

WATER NETWORK



POVETY REDUCTION STRATEGIES IN MADAGASCAR

WATER SUPPLY AND SANITATION

In partnership with the Ministry of Energy and Mines

Madagascar, April 2002

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FOREWORD

We must state at the beginning of this report that the study we carried out does not cover the PRSP as a whole but only examines the WSS sector within the PRSP.

We also want to note that our goal in this study is to report the most important ideas of all participants in the WSS sector, including those who already participated to the PRSP process as well as those who were not involved in it.

Our role is not to modify or ignore previous efforts made in developing the PRSP but to propose improvements and alternatives for the WSS sector only.

Many difficulties were faced in completing this study. Among those faced were the difficult political situation in the country, the change in the interlocutors in the different services, the inability to travel around the country, the fuel shortage, and the limited time factor.

1 – About the country, status report on WSS and PRSP

Madagascar is the fourth largest island in the world. The Red Island, which is 1600 km long from north to south and 580 km wide, with a surface area of 587 000 square kilometers, is situated in the south-west of the Indian Ocean, separated from Africa by the Mozambique channel. The tropic of Capricorn crosses the south of the island. There are two seasons : the dry and cold season and the wet and warm season. These two seasons are particularly distinct in the highlands, whereas the coast is warm almost all year long. The east side of the country receives a heavy annual rainfall, while the central plateau receives a moderate amount. Due to the geographical location of the island, it frequently undergoes tropical cyclones and depressions, often causing major damages such as the massive destruction of crops and the forests, not to mention the road infrastructure and other damage.

Madagascar has many endemic and medicinal plants (exportation of medicinal plants in 1977 : USD 14,500,000). According to researchers, there are between 7,370 and 12,000 species in the flora in Madagascar. There are currently two national parks, 22 special reserves and 10 integral natural reserves.

In Madagascar there are five hydrographical areas: the slopes of Ambre mountain in the north of the Island, the slopes of Tsaratanana in the north-west, the eastern slopes which go down to the Indian Ocean, the western slopes facing the Mozambique Channel, and the southern slopes of Mandrare, Manambovo, Menarandra, Linta and the Mahafaly plateau which have neither surface water nor rivers. Two of the five largest lakes in Madagascar, Alaotra and Itasy, are on the central plateau, of which Alaotra is the largest. The three others, Kinkony, Tsimanampetsotsa and Ihotry, are in the west. These lakes are currently facing a number of serious problems due to pollution, silting caused by deforestation, etc.

In Madagascar there is an astonishing mixture of climate, landscapes, colours, and also a mixture of cultures. The Malagasy people is composed of 18 or 20 ethnic groups, living together with migrating foreigners such as Indians, Chinese, Africans and Europeans. Administratively, the population is divided in 112 Fivondronana in 6 autonomous provinces whose capitals are Antananarivo, Antsiranana in the North, Mahajanga in the West, Toamasina in the East, Fianarantsoa in the centre and Toliary in the South. These territorial administrative divisions were set up during the colonisation period and have not changed since then, despite many attempts and propositions for more local administrative divisions.

The average annual population growth rate is approximately 2.8%. Extrapolating from the 1997 population figure of 12 221, the population is currently estimated to be approximately 14 million, of which 32 % have a life expectancy of less than 40 years. In 2016, if the average annual growth rate is 3% as predicted, the Malagasy population will double in number. It is difficult, however, to have precise population numbers, given the fact that many births are not systematically registered at the communal level for a number of reasons.

The population is not distributed evenly throughout the country. There is a difference between urban and rural populations and also between the number of people per province and the size of these provinces. The central highlands and south-east are most heavily populated (> 40 inhabitants/km²) and the west part is most sparsely populated (< 15 people/km²). This is because that part of the country is very wide. And the south part of the country produces

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many important crops such as cotton in Toliara and Sakaraha, 'pois du cap' in Bezaha and in Beloha, maize and cassava. Breeding of zebu and other animals such as goats and sheep is also important in this area. In the south, the Ambovombe Androy region is characterized by a drought periods, aggravated by frequent locusts invasions. In order to find water for the cattle, a whole village has to move temporarily to find water points.

The Malagasy people is mostly rural (77% rural and 23 % urban 1993), even though a large rural exodus has been clear in recent years. The towns are facing saturated urbanisation which gives rise to 2 factors: first, the proliferation of slums which are unplanned and second, the development of suburban areas seem to be a more satisfactory solution. The most recent governmental efforts to build 35.000 houses and related structures for different public services, as well as making each actor responsible have improved ever since. The sectorial policies and strategies concerning the improvement of the living conditions of the population, one of which is water and sanitation services, clearly recommend the state withdrawal from operational activities and leaves them to the private sector and to NGOs, particularly concerning investments, liberalization, and especially community participation in setting up and management of the infrastructure. Efforts were made by the gouvernement to develop and to motivate operators to invest in the construction of normal buildings.

