is to further business and property development on Madagascar. The company is e.g. planning to set up a large farm and produce flower, wool and meat .

The second, more established company is called 'La Ligne Scandinave'. The Norwegian Odd-Gunnar Heffermehl owns 96 percent of the company's shares⁹¹. The company is primarily a shipping agency but also operates as a forwarding agent and airfreight company. The company has between 250 and 260 employees. La Ligne Scandinave has about 75 percent of the shipping market share in Madagascar's main port Toamasina.

Norwegian companies are currently considering the possibility of importing meat from Madagascar. As mentioned above, the infrastructure and sanitary standards will have to improve before these companies embark on importing meat from Madagascar. The Malagasy government now wishes to build a new slaughterhouse that can meet current EU standards. NORAD has recently received an application from the Ministry of Agriculture for financial assistance in assessing the infrastructure needs and cost related to building a slaughterhouse of approved EU standard.

⁹⁰ Examples are: Berge M Bertelsen, Sandes (delivers embroideries and other products), IKD, Oslo (delivers products such as paper to 300 book shops in Norway), Bernia systenter, Sandes (sells quilting and patchwork).

⁹¹ Heffermehl also holds the position as the Norwegian consular to Madagascar.

Conclusion

In the past, investors and enterprises in Madagascar have faced a number of practical problems including red tape, corruption, lack or low quality of infrastructure (electricity, roads, communication) and lack of the skilled personnel. The government is currently trying to tackle particularly issues relating to bureaucracy and corruption through, legal reform. It is also making efforts to improve the infrastructure, particularly the road system, in the country. Middle level education, particularly technical and vocational education, has largely been neglected in Madagascar. The government will also have to tackle this educational aspect if investments in Madagascar are to expand to any degree.

Madagascar has interesting, largely under exploited, private sector opportunities particularly in fishing and aquaculture, mining, tourism, food processing, meat export and non-traditional agriculture. Madagascar can also flaunt attractive private sector arrangements, particularly in the export processing zones. To assess which of the sectors hitherto untouched by Norwegian entrepreneurs that could be most relevant for Norwegian enterprises, a more through analysis mapping Norwegian expertise against the Malagasy private sector opportunities, will be needed.

6 General observations and recommendations for possible new areas of intervention.

6.1 General observations

The review team has observed that some of NORAD's guidelines, as they are understood and translated in practical terms for activities in Madagascar, can be counterproductive to objectives of development assistance or hamper a cost-efficient and realistic planning and implementation.

The short-term nature of individual projects and programmes is a serious problem. In most sectors the nature of problems and categories of beneficiaries one is dealing with in Madagascar, a short period of collaboration is not enough in order to reach many important aims and objectives. A time period of three/five years in for instance agriculture development, integrated rural development, health and education programmes is far too short, and practice shows that 20-30 years is often more relevant, if institutionalised real change and improvement is aimed at. In fact to urge implementing agencies to think and plan in terms of three year perspective can be unproductive for several reasons. Inputs and activities will need to fit a short time period. This means that inputs that need longer time to develop and adjust will not always be prioritized. Educating and training of staff in order to strengthen capacity for local takeover is one example. Assigning staff is another. One will instead tend to hire short-term employees who naturally consider the job as a brief intermission and nothing to base the future upon. For the responsible people and institutions involved, a three-year period gives rise to considerable frustration, as planning for termination of activity has to be initiated more or less from the start.

Another aspect hampering real development is the urge to reach sustainability of activities after a short period of time, in sectors that involve the poorest people and their needs for health, education and other basic services. Most of these services are not "sustainable" in Norway nor are they in most other developed countries. NORAD should again consider planning for involvement on a much longer time basis, with a perspective of 20-30 years. A major condition however must be that development work is kept at a technical, institutional, and methodological level which allows a subsequent local take-over.

Short project time periods and demands for rapid sustainability can force the Norwegian or local NGO to apply alternative strategies. As they often consider it impossible to obtain real sustainability after a limited number of years they try to find other donors to take over, and a system of "rotating donors" is the consequence. At the same time small changes in approach and "project design" will be introduced, so that projects will not be identified as being identical. If "sustainability" for the donor simply means: "the financial obligations are taken over by somebody else" and the implementers apply the approach of "rotating donors" systematically, the consequence can be that the activities will not be planned to attain real sustainability at all. Another effect is that as the donors are involved for short time periods it is less likely that competence and networks in donor country will evolve.

Formats for project proposals and reporting seem to be too rigid, inviting unnecessary overlap, repetitions and search for unneeded information. Too much time is devoted to bureaucratically defined deskwork, and much of it seems, according to the review team informants, not to be of any practical value for the donor. The review team has inspected some project proposals and can confirm that much information is repeated, and some information requested is not very relevant nor easily available. On the other hand there is a tendency among the participants to contribute information without providing reliable references.

The development significance of the "Norwegian axis" is evident in the cooperation with Madagascar. Activities that over the years build bridges and networks involving persons and institutions in the two countries are of considerable value and represent an important resource. There are significant differences between NORAD financed activities in Madagascar in this regard. Networking and bridge building seem particularly to have taken

place in agriculture, environment, research and studies, and less so in road development, health and education. Lessons learned from this could be that one should try to involve the Norwegian environment for these sectors too. The long-term Norwegian policies underline strengthening “normal” cooperation with third world countries and less emphasis on “aid and assistance”. This implies that competence and experience among Norwegian partners on the countries will be even more valuable in the future than today.

At least in some of the programmes, technical assistance seems to be necessary. For some central positions where one has tried to employ Malagasy personnel, there are few qualified applicants. All informants without exceptions, in ministries, the local NGOs, and implementing institutions, emphasise that there is need for technical assistance also in the coming years, and that local counterparts to take over are difficult to find. More emphasis is needed for systematic manpower development planning in several of the projects and programmes to develop capacities to take over leading positions. Apart from NMS/FLM and the agricultural programmes few Norwegians have been hired to work in Madagascar. It seems obvious that TA in projects and programmes can be an important source of information to the donor and the home environment. At present, foreign staff in Norwegian financed programmes in ILO and UNICEF will contribute information and “bridge building” to their respective countries. It is the opinion of the review team that Norwegian personnel, when they can compete, should have a chance to be selected to relevant posts in the systems.

In relation to the above considerations, it is the impression of the review team that most NORAD financed activities in Madagascar are actually contributions to the establishment, running and development of institutions, rather than projects. This seems to be so at least for FIFAMANOR, the HIMO Centre, as well as to FLM’s work in various sectors. Still however, the bureaucratic procedures tend to force the institutions into some sort of “project format” defined by the donor and regulations decided in Norway, which are not particularly relevant in a developing country setting. It would be advantageous if NORAD allowed for a more realistic institutional development approach.

One consequence of a “projects” approach is that the institutions try to define specific aspects of regular, routine work of the institution itself as a project. Staff employed at the institutions is identified as “project staff” and the donor finances their salaries. This can create alien structures and lines of command and information in the institutions, and unnecessary extra planning and paper work.

By defining the activities as specific projects rather than as institutions, there is a tendency of not presenting to the donor the general framework of the institution, including other contributing donors, other activities, its strengths and weaknesses and so on. The donor’s enforced “projectification” of institutional work has, among significant and very experienced stakeholders in Madagascar been described as one of their main problems and bottlenecks. It takes away a lot of resources and time from more important work. Several projects running side by side within one institution can open up for embezzlement and financial irregularities.

6.2 Recommendations for possible new areas of intervention

Strengthening line ministries to coordinate sector development

An objective to enhance improved sector coordination and strengthened national control and ownership of development activities, strong capacity at central level and among the line ministries, but also at regional and local levels is required. This is not least important in periods of political and economic change, with a significant increase in large and small international players, banks, international donor organisations and NGOs, as well as a private sector searching for investment opportunities. Madagascar seems to experience such a development at present. There are a large amount of activities going on in most sectors. The review team believes that the line

ministries need a strengthened planning and coordinating capacity at least in the sectors where Norway is involved, in order to take over control and responsibility.⁹²

If requested by the Government of Madagascar, and as a result of a stronger official presence representation in the country, Norway could contribute to assisting and strengthening central line ministries and local government administration, concentrating on line ministries related to agriculture, education, health and transport, and in provinces and localities where Norwegian financed activities are concentrated. A natural first focus would be provision of assistance in planning and programming, possibly in the development of statistics too. Normally this will imply assistance to the planning divisions of the related ministries, and the assistance could take the form of training, exchange programmes, institutional studies in order to identify bottlenecks and problems, and assistance in formulating strategies, plans and policies. If requested, strengthening the national bureau of statistics could be considered.

Although such assistance needs to be preferably channelled as part of a state-to-state framework and agreement, it is important to involve, learn from and utilise the existing networks and personnel of present stakeholders as FLM/NMS, NORGES VEL, ILO, and UNICEF and these partners should also be encouraged to take part in sector planning approaches when appropriate. One could also envisage inclusion of additional organisations, as UNESCO (IIEP) for the Ministry of Education, as this institution is specialised in educational planning.

Aspects of “good governance”, fiscal and legal reforms, increased transparency and accountability?

To the extent possible Norwegian cooperation needs to take into consideration aspects of good governance, fiscal and legal reforms, increased transparency and accountability. These aspects can be highlighted and emphasised in different ways in the existing portfolio and new areas of involvement need to include these perspectives into the plans.

NGOs play important roles in many countries apart from their primary objectives. Often they have significant functions as educators, trainers, or as role models. Often they provide the first forum for institutionalised and formalised activities for their members, and NGOs are often found in remote rural areas, constituting links between urban and rural life and norms. A large portion of the existing Norwegian cooperation with Madagascar is channelled via NGOs in Norway and in Madagascar, notably FLM/NMS in education and health, and ANAE for environmental work, NORGES VEL in agriculture. Projects and activities under the auspices of these NGOs should function in accordance with high quality and good models of leadership and administration, they need to be transparent in terms of financial activities as well as in terms of decision making, planning and reporting. In all respects they should be accountable for the work and responsibility given them.

It is the opinion of the review team that this is in general what has been observed so far, with a few exceptions. Putting a strong emphasis on such aspects in the future can be significant, in relation to the public at large, in relation to other NGOs and in relation to government.

The other main channel of Norwegian assistance, the UN organisations are also playing significant roles. UNICEF's approach based on contracts with local communities, government, and teachers – and the local processes leading to the signing of the contracts represent important practical training in justice, governance and accountability. The sense of rights of students and parents, connected to responsibilities, growing acknowledgment of common interests and human rights, are all potentially very important aspects in local community development. In this sense the education programme provides wider impact than merely educational.