¹Madagascar has a young population, with 46% of the population under 15 years of age and 18% under 5 years. The average number of persons per Malagasy household is 4,9 and in 21% of households, the head of the family is a woman. The average annual population growth rate is approximately 2.8%. Extrapolating from the 1997 population figure of 12 221, the population is currently estimated to be approximately 14 million, of which 32 % have a life expectancy of less than 40 years. In 2016, if the average annual growth rate is 3% as predicted, the Malagasy population will double in number. It is difficult, however, to have precise population numbers, given the fact that many births are not systematically registered at the communal level for a number of reasons.

In Madagascar 6 households in 10 (59%) live in one room, but more than 8 households in 10 (83%) own their own house. The majority of roofs are of plant origin (22% in urban area and 48% in rural area). Walls are made of bricks, boards or clay, depending on the province. The most common type of lighting in both urban and rural areas is kerosene, and the most common fuel used in urban areas is charcoal.

The GDP of the Malagasy population is very low, being estimated at US\$199/person in 1995. The country is ranked 168 of the 174 poorest countries in the world. In 1997, the average household expenditure was 659US\$/urban household and 400US\$/rural household. From 1961 to 1995, the consumption of rice fell from 135kgs to 107kgs/person/year, a decrease of 20% in a country where rice is the staple diet. In 1993, 75% of Malagasy people were classed as poor and 63% as very poor. Currently, the basic minimum wage is 180 FMg (30US\$).

¹ selon Enquête permanent auprès des Ménages, 93-97 , INSTAT ; Structure et facteurs déterminants de la pauvreté à Madagascar , 98, INSTAT-CORNELL UNIVERSITY ; Madagascar : évaluation de la pauvreté ,96, Banque Mondiale

² Figures from the Ministry of Energy and Mines

2 – Facts about the WSS policy in Madagascar, institutions and investments

2.1. Facts

The water supply and distribution was always monopolised by SEEM which became the JIRAMA (Jiro sy Rano Malagasy, Electricity and Water Malagasy) after nationalization in 1974. Infrastructure was concentrated in the urban areas, especially in the 6 main towns of the 6 provinces. Now most of that infrastructure still works but the capacity is weak in relation to the number of the users. The appearance of NGOs in the water sector allowed many remote areas to have access to drinking water, be it by wells or by gravity fed systems. This participation of NGOs and stakeholders allowed new demand led and participative approaches to develop where users participated through providing the workforce, through local materials, through transport (use of their means of transportation to remote areas, thus with difficult access) but also progressively changing individual behaviour where water is concerned. Before, people wasted the water they could get at the public water distribution points. Now that the “Dina” are set up and sanctions are applied, especially through IEC campaigns (Information, Education, Communication), hygiene is taught through education programmes in WSS development projects, and that awareness raising is done in the field, people do not waste the water and also respect the opening hours of the water distribution points.

Access to water has been included as a social welfare service in Madagascar since 1996, with the same status as education and health, thanks to the work of the Water Department in the Ministry of Energy and Mines.

The importance of sanitation has only been taken into consideration very recently, through the Sectoral Strategic Plan of Action document for water and sanitation from 1991 to 1997. Previously it was always linked with the health sector, and the actors in the water sector did not address sanitation problems.

2.2. Institutions and participants in the WSS sector

Water supply and the management of water resources in Madagascar are primarily the responsibility of the Department of Water Exploitation located in the Ministry of Energy and Mines (MEM). It is involved in different projects and programmes including AEPSPE, PAEPAR and the HIPC Initiative. The MEM also collaborates with the Ministry of Waters and Forestry.

Sanitation is the primary responsibility of the Sanitation and Sanitation Engineering Service (SAGS) within the Ministry of Health, then the MINATV and finally the Ministry of the Industry and Handcraft. The latter deals with industrial pollution, together with the Ministry of Environment which also deals with the management of natural resources, while the MINATV plans sanitation infrastructure of urban sanitation, but each town has its own body to

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run its sanitation, for example the SAMVA is in Antananarivo and for Antsirabe and Fianarantsoa it is the maintenance division of the town. For the latter BRAGS works in the sanitation field and problems linked to the town hospital. There is still some confusion because the Ministry of Energy and Mines (MEM) manages the underground and drinking water, and the Meteorology Department, the surface water.

The Foreign Affairs Ministry is the managing institution in the relation to foreign partners, regarding aid and grants. The Ministry of Finance is responsible for planning rational financing (PIP-Programme d'Investissement Public) and short term and long term budget planning.

According to article 75 of the recently approved Code de L'Eau or water code, a new body called the National Authority for Water and Sanitation (ANDEA) will be set up in future involving new participants (from a number of Ministries). According to article 28, ANDEA will propose priorities regarding access to water resources. According to article 37, the public services of water supply and waste water disposal will be supplied to the public, with details to be defined in the articles and conditions of ANDEA.

Other ministries are indirectly involved because according to the article 50 of the water code : "the Conseil de l'Organisme Regulateur" i.e. the regulatory body is composed of 7 persons, one of whom is designated by the Health Ministry, one by the Ministry in charge of the Economy and Finance, one by the Ministry of Justice, and one by the Ministry in charge of decentralized local collectives.

The water quality and service must be controlled by the MEM, in collaboration with the Health Ministry.