The ILO coordinated road and school activities demonstrated in practice how human rights, in terms of rights of workers, should be dealt with. Efforts to organise communes to collect road tax in collaboration with

⁹² The present review team, after having established good contact with our informants in several ministries, were chocked to hear how representatives from banks and other donors behave, leaving little pride and honor to the Malagasy Governmental employees.

neighbouring communes have been described as these communes' first experiences in practising transparency and accountability. HIMO Route Centre is contributing, inter alia, to organising small and medium size enterprises (SME). It should also be mentioned that FIFAMANOR has been consistent in informing farmers of their rights and freedoms, for instance to organise, as part of the agricultural services provided by the programme.

It is important that the aspects of governance and human rights are protected and strengthened in the coming years within the activities supported by NORAD to NGOs and UN. In relationship to the government of Madagascar, these aspects should be in the forefront, and as premises and preconditions from day one. Repeating

Norges Vel replied to the question of the review team on how one best could assist in a development of democratic government and strengthening of human rights: *“Contribute to strengthening of the civil society through support to for instance the organisation of farmers into democratic governed organisations. Stronger presence in leadership and implementation, simpler, but stronger routines of control, improvement of training of personnel”*

their
importance in
most

communications, plans and contracts are considered necessary and will underline the diligence and insistence of Norway to these aspects in all cooperation work.

Prison work and reform

The way prisoners are treated is an indicator of the status of human right in a society. The prison system of Madagascar needs to come in focus, as it seems not to have received much attention so far. A prison administration, which has not had much priority, together with some humanitarian NGOs, has been the main players involved in prison development in Madagascar. The present prison regulations are from before 1959. Information the review team obtained reveals that while budgets normally used to be split in three equal parts, one for the tribunal system, one for administration of prisons and one for the prisoners, the tendency has been to give 2/3 to tribunals and divide the rest for the two others. Since independence in 1960, the infrastructure of prisons has basically not improved except for some rehabilitation work.

The Ministry of Justice is responsible for the prisons, and a prison school was built in 2000 with duration of 1,5 years training for three categories of personnel working in prisons. The review team did not examine the school but was told that it is in severe need of both material and technical resources.

In Antananarivo the budget for prisons is going down while prices and the number of prisoners are increasing. The Prison Department has been forced to take up large loans, basically to provide food for the prisoners.

It is therefore recommended that NORAD investigate the form and structure of prisons in Madagascar, and eventually how an external donor can contribute to prison improvement. While the tribunals seem to attract donor assistance, it is proposed that NORAD concentrate on the prisons. There are several possible components to be assessed:

- Assistance to prison reform
- Infrastructure – building of new or finance rehabilitation of existing prisons
- Education for prison staff

The review team has been advised that the whole system should be investigated, including the police (gendarmerie) and the procedures for arrest and investigation. This will be left open to be decided, however, it seems reasonable that direct assistance to the prison system will have an immediate and positive impact on the situation of many people who suffer unfair treatment.

Child labor

This is related to the right of children, with clear links also to education and health. The problem of child labour in Madagascar is estimated by independent sources to be immense. Calculations based on research undertaken in

1999 indicated that the number of child labourers between 7 and 17 years of age is about 1.277.000 out of a population in this age category of approximately 4,2 million.⁹³ ILO already is active in child labour projects in Madagascar. Norway has developed competence in aspects of work of child labour from both the perspective of financing programmes and from assessing and reviewing different approaches. Children are a prioritised target group for Norwegian cooperation.

It is therefore recommended that a consultant investigate the situation of child labour in the country, mapping existing donors, stakeholders, and government institutions as well as projects going on. The objective is to define a child labour programme or project for NORAD financing.

Contributing to the fight against HIV

The General Secretary of the National Committee against HIV/AIDS underlined the importance of developing and maintaining statistics of the spread of the virus. Being a statistician himself, he was worried about the present uncertainties of the numbers used by the government and the methodologies used for producing the statistics. He was sure that number of HIV-positive is about 1% in some areas of the country while the official counts gives 271 HIV-positive all together of whom only 45 had full AIDS. The General Secretary characterised this as the top of the iceberg.

The Strategy Plan is priced as US\$ 100 mill, while donors have contributed approximately US\$ 10 mill and the World Bank has provided a loan of US\$ 20 mill. There will be a “round table” conference with all stakeholders in April/May 2003. The fight against HIV seems to be the field where thinking in terms of a sector approach has come farthest. It is recommended that NORAD investigates opportunities to assist in the fight against HIV at the governmental level. It is proposed that the possibilities for concentrating the assistance to work with statistics be looked into so as to produce more updated and improved data on the extent of the disease as soon as possible. .

⁹³ BIT/ILO, “Bulletin d’Information du Bureau de l’OIT our l’Océan Indien, Numéro 11/Août 2002”, page 6

Appendix 1 Terms of Reference for the Review

REVIEW OF THE NORWEGIAN DEVELOPMENT COOPERATION WITH MADAGASCAR

1. Background

NORAD has been requested by the Norwegian Ministry of Foreign Affairs to review the Norwegian development cooperation with Madagascar. In questions regarding further Norwegian support, particular attention will be given to the challenges linked to reducing poverty and strengthening good governance. At present, the cooperation is based on the high-level delegation visit to the island in 1997, which recommended support to the agricultural, environmental and social sectors. There is no bilateral Memorandum of Understanding between Madagascar and Norway, and the support is channelled through UN organisations and Norwegian NGOs.

So far, there has not been any overall review of the Norwegian development cooperation. In the light of the normalisation of the political situation in Madagascar, the Norwegian government has indicated that the status and future of the cooperation between the two countries will be considered. The planned review and its recommendations will provide important inputs to this wider consideration.

The purpose of the review is to assess results and consider lessons learned in order to recommend a strategic approach for continuation of the cooperation, and to propose possible new areas of cooperation reflecting the Madagascar government's present priorities. The review team shall assess the relevance of the past interventions compared to national priorities and needs. In addition, the conditions for Norwegian private sector involvement should be commented upon. The review will cover the ongoing cooperation with emphasis on the last 3 to 4 years, while also where relevant, briefly referring back to the beginning of Norwegian support to each project. In addition, references should be made to the projects in which Norwegian support terminated 3 to 4 years back, or earlier, in order to get a comprehensive picture of the situation.

Norwegian cooperation with Madagascar

The cooperation between Norway and Madagascar has long traditions. In 1972 a bilateral agreement between the two countries was signed with an emphasis on support to the agricultural sector. In 1992 the NORAD representation office in Antananarivo was closed. In the last few years the total allocation has been around NOK 35 million, and in 2001 it amounted to approximately NOK 36,6 million. The overriding aim of the Norwegian cooperation is to contribute to the reduction of poverty and help increasing food security through an efficient, and environmentally sound food production. The present areas of intervention are research and capacity building within the agricultural sector, improvement of rural infrastructure and the development of human resources and improved basic education.

NORAD has supported the public agricultural research and extension service centre FIFAMANOR for many years, and is currently financing a 5 years programme through the Royal Norwegian Society for Development. NORAD is also supporting 3 agricultural schools through the Norwegian Missionary Society (NMS) which works closely with the Malagasy Lutheran Church Organisation (FLM). The schools have a group of full-time students, as well as short-term classes on specific subjects. In addition, there are outreach initiatives where teachers or students from the school visit villages and farmers.

Sustainable use of natural resources has also been promoted through a local environmental organisation, ANAE, who has collaborated with a Norwegian organisation specialising in the facilitation of communication and understanding across cultural borders, Centre for Intercultural Communication (SIK). A model for approaches and communication techniques with indicators has been developed and is currently being used by ANAE.

NORAD has supported the HIMO Route initiative of ILO focusing on labour intensive work methods for rehabilitation and maintenance of rural roads over several years. The programme is directed at improving the infrastructure in the rural areas, employing local farmers as workers and committing the communities to do regular maintenance. A similar type of labour intensive programme is applied for rehabilitating old school buildings, which are part of the programme for support to the primary education sector.

UNICEF is administering a primary education programme supported by Norway and developed in collaboration with the Ministry of Education. An important element in this programme is a contract, which aims at securing local commitment and reducing the school dropout rates. The contracts involve all stakeholders, teachers, students, parents and the community at large. Inputs to the programme are capacity building within the administration and in the schools, teacher training, teaching material and work in the communities. NMS is also contributing to this project through the FLM primary schools where the teachers benefit from training courses offered under the UNICEF programme and the schools receive some teaching material. In addition, FLM is running a teachers' academy. The diploma issued by the academy has been recognised by the Ministry of Education.

2. Objectives

The overall objectives of the review of the Norwegian Cooperation with Madagascar:

1. To assess the relevance of Norwegian cooperation, both in relation to the focus of Norwegian development policies and fields of expertise, and in relation to the Malagasy development policies and priorities. More specifically:
 - a) discuss to what degree Norwegian cooperation responds to Malagasy needs, priorities and strategies, including the I-PRSP and the plan for economic recovery ("Programme de Redressement"), produced by the new government in July 2002,
 - b) discuss the value added of the Norwegian support, as it relates to possible comparative advantages or special areas of expertise available,
 - c) recommend changes in current Norwegian cooperation so as to better support the government's efforts to improve the governance situation ("good governance", fiscal and legal reforms, increased transparency and accountability)
2. To assess, to the extent information is available in reviews, evaluations and through interviews, the projects and programmes supported. More specifically:
 - a) the achievement of objectives
 - b) the immediate and wider impact on target groups (both positive and negative), on the poverty situation, on food production, on rural and community development as well as on human resource development and
 - c) the sustainability of the interventions,
3. To comment and assess the implementing agencies' administrative arrangements and efficiency. More specifically:
 - a) capacity and expertise within the field of intervention,
 - b) extent of networks and collaboration with other agencies in the field, as well as with the government,
4. To briefly describe and comment on the overall conditions for Norwegian private sector engagement. This should include:

- a) the relevant Malagasy economic and fiscal policies on private sector development,
- b) the legal framework for private sector development,
- c) the formal procedures and processes involved in establishing business activity,
- d) the official organisations responsible for regulating or facilitating production and trade,

(The review will not include recommendations on specific engagements for Norwegian companies)

5. To make recommendations on future Norwegian cooperation with Madagascar, be it continuations of elements in the existing programme or introducing new areas for assistance. The recommendations should take into account other bilateral and multilateral support to Madagascar and should discuss:

- a) the areas of intervention where the Norwegian cooperation will be relevant and responding to the needs and priorities of the country, as pertains to poverty reduction and challenges relating to governance,
- b) the areas of intervention where the Norwegian cooperation is most likely to be effective,
- c) channels for the Norwegian cooperation (NGOs, state to state, multilateral organisations) and, in the case of state to state support, discuss the benefits of programme versus project support.