The MEM is represented by inter-regional directions called DIRMEM in the 6 autonomous provinces of Madagascar. They are responsible for local allocations and collection local needs. Currently every decision is taken in Antananarivo i.e. centralized. Building works responsibilities are devolved to the municipality. Water committees are based in the Fokontany, which organize the management of drinking fountains and subscription fees.

Besides, there is an organising project to determine the roles and responsibilities of the provinces concerning water resources management, water quality control and the use of water, according to art. 82 of water code.

The Code de L'Eau proposes to implement the following principles: integrated management of water resources; organization of the public service for the provision of water and sanitation (AEPA) into a municipal public service; the freeing up or liberalisation of the sector; the reconcentration of the state function in its role promoting and managing the development and implementation of water and sanitation sectoral policies; setting up ANDEA and a regulating body for ANDEA for the management of water resources; effective and efficient participation of the population in ANDEA processes; decentralisation and a new strategy for cost recovery.

Decentralisation of such responsibilities to the provinces and regions will be conducted as it is stipulated by Article 78 of the Water law and based on a setting up by decree of basin agencies.

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The water development and management outline reports on water resources and the environment. It surveys the different uses of the existing water resources and takes into consideration the orientation documents and programs of the State, the territorial communities and their groupings, the joint associations, the public institutions and other legal entities under public law which affect water resources quality, distribution or use.

Then, it states the priorities to be focused on in order to achieve the objectives as defined by the first paragraph, taking into consideration protection of the natural environment, the necessity to develop water resources, the foreseeable evolution of rural, urban and economic environments and the balance to be ensured between the different water uses.

It makes an assessment of the necessary economic and financial means for its implementation. It has to be compatible with the orientation those of the master plan, namely the general objectives for use, development, quality and quantity protection of surface and underground water resources and ecosystems and for preservation of humid areas well.

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See forward file : Table of general organisation for the AEPA sector

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See forward file : Organisation chart of MEM

2.3. WSS Data

Access to social welfare services in Madagascar is not always satisfactory. For example, in 2000 only 26.20% of the population had access to a water supply, with 83% of these living in urban areas and 12% in rural areas. For sanitation, only 35.3 % of households have facilities to dispose of excreta, and 3% in urban area and 0% in rural area are connected to a waste water disposal system.³

⁴Moreover, ¾ of Malagasy don't have access to drinking water. In Antananarivo, only one urban household in four has running water. 35% use of public water distribution points. In other words, the drinking water access issue concerns only the poorest part of the population. It is a big problem in public health which obliges the population, mainly rural, to turn to river waters or to use lake waters which have many viral or microbial diseases.

Waste water evacuation is not very good and exposes people to similar diseases. 60% of Malagasy don't have any such disposal system. In the capital city of Antananarivo, 69% of households having access to sanitation facilities. The provinces, however, live in much poorer conditions; 9% of households in Toliary, 14% in Mahajanga, 21% in Fianarantsoa or 26% in Antsiranana.

Quantitative and qualitative investigations were made. But, there are very few studies done on sanitation. In general, the bodies carry out studies themselves or delegate them to consultants ; the themes of those investigations are very precise according to their needs. Otherwise, there are many internal studies which are used by the stakeholders for their work, many qualitative investigations are also made for precise localities, following the demand of the local population. Most of stakeholders help the ministries financially to do their thematic investigations. Some of these studies include :

- ✓ AGRIFOR studies, WSS sector, June 2001, European Union
- ✓ Analysis of children and women situation in Madagascar, 2000, Unicef
- ✓ WSS Evaluation, October 1999, Japan
- ✓ Analysis of drinking water and sanitation, December 1999, DEA MEM- PNUD
- ✓ Permanent investigations in households - EPM, INSTAT - MADIO
- ✓ Report on sustainable human development, PNUD
- ✓ Water in the south, May 1999, PNUD
- ✓ Sectorial strategy and action plan for the water and sanitation sector – SSPA, 1991, Dinika,
- ✓ Report : Décennie Internationale sur l'Eau Potable et l'Assainissement -DIEPA , 1981, 1990
- ✓ Report on WSS global consultation, 1990
- ✓ Strategy on the development of the WSS sector 2000-2015, DEA MEM- PNUD
- ✓ Declaration of sectoral policy for WSS (from SSPA), DEA MEM

³ Figures of the Ministry of Energy and Mines

⁴ Marchés Tropicaux, Juin 2001, page 1309

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- ✓ reviews of public spending and foreign aid for basic social services – updating of the study Initiatives 20/20 (WSS sector), November 2001, DEA MEM- PNUD
- ✓ WSS sector – Analysis of the present situation – Consortium OSIPD-CNRE-SEMINAR-UNDAF, Novembre 1997
- ✓ Statistical analysis : RGPH, EDS, MICS
- ✓ WSS of Antananarivo, 1975, OMS, PNUD, OTH
- ✓ Household waste processing in the town of Antananarivo, 1975, Rolland RABETRANO
- ✓ Study of Malagasy Highlands rural communities, Chantal BLANC (CNRS, Paris), RAKOTO Hervé (Ecole Nationale Supérieure Niveau III), RAMARORAZANA Bruno (Ministry of Scientific Research)

JIRAMA (the water and electricity company) has detailed data on the number of supply centres, the number of connections, the number of public water points, the production capacity of each supply centres and the length of the network..

There are also international works, conventional and otherwise, which serve as reference documents for certain bodies.

In general, those studies talk about the actions be undertaken. However, common themes are treated in most of the cases : training, technical support in management and administration.

For the WSS specific studies, the most cited recommendation are :

- ✓ Liberalization of the sector,
- ✓ Withdrawal of the state,
- ✓ Direct operations by the communities and NGOs,
- ✓ Sharing and redefinition of the contracting parties,
- ✓ Required services relation for NGOs,
- ✓ Setting of a healthy competition,
- ✓ And reinforcing the technical, financial and logistical capacities of NGOs with the civil society.

Thematic workshops were organised by the civil society (mainly “DRV”) as well as the donors (Swiss Co operation, Water Aid, etc.) along with their partners on gender issues and their participation in the WSS process and also on economic and monetary development.

2.4. Analysis of challenges

The main problems, as expressed by the participants in the WSS sector who were interviewed, are :

- ✓ The financing of infrastructure in WSS : the cost of water supplied through gravity-fed systems is very high because the basic materials are still imported

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- ✓ Putting into practice the research done on economic profitability for water supplies, as demanded by donors, still remains difficult.
- ✓ Road infrastructure : not only are rural areas remote but can be inaccessible during the rainy season.
- ✓ The geological formation of the region. Two thirds of Madagascar's surface is covered by magmatic and metamorphic precambrian rock on the high plateau where it is easy to have access to water using gravity fed systems. In the other third, sedimentary rock forms sedimentary pools on a strip of land on the east coast as well as along the north, west and south coasts. There, where water is more difficult to access, wells and boreholes require a deeper hydrological knowledge, especially in the southern region.
- ✓ The policy at two levels. Firstly, the first priority for the population is not always the first priority in the eyes of the decision makers. And secondly, statesmen make speeches and activities which upset the idea that water is an economic commodity (as expressed in the Code de L'Eau).
- ✓ The administrative situation and the level of development in the region. In reality, the great urban centres are often the first priority. There is also an absence of trained technicians capable of meeting needs.
- ✓ The non-coordination between actors. Since the structuring of the sector is not clear and functional, each actor develops their own programme without taking the other actors into account.
- ✓ The quasi-non-existence of a relation between private organisations and the administration. For example, between the donors and the administration, the link stops at the agreement with the government (accord de siège). The administration only asks for an annual report. International NGOs can work in Madagascar, thanks to an agreement approved by the Ministry of Foreign Affairs, with backing of a supervisory Ministry and the Ministry of the Interior. These organisations do not have to present their action plans in advance to the supervisory Ministry, but an annual report is obligatory. The non-existence of this collaboration between the administration and the private organisations is explained equally by the lack of coordination at the level of circulation of information and the absence of a true spirit of collaboration.
- ✓ The responsibility of each actor, including the beneficiaries. The provision of basic infrastructure (including health centres, schools etc) has always been considered as the task of the state.
- ✓ The 'wait and see' mentality of beneficiaries, and the waiting for foreign aid are also blocking factors at the level of implementation of cost recovery plans.

For the sanitation, the problems raised by those interviewed are :

- ✓ The Malagasy mentality in general, with the notion of "fady" (taboo, forbidden subjects)
- ✓ The lack of definition and common understanding of the notion of "sanitation"
- ✓ The poor condition of infrastructure
- ✓ The lack of coordination and collaboration between the Ministry of Energy and Mines and the Ministry of the Environment

2.5. Investment

No monetary amount can be seen in the PRSP relating to the WSS. Sometimes, percentages or global amounts appear. But the instruction is the following : “ a financing process of the sector based on a tariffs and the efficient and equitable strategy in cost recovery for water users (the setting of a national fund for water resources), a rational use of funds coming from foreign financial agencies and an active participation of private investors.⁵

The following figures were found in different studies and reports from MEM.

The 2001 HIPC budget was set up “ outside national budget” and at the end of financial yaer, with many problems. For the WSS, the total amount of 9.750 thousand million MGF was used entirely. For the next two years, it is planned to include them in the national budget

Forecasted use of HIPC resources :

Items	2001	2002	2003
Investment	40% (of the 100% of resources)	18 %	18 %
Drinking water infrastructure	3% (of the 40% in investment)	6 %	7 %

Note : sanitation is not taken into account either in drinking water or in health in this forecast⁶

The initiative official terms :

The initiative had been taken in 1996 to reduce the poor countries debt burden to viable levels through additional alleviation measures to the usual alleviation mechanisms. The initiative has been increased in 1999.

The following Table is to show the focus objectives or viability indicators :

	IHIPC		Increased IHIPC	
Eligibility lines, in %	40		30	
Export/GDP	20		15	
Budget revenue/GDP	200	- 250	150	
Criteria for debt viability	280		250	
NCV/export, in %	target	point	decision	point
NCV/budget revenue, in %				
Evaluation periods	(forecast)		(real data)	

These indicators are not calculated on the basis of the face value of the debt outstanding, but on net current value (NCV) base. The NCV represents the amount of future bonds as for the existing debt servicing (interests and capital sum) that is discounted to the market interest

⁵ DSRP page 56

⁶ Tableau n° 15 DSRP

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rate. In case the average interest rate is less than the market rate, the NCV is below normal value.