3. Approach

The review team will:

- a) review existing data and documentation relating to the projects supported by Norway,
- b) review other relevant documentation regarding assistance to Madagascar, such as national plans and strategies,
- c) conduct field visits to projects,
- d) interview main stakeholders: representatives of the target groups, representatives from relevant ministries, partner organisations, project staff, other donor agencies,
- e) undertake other activities and apply methods deemed useful in order to attain the objectives of the review,

4. Scope of the evaluation and expertise required

The team should include at least two or three persons who speak and read Norwegian and French, and one person who will be hired during the mission, who speaks and reads Malagasy and French. The team members should have experience in assessing development programmes and be familiar with the economic and social challenges facing developing countries. The evaluation team shall address all components as described under "objectives".

Within the team the following areas of expertise should be covered:

- a) poverty reduction strategies and development policy
- b) rural development, food security, natural resource management and road infrastructure
- c) primary education, teacher training

While every member on the team should contribute towards the writing of the report, the team leader should be in charge of the organisation of the final report.

Each of the two external consultants will be contracted to do the following work:

Preparations: team leader	To review documentation and prepare for mission - 1 week in Norway, 1 week extra for
Evaluation mission:	2 ½ weeks in Madagascar
Finalising report:	2 week in Norway

The local consultant will be contracted to do the following work:

Preparations: up to 1 week in Madagascar
Evaluation mission: 2 ½ weeks in Madagascar
Finalising report: up to 1 week in Madagascar

An additional local consultant with particular expertise on Madagascar and development co-operation could be contracted to work for up to 7 days during the fieldwork period.

5. Timing and reporting

The evaluation mission is scheduled to take place in November 2002.

The draft should be presented to NORAD in 5 copies no longer than 2 weeks after the end of the mission to Madagascar.

The final report should be presented in English with a summary in both English and French and be submitted in 5 hardcopies and in an electronic version no later than 3 weeks after the mission.

6. Administration and responsibilities

Responsibility for the planning and administration, recruitment of team members and local support staff, appointments, field visits, and the completion of the assignment rest with the Technical Department of NORAD.

The review team will be given access to the needed background information, such as appropriation documents, project documents, agreements and reports, and contacts in Madagascar.

ØSA will contact a relevant organisation about contracting a local person as support staff during the mission.

Appendix 2. Itinerary of the review team

Jeudi 24 octobre

Tore VATN/GENO E Hamar

Jeudi 31 octobre

10h Kristin Spilling JOHANSEN/NORAD, Sissel
Hodne STEEN/NORAD, Sverre UTNE/NORAD,
Marit BROWN/NORAD, Ørnulf
STRØM/NORAD, Bente NILSON/NORAD C/E/A Oslo

Mercredi 6 novembre

17h Mme Zinah RASAMOEL/Groupement des
Entreprises de Madagascar/Secrétaire Général R Ambohitovo

Jeudi 7 novembre

11h Brice LEJEAMBLE/ Secrétariat Technique à
l'Ajustement R

Vendredi 8 novembre

Vidar KAPELRUD, Torger DAHL, Per
DÆHLEN/Selskapet for Norges Vel E Hellerud, Skjedsmo

Lundi 11 novembre

14h40 Kjetil AANO, Arve LERUM, Atle
BLOMGREN/NMS C/A/E Oslo

Mardi 12 novembre

16h Service de la Statistique/MinESEB R Anosy

Mercredi 13 novembre

17h Directeur des Etdues et de la
Planification/MinSanté R Ambohidahy

Jeudi 14 novembre

Arrivée de la mission C/A/E
15h30 Jacob et Norun VEA/NMS/FLM C/A/E Isoraka
16h30 Mise au point C/A/E/R Isoraka
19h Malvin et Solfrid TOMREN/NMS C/A/E Isoraka

Vendredi 15 novembre

10h HIMO/Maminirinarivo RALAIVELO Miara-Mita A Isoraka
11h30 Visite de courtoisie à Odd-Gunnar
HEFFERMEHL/ Consul Général de Norvège C/A/E/R Tsaralalana
13h30 Réunion Equipe C/A/E/A
u/R Isoraka
15h30 Ignace RATSIMBAZAFY Dir Cab/ MinESEB C/R Anosy
17h Odile AKPAKA Administrateur du Programme
education, UNICEF C/R Behoririka oakpaka@unicef.org
Tel 22 280-83

Samedi 16 novembre

8h Isabelle JENO /Dir Enseignement luthérien C Isoraka 032 04 677 10
Richard ANDREAS/Dir General SALFA A Isoraka
Jakob VEA E Isoraka
9h Olivier RAKOTOVAZAHA/Ministre des transports A/R (b) 22 287 15
11h15 (Suite) avec Richard ANDREAS/Dir General
SALFA A Isoraka

Dimanche 17 novembre

10h Réunion Equipe C/A/E/A
u/R Isoraka
15h Départ Antsirabe C/A/E

Lundi 18 novembre

8h	Svein Kjosavik/FLM, NMS	A	
8h	Isabelle JENO /Dir Enseignement luthérien Visité a ecoles FLM	C	
9h	RAKOTONDRAMANANA Dir de FIFAMANOR	E	Antsirabe
10h	Jacob VEA	A	
13h	Henri RAJAOELISON/HIMO routes centre de formation	A	Antsirabe 03311 682 70
13h	RASAMIZAFIMANANTSOA/Directeur PRN	E	Antsirabe
14h	Départ Fandriana	C	
17h	Jean-Marie RAKOTOMAHANDRY/ Vulgarisation FIFAMANOR	E	Antsirabe