The IHIPC situation and Madagascar :

The process is in two stages : the first stage leads to the decision point and the second stage to the target point.

Following the decision point that was achieved in December 2000, Madagascar stands now at the second stage. Here are the different steps to be taken to achieve the target point :

- (i) to demonstrate sound performance in adjustments and reforms
- (ii) to draw up a “DSRP” with a broad participatory process
- (iii) to obtain payments rescheduling from the “Club de Paris” and benefit of a IMF and World Bank “interim aid”

(i) Adjustment and reforms performances :

Madagascar has obtained a “Facilité pour la Réduction de la Pauvreté et la Croissance/FRPC” (Credit for poverty reduction and growth) agreement with IMF for the period 2001-2003 and an annual program that has been agreed upon between the two parties since March 2001.

The terms of this program are to be put into concrete form through structural benchmarks, performance criteria and priority actions (to be undertaken).

The benchmarks and criteria are related to demand management and are generally monetary and budget criteria. Regarding available data, particularly the “minimum fiscal revenue” seems not to be respected so far, while information on priority actions is not available.

Similarly, there is no information on the conditions of the “Crédit d’Ajustement Structurel/CAS II” (Structure adjustment credit II) with the World Bank and the progress statement on the realisation of these conditions. Yet, it is assumed that to respect performance criteria on fiscal revenue is difficult for Madagascar.

The IHIPC resources of national budget that are already found :

In urban area⁷:

Projects or budgetary line	Year of realisation	Cost in \$.US
Dotation to decentralized collectivities supplying in drinking water to poorest Fivondronana	beginning : 1999	716.666.000
JIRAMA EAU/AFD/ BEI Project	1999-2003	29.16 billions
WSS in Mahajanga/KFW	1999-2000	
WS in Toliara/BAD	1999	14.16 billions

⁷ source / M E M

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Projects or budgetary line	Year of realisation	Cost in \$.US
WS in Taolagnaro/BAD	2002	9.33 billions
Infrastructure Development programme in urban area, World	Preparatory Phase	
	TOTAL	52.66 billions

In rural area :

Projects or budgetary line	Year of realisation	Cost in \$.US
Pilot-project in supplying drinking water and sanitation in rural area (PAEPAR)/World Bank	1998-2003	17.16 billions
Development and integrated management of water resources in the deep south/PNUD		2.89 billions
AEPSEPE Sanitation, drinking water, care/UNICEF	1996-2000/2001-2003	1.75 billions
Development of subterranean waters in the South -east region phase II	2000	13 billions
Water feeding by pipe-line in the south of Madagascar from Mandrare/Japanese co operation	1996-1999	-----
	TOTAL	34.80 billions

The above mentioned second and fourth project represent investments in water resources management to ensure resource availability. The second project is for all uses (to draw up a hydraulic master plan as a pilot project in the South with a future target to help the government to draw up master plans for the other regions). The fourth project is for WSS only.

Hereafter is the summary table of the financial needs in the WS sector, in thousand million MGF, based on the calculation of costs indicated in the report Initiative 20/20 .⁸

	2002			2003			2004		
	needs	found	To be found	needs	found	To be found	needs	found	To be found
Water	212	127,429	84,571	220	88	132	228	49	179
Sanitation	85	1	84	85	1,5	83,5	85		85

⁸ source : MEM

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Other financial sources, outside PRSP ⁹:

Donors	Intervention Zone	Cost
Catholic Relief Service	20 dioceses in Madagascar, plus Ranohira area	Changing depending on demands
AFVP	Changing depending on partners and local demands	Changing depending on demands and feasibility studies
PAIQ	Poor quarters ¹⁰ urban areas	= 100,000,000 (with 5 to 10% participation from municipalities and the beneficiary population)
EUROPEAN UNION	Contract with NGO, FIKRIFAMA micro réalisation micro réalisation 9 th FED	- 400,000 E (96-99) 900,000 E (96-2002) 700,000 E 12,000,000 E (?)
WATER AID	Depending on partners	MGF 1,500,000,000 for the projects (priority to hygien and sanitation)
SAHA- Rural development Program Inter cooperation	Imerina, Betsileo, Menabe	

In general, for all these donors, there is no programmed budget specifically allocated to the WSS, but activities depend on local demands and partners. These actions are also considered by the donors as activities outside the PRSP.

For the protection of resources, provisions are taken in the water code.

According to the water code, fees will be set for drawing water or for waste water disposal, for all physical or corporate bodies and public or private users of those resources. These fees can be used for financing of the works or the protection of the resources as well. And the Autorité Nationale de l'Eau et de l'Assainissement (National Authority for water and Sanitation) may collect funds, aids and gifts according to regulation procedures.¹¹

A National Fund for Water Resources is set up to be an answer to the financing of the conservation, mobilisation and protection of water resource quality.¹²

⁹ after inquiries conducted among these organisations

¹⁰ to stress the difference between underprivileged or poor neighbourhoods and poor people .