Mardi 19 novembre

1h	Retour d' Antsirabe	A/E	
20h	Svein KJOSAVIK	C/A/E	

Mercredi 20 novembre

9h	ANDRIAMAMPIANINA/Projets MinESEB	C/R	Anosy
10h	RANDRIASANDRATRINONY, Ivan/Ministre de l' Agriculture et de l' Elevage	Au	Anosy
11h	Denis THIEULIN/conseiller routes UE	A/R	67ha
12h	RATOLOJANAHARY, Marius/Directeur Général de l' Elevage	Au	Anosy
14h	Patrick Enseignement/Banque Mondial	C/R	Anosy
17h30	RASENDRA/Président CA Himo routes	A/R	Isoraka

Jeudi 21 novembre

9h	Comité de Réflexion sur la Compétitivité Jaonah RANDRIANARISOA Koto RABAMANANJARA/Directeur Général de l' ANAE, Andriantahina	R	Antsahavola
15h	RAKOTONDRALAMBO/Responsable technique de l' ANAE	E/Au	Anjanahary
17h30	Visité deux representates des CISCOs (reunion UNICEF)	C/R	Antananarivo

Vendredi 22 novembre

9h	Mme HEIN/Représentant ILO & BONNET/Responsable HIMO Philip	C/A/R	Ampefiloha
10h30	Philippe Freydefont /Responsable PEM	C	Antsakaviro
11h30	Jean-Paul PADDACK/Dir W.W.F	E/R	Antsakaviro
15h	Consul de Norvège, Odd-Gunnar HEFFERMEHL	C/A/E	Tsaralalana

Samedi 23 novembre

6h30	Départ pour Toliara	A/E	
8h	Jeanne DINA/Maître de Conférence à l' Université	E/A	Toliara 032 02 564 14 dinaj@blueline.mg
17h-20h	Kai Arne SCHIE/Directeur du projet BARA avec Jakob VEA		Toliara

Dimanche 24 novembre

Lundi 25 novembre

7h	Visite écoles UNICEF avec Noro RAKOTO JOSEPH	C	Manjakandriana
11h	Stan & Kath QUANBECH	A/E	Toliara stankathquanbeck@ aol.com
11h	Retour à Antananarivo	A/E	Antananarivo
17h30	Représentant UNICEF	C	
00h40	Départ pour la Norvège	C	

Mardi 26 novembre

15h Entretien Tovonjanahary RANAIVO/Dir. Régional des prisons -Antananarivo A/R Antanimora 033 11 188 24

Mercredi 27 novembre

8h30 Célestine RAZANAMAHEFA/Dir. Des Infrastructures/ministère des Travaux Publics A/R Anosy 22 211 31

10h Luc, Rasamoela/ Coordinateur Programme Sectorial Transport A/R Anosy

11h30 Jean-Michel RAJAONARIVONY/Président de la Haute Cour Constitutionnelle A/R Ambohidahy

12h Malvin TOMREN/ NMS Representative A/E NMS/Isoraka

14h30 Thomas FRIEDEBERG/Country Director/CARE, Andriamiarinarivo RAJAONARISON/ Directeur de Programmes E Ambohitrarahaba

19h Réunion équipe A/E/R/A u Isoraka

Jeudi 28 novembre

8h Terje ØEN/Tine Margrete HAGA/Bistandsnemda E NMS/Isoraka

10h Fenoza RATSINANETRINANANA/ Secetaire Exécutif, Comite National de lutte contre la VIH/SIDA A/R

12h Malvin TOMREN/ NMS Representative Philippe DIERICKX/Chargé de mission-projets A/E NMS/Isoraka

14h30 Développement rural et environnement/AFD Christophe DELCOURT E/Au Ambohijatovo 22 200-46/47/48