¹¹ Art 69-70-71-72, page 17, Water Law

¹² Art. 73, page 17, Water Law

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The water code has relations with the other basic texts in the environmental sector (e.g. the environment charter or the MECIE), in the health sector and in the PADR. The different sectoral strategies refer to several common base principles (participative approach, community participation, the role of NGOs and the private sector, withdrawal of the state, liberalisation, rational, integrated and lasting management of natural resources, water management,...)

3 – PRSP preparation process and execution

3.1. Genesis

Although the title « PRSP » is recent, the process in Madagascar started in 1993, sparked by two documents; regular household surveys (EPM) carried out by INSTAT and general censuses.

In 1995, the Ministry of Economy, Finances and Budget and the Population Ministry used these results to make a first diagnosis of poverty in Madagascar. Such a diagnosis stated that 75% of the Malagasy people are classified in the poorer group as their overall expenses are not enough to purchase the reference food basket of 2100 calories in addition to the essential non food goods.

Punctual actions were made following this diagnosis, especially in the sense of food security. They were made by the government as well as the international and national organisations.

3.2. First stage of PRSP

The first step of the PSRP, called “National Strategy for Poverty Alleviation” (SNLCP) at the time, was presented in 1997 at Antsirabe. The “Comité Technique Opérationnel” or “Comité de Pilotage” (Operating technical committee) was drawn from the Ministry of Finances, the Population Ministry, several representatives of the civil society, the UNDP and other international organisations. The study started in November 1996 and was presented in March 1997. Despite gaps (no schedule, no specifications of short, medium and long term objectives, the means to achieve these objectives, the operating methods for the focus principles and debt problems not being included, etc.) the researchers as well as the national validation workshop in March 1997 in Antsirabe perceived three points worth stressing :

- The Prime Minister Pascal Rakotomavo built his government programme on this document
- Many sectors were given priority among which were health and education
- The participatory process has already been applied, by the workshop in Toliara, Mahajanga and Antananarivo. During those workshops, strategies were explained and participants opinion were asked for the elaboration of the general policy for the fight against poverty.

On June 24th, 1997, general consultations between local authorities, national decision-makers including civil society and donors, together with the Prime Minister’s services, took place in Antananarivo. The general framework for the development of Madagascar was set up. An institutional framework called the Secretariat National d’Auto-Promotion et de Développement was set up under the direct supervision of the Prime Minister services.

3.3. Second stage of PRSP

The second step for the PRSP was from February 1998 to March 2000, with the Prime Minister Tantely Andrianarivo. Conscious of the gaps in the first version of the SNLCP document, a new technical steering committee was established in which Ministers were represented by their General Secretaries and Technicians. Thus, the ministries were more representative within this committee. The section in charge of drafting was led by the Prime Minister's counsellor dealing with combating poverty, the "SNAD" Secretary General and the UNDP representative consultant. Several senior ministry officers participated directly in drawing up the document, mainly those of the Ministry of Economy and Finances, the Ministry of Energy and Mines, the Health Ministry, etc.

The application of the participatory process also changed. Apart from preparatory committees, six workshops were organized. But there was less motivation felt at this time. The result of the work, the document « Stratégie Nationale pour la lutte contre la pauvreté » SNLCP, was a well-elaborated document which was the result of a work document not made under pressure. Moreover, this result is recognized by the donors.

In 1997 the World Bank expressed its new approach oriented towards poverty reduction, which was clearly expressed in 1999 with other donors, leading to the third step of the development of the PRSP : This emphasizes the notion of poverty reduction.

3.4. Third stage of PRSP

The basis for this step were: the World Summit in Copenhagen, the new framework of cooperation of the Bretton Woods organisations oriented towards poverty reduction, the World Summit in Libreville in January 2000, and the Regional Seminar on the Development of PRSPs in Abidjan in March 2000. Negotiations with the World Bank to set up the current PRSP started then at the end of 1999 : Blandin Razafimanjato - Tourism Minister - was appointed by the Malagasy party to coordinate the process. Regional and provincial theme workshops - which are quite limited and selective – were organised in line with the spirit of participatory process.

Apart from this, noticing the gaps in the participatory process towards the civil society, some NGOs ("Dinika sy Rindra ho an'ny Vehivavy/DRV", "Consortium des organisations pour le développement /COMODE", "Fikambanana Kristianina ho Fampanandrosoana an'i Madagasikara/FIKRIFAMA") took the initiative to lead and organise programs and workshops for civil society and to ask for financial support from UNDP, ILO (PACT program) and FFE (Friedrich Ebert Foundation).

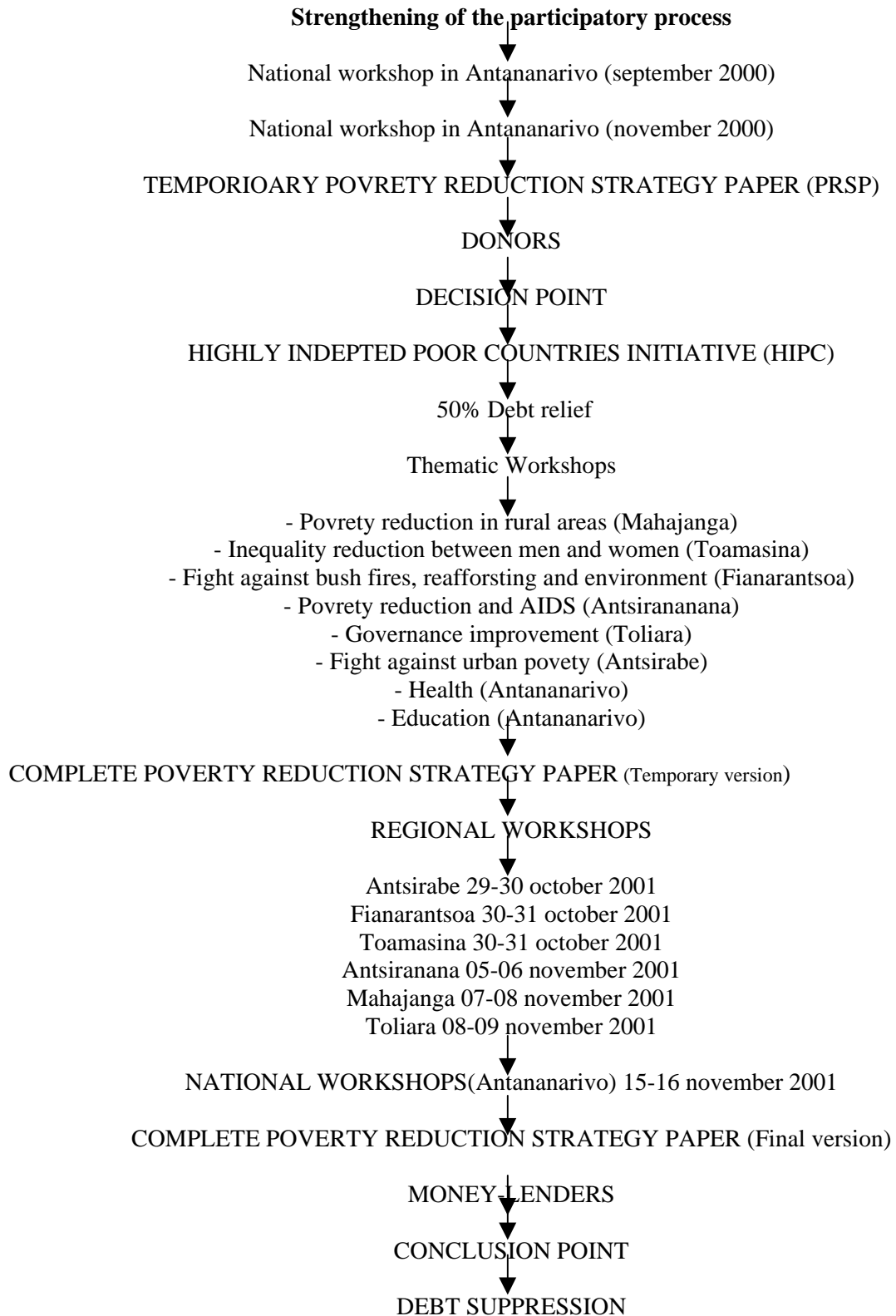
The civil society indeed perceived two gaps :

(i) the workshop in Toamasina in February 2001 was not in line with the participatory process as some invited organisations from the civil society were not involved at all in the workshop which, in addition, was not well organised

(ii) The link between the preparatory processes of the Third United Nations Conference of the "Pays Moins Avancés" (less developed countries) or "PMA III" and of the PRSP was not created ; for the civil society, the PMA III should have led to the validation of the World Strategy Document for Poverty Reduction and to boost the economies of the less developed

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countries. The objective of these workshops was to prepare the civil society to cope with several debates by sharing different documentation and information, gathering themes which concern them directly. The financial backing has allowed the civil society and the NGOs to ask for their involvement in the PRSP workshops. Below is the plan of the poverty reduction strategy process :¹³



¹³ source : STA

4 - WSS within PRSP document and PRSP process in the country : assessment

4.1. WSS within PRSP document

The Ministry of Energy and Mines, thanks to the clear and coherent proposals of the Water Department and its technicians, could include safe water access among social welfare services into the PRSP for the same reason as education, health and housing. That is important even if – in the budgetary plan - the allocated finances to the sector are not clear or are even non-existent in the document. However sanitation is always split from the WS theme (whereas in the “PNLCP”, sanitation was lined up with WS) and is more often linked to health by hygiene education.¹⁴

The PRSP takes also into consideration the importance of control of water and rational and integrated management of water resources into the sections dealing with “agriculture and environment” and the “Plan d’Action pour le Développement Rural/PADR” (Action plan for rural development). Moreover, WSS is considered as a basic service for activities to reduce poverty because of the importance of the necessary infrastructure for use by the flourishing sectors (tourism, mining, fishing and aqua culture, export-oriented manufacturing industry and other micro/small enterprises), for the “agriculture and environment” sector, the “PADR” and for “urban poverty” reduction.