14h30

Vendredi 29 novembre

9h Dir CAB. MinSanté/Dr. RAVAOJANAHARY Charles A/R Ambohidahy St. 22 236-97

00h40 Départ pour la Norvège A/E

Appendix 3. List of main informants

<i>Name</i>	<i>Position</i>	<i>Institution</i>
<i>Akpaka, Odile</i>	Administrateur Programme Education	UNICEF Tel. 2228983, email: oakpaka@unicef.org
<i>Andriamampianina, Maurice Charles</i>	Directeur Général, Coordonnateur Général des Projets	MINESEB Tel. 2228625
<i>Bentein, Barbara</i>	Répresentant de Zone pour Madagascar, l'Ile Maurice et les Comores	UNICEF Tel. 2228083, email: bbentein@unicef.org
<i>Blomgren, Atle</i>	Aid co-ordinator	NMS, Stavanger, abl@nms.no
<i>Bonnet, Hervé</i>	Chief Technical Advisor	ILO/NORAD Projects t: 20.44.489.96, m:032.07.237.03
<i>Brenny, Patrick</i>	Coordinator	PACT/USAID, Patrick@pact.mg
<i>Brown, Marit</i>	Higher executive officer	NORAD, Oslo
<i>Dahl, Øyvind</i>	Head	Bistandsnemnda, Oslo Oyvind.dahl@bistandsnemnda.no
<i>Dahl, Torger</i>	Project Advisor	Selskapet for Norges Vel
<i>Daehlen, Per</i>	Director	Selskapet for Norges Vel
<i>Delcourt, Christophe</i>		AFD, Antananarivo
<i>Dierickx, Philippe</i>	Charge de Mission/Projets Dev. Rural et Environnement	AFD, Antananarivo 22 20046, 47,48 phdxaafd@simicro.mg
<i>Dina, Jeanne</i>		University of Tulear
<i>Friedeberg, Thomas Karl</i>	Director	CARE Madagascar
<i>Freydefont, Philippe</i>	Resposnsable de la Composante Pédagogie	Co-operation Française Tel. 2225131, email phifre@voila.fr
<i>Haga, Margrete H</i>	Technical Consultant	Bistandsnemnda, mhh@bnn.no
<i>Heffermehl, Odd- Gunnar</i>	General Consul	1 bis, rue Patrice Lumumba, Antananarivo, T: (261-20)22 223 56
<i>Hein, Catherine</i>	Director	ILO Office in Antananarivo
<i>Imboty, Raymond</i>	Magistrat du Premier Grade	Le Haut Conseiller Constitutionnel Doyen. Haute Cour Constitutionnelle, Ambohidahy. 101 Antananarivo. B.P. 835, t: 22 200 20
<i>Jeno, Isabelle</i>	Director	Education Department, FLM, Antananarivo Tel. 2267234. E-mail: ffl-flm@dts.mg
<i>Kapelrud, Vidar</i>	Director, International Development	Selskapet for Norges Vel
<i>Kjosavik, Svein</i>	Initiative taker, Ravinala	FLM and NMS 4448943
<i>Lerum, Arve</i>	Program leder	NMS, Stavanger, ale@nms.no
<i>Luc, Rasamoela</i>	Coordonnateur	Programme Sectorial Transport, Projet de Transport Rural. T: 22 372 02 F: 22 373 85, Anosy, Antananarivo
<i>Nilson, Bente</i>	Education adviser	NORAD, Oslo
<i>Paddack, Jean-Paul</i>	Regional Representative	WWF Madagascar/West Indian Ocean
<i>Quanbeck, Stan and Kath</i>		stankathquanbeck@aol.com

Rabemananjara, Koto Rabeson, D. Robert	General Director Director	ANAE, Antananarivo Section for Studies and Planning, Ministry of Health. (Etudes et de la Planification) depsom@dts.mg
Rabenasolo, Lanto	Financial Coordinator	SALFA, FLM Health Department, Antananarivo, lantosalfa@dts-mg
Rajaonarison, Andriamiarinarivo Rajaonarivelo, Alain	Programme Director Director	CARE Madagascar Direction de l`administration penitentiaire et de l`education surveillee, Ministère de la justice.
Rajaonarivony, Jean-Michel	President	La Haute Cour Constitutionnelle de Madagascar, t: 22 661 10, Ambohidahy, Antananarivo
Rajoelison, Henri Rakoto Joseph, Noro	Administrateur Adjoint de Programme Education	Centre Himo Routes UNICEF Tel. 2228083, email nrakotojoseph@unicef.org
Rakotomahandry, Jean-Marie Rakotondramanana	Vulgarisation d`Elevage Director	FIFAMANOR, Antsirabe
Rakotondralambo, Andriantahina Rakotondriany, Stefanoela	Responsable technique Director	FIFAMANOR, Antsirabe, fifamanor@dts.mg ANAE, Antananarivo
Rakotovazaha, Olivier Ralaivelo, Maminirinarivo Ramanantoanina, Patrick Philippe	Minister of Transport Manager Education specialist	Teacher training college in Fandrinana, email: sfm-flm@dts.mg Ministry of Transport MIARA-MITA Consulting Firm, Tel: 22 354 46
Randriarimanana, Harison	National Responsible	World Bank Tel. 2256000, email: pramanantoanina@worldbank.org
Randriasandratiniony, Ivan Rasamizafimanantsoa, Andrianantenaina Herman	Minister of Agriculture Directeur PRN Association	Unite de politique de developpement rural, Ministère de L`agriculture, Updr.har@dts.mg Ministry of Agriculture
Rasanjiferahasina, Martial Rasendra, Ratsima	Directeur General Technical Director	PRN Antsirabe, pierouge@dts.mg Entreprise d`etude pour le developpement rural, eedr@dts.mg
Ratolojanahary, Marius Ratsimabazafy, Ignace	General Director Directeur de Cabinet	FID (Fonds d`Intervention pour le Développement, Chairman of the Board of the ILO/NORAD HIMO Training Centre t: 22.420.74, m: 032.07.00.779 Director General d`elevation, Ministry of Agriculture MINESEB, Tel. 2223077

Ratsinanetrinanana, Fenosa	Secrétaire Exécutif	Comite National de lutte contre la VIH/SIDA
Ravelo, Arséne	Chef du service des études et de production statistiques	MINESEB, direction de l'informatique et de la statistique Tel. 2221245
Razadinrabe-Raonaiarisoa, Noro	Coordinatrice Nationale	UNICEF/FLM project. Tel: 7552071. Email: flmuni@dts.mg
Razanamahefa, Celestine	Director des Infrastructure	Ministère des Travaux Public, Rue Tanaivo Anosy, BP 295, Antananarivo 101 t: 22 211 31, f: 22 349 46 e: dimpny@mtp.gov.mg , or celestine.r-mahefa@mtp.gov.mg
Richard, Andreas	Director	SALFA, FLM Health Department T: 22 286 52, andreas@.org
Rønningen, Anders	Deputy director	Teacher training college, Fandriana email: sfm-flm@dts.mg
Schie, Kai Arne	Directeur Projet SoFaBa	FLM Ihosy
Skjortnes, Marianne	Consultant, researcher	SIK, Stavanger
Steen, Sissel Hodne	Deputy director, Technical Department	NORAD, Oslo
Strøm, Ørnuld	Adviser, Technical Department	NORAD, Oslo
Thieulin, M.	Road Advisor	EU, Union Européenne, Immeuble ny Havana, T: 22-242-16
Tomrem, Marvin	Representative	NMS, Antananarivo
Utne, Sverre	Adviser, technical department	NORAD, Oslo
Vatn, Tore	Veterinarian	Geno, Hamar
Vea, Jakob	Development Coordinator	NMS/FLM
Øen, Terje	Board member	TINE Meieriet Soer, toen@tms.tine.no
Aano, Kjetil	Bistandsnemda General Secretary	NMS, Stavanger