The fundamental objective set by the water and sanitation sector is to allow the Malagasy population to have a universal, sustainable and effective access to safe water and sanitation in 2015, in rural as well as urban settings, through effective existing infrastructure and an increase in new infrastructure.

Links between welfare sectors are well underlined in the PRSP. Such as, in the education sector, an environment which attracts people to send their children to school was set up through three activities at school : canteen, WSS, and school garden.

For the fight against cholera and bilharzia, the Ministry of Health, in the intermediate sectorial action plan of the health sector, is going to organize social programmes to promote hygiene, sanitation and use of latrines. That demands good collaboration with the water and sanitation sector. The Ministry of Health held a general consultation at the provincial level on April 2002 on the national sanitation policy.

The presentation of the sector policy and strategies in the PRSP refers to the Water law, the integrated and rational management of water resources and the relations this management has with the public service for safe water supply and household waste water sanitation.

The WSS objectives are related to those of the health, agriculture and environment, the flourishing sectors and the urban poverty reduction ; that is made possible thanks to the coordination within the PRSP framework undertaking strategy, monitoring and evaluation include the setting up of an inter ministerial structure for monitoring-evaluation and an observation unit for poverty. The Water law is related to other base documents on the environment sector (e.g. the Environment Charter or the “MECIE), the health sector and

¹⁴ Access to latrines is among the expected results to combat diarrhoeic diseases and cholera, Annexe 4, page 104, DSRP

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“PADR”. The different sector strategies refer to many common basic principles : participatory approach, community approach, roles of NGOs and private sector, State disengagement, liberalisation, rational, integrated and sustainable management of natural resources, control of water resources, etc.

In short, the WSS sector in PRSP is taken into account :

- In chapter I « poverty characteristics », in the paragraph “ analysis of poverty”
- In chapter II “poverty reduction strategies”, in the paragraph “global objectives”, sub-paragraph “ life quality objectives”, paragraph “the strategy axes, sub-paragraph “axis n°2 : developing basic essential services” (education, health, drinking water,...)
- In chapter III: “implementation of strategies”, in the paragraph “programme to reach the objectives of the strategic axis n°2”, sub-paragraph “drinking water and other welfare services”
- In chapter IV “follow-up, participatory approach and programme”
- In chapter V “use of HIPC
- In the annexes:
Annex 2 : Main indicators of follow-ups

Annex 4 : sector action plan and strategy Part IV « water and sanitation : objectives, policy, strategy and action plan

A better distribution of infrastructure : for road investments for better access to remote areas, for drinking water, and for electricity supply. The sectoral action plan strategy for the WSS which is included in the recent political measures and the short-term engagement in the PRSP are explained here : :¹⁵

Orientations	Strategic axis	Recent measures	Short and middle-term measures	term	responsible
5. to develop social infrastructures in order to improve the access to social services	5.1. accessibility to drinking water	<ul style="list-style-type: none"> o National committee on water sanitation o Water Code 	Making up of master plan in village hydraulics	Déc. 2002	MEM

The objectives to be reached are precise. We examine them again in their entirety: ¹⁶

IV WATER AND SANITATION

IV.1. OBJECTIVES FOR 2000-2015

Population having access to safe water :

	Situation in %				
	1999	2000	2005	2010	2015
Rural area	12	13	37	56	80
Urban area	83	83	92	95	100
Madagascar	26	27	48	64	84

¹⁵ extrait Annexe 4, Chap III.2, page118, DSRP

¹⁶ Annexe 4, Stratégie et plan d'actions sectorielles, page 124-127, DSRP

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Population benefiting from sanitation :

Programme	2000	2005	2010	2015
rural area (excreta disposal)	25% (500000 households)	45% (909700 households)	60% (1311000 households)	80% (1 972000 households)
Urban area (excreta disposal)	62% (366000 households)	68% (705700 households)	80% (1047000 households)	100% (1770000 households)
Urban area (collectives networks)	3% (17370 households)	11% (63690 households)	13% (75 270 households)	15% (86 850 households)

IV.2. OBJECTIVES FOR THE PERIOD 2001-2003

Service rate in drinking water

Situation in %					
	1999	2000	2001	2002	2003
Rural area	12	13	16	17.9	23.2
Urban area	83	83	83.9	85.8	89.7
Madagascar	26	27	29.5	31.4	36.4

Housholds having sanitation facilities

Program	2000	2001	2002	2003
rural area (excreta disposal)	25% (500000 households)	29.56% (591300 households)	40% (800000 households)	48.68% (973657 households)
Urban area (excreta disposal)	62% (366000 households)	67.75% (400000 households)	76.22% (450000 households)	80.61% (475896 households)
Urban area (collective networks)	3% (17370 households)	5% (28950 households)	7% (40530 households)	10% (57900 households)

Legal and regulatory framework

- Spread knowledge more widely of the water code
- Set up application decrees
- Ensure the setting up of the water code and the application decrees
- Set up a national policy on sanitation
- Set up application decrees of the water code related to used waters sanitation, and other laws concerning sanitation and environment

Institutional Framework

- Set up the water Authority and regulation body
- Ensure the organisational reform of the drinking water supply public service
- Realize and set up the sanitation sector organization
- Ensure the protection