Appendix 5. List of main documents

Author	Year	Title	Publisher
ANAE	2002	Association Nationale d' Actions Environnementales.	General Information.
Bistandsnemnda	2001	Fihaonana Agricultural School	NMS
BIT-Océan Indien	2002	Bulletin d'Information du Bureau de l'OIT our l'Océan Indien, Numéro 11/Août 2002	ILO, Geneve
Bonnet, Hervé	2001	Progress Report October 2000-May 2001, HIMO Routes project 2000-2003	ILO, Madagascar
Bonnet, H. & Olivier, F.	2001	Final Report. Projects MAG 89/MO2/NAD and 94/Mo2/NAD	Ministry of Public Works, ILO, Madagascar
Bonnet, Hervé	2002	Rapport d'avancement Période: Fevrier 2002 – Julliet 2002 HIMO Routes project 2000-2003	ILO, Madagascar
Bonnet, Hervé	2002	Projet HIMO Bâtiments; Rapport d'avancement; Période: Fevrier 2002 – Juillet 2002.	Ministère de l'enseignement secondaire et de l'éducation de base. Bureau international du travail (BIT/ILO). Agence Norvegiennne de cooperation (NORAD).
Cabinet du Premier Ministre	2001	10 good reasons to invest in Madagascar; Market merits.	
CARE	2002	Rapport: Projet d'amelioration des Plantes a Tubercules	CARE Madagascar
Centre de formation Himo Route		Presentation du CHR	CHR, Antsirabe
Comité de Réflexion sur la Compétitivité	2002	Madagascar/Rapport de mission Diagnostic	Programme Diagnos de l'Union Européenne
Comite Interministeriel d'Orientation et de Validation	2000	Plan d' Action pour le Developpement	PADR
Dahl, Øyvind	1998	Merkverdige Madagascar	Spartacus Forlag, Oslo
Dahl, Øyvind, Andrianasolo Kotomanantsoa and Johan Ødegaard	1999	Strengthening of Basic Education Madagascar; Review of project MAG004, NORAD.	LINS/NORAD
Dahl, Øyvind, Bente Nilson and Gunnar Waldermo	1996	Teachers' Training College in Madagascar; An Appraisal Report.	LINS/NORAD
Entreprise d'Etudes de Developpement Rural (EEDR)	1997	Etude de faisabilite et de rentabilite des provenderies et ateliers de pierre a lecher dans le triangle laitier	
Entreprise d'Etudes de Developpement Rural (EEDR)/ROMA	1997	Effectif des vaches laitières et production laitière: Etude de faisabilité de provenderies et d'atelier de pierre à lécher dans le « triangle laitier	
FIFAMANOR	2000	Plan Quinquennal et Budget . Document de Projet	
FIFAMANOR	2002	Rapport d' Activites 1er Trimestre 2002	
FIFAMANOR	2002	Rapport d' Activites 3eme Trimestre 2002	
FIFAMANOR	2002	Rapport d'Execution 2001. Projet de Rehab de Pistes Rurales a Vocation Laitieres dans le Vakinankaratra	
FLM	2002	Drug Supply for Madagascar. Request to Ministry for Foreign Affairs	FLM, Health Department
FLM	2001, 2000, 1999, 1998.	Annual reports	FLM
Fonds d'appui au Secteur Privé	2002	Identification des appuis nécessaires à la reprise du secteur privé/Madagascar	Cabinet R Conseil
Fonds d'appui au Secteur Privé	2002	Guide de l'investisseur	www.fasp.mg
ILO	1999	Project NORAD/MINESEB/UNICEF/BIT; Rehabilitation des ecoles primaires; ('HIMO-Bâtiment'); Document de project; Ministère de l'enseignement secondaire et de l'éducation de base.	ILO
ILO	2000	Madagascar: Agreed minutes of NORAD-ILO annual meeting. 24/06/2000	ILO, Madagascar

ILO	2000	Madagascar: Projet MAG/00/M01/NAD: HIMO-Routes 2000-2003 Workplan and Budgets	ILO, Madagascar
ILO	2001	Summary report of the joint annual ILO-NORAD meeting, 3 July 2001	ILO, Antananarivo
ILO	2002	Rapport d'avancement Période: Février 2002-Juillet 2002, Projet HIMO Routes 2000-2003	Ministère des travaux publics
Johanssen, Kristin Spilling	2001	Rapport fra tjenestereise til Madagaskar 2-9 juli 01	NORAD, Oslo
Keddeman, Willem	1998	Of Nets and Assets. Effects and impacts of employment-intensive programmes – A review of ILO experience. SETP No.1	ILO, Geneve,
Malagasy Lutheran Church & UNICEF	1997	Strengthening Primary Education in Lutheran Schools	FLM and UNICEF, Antananarivo
Miara-Mita	2002	Les hommes et les femmes ruraux migrant ponctuellement vers les villes et les centres commerciaux”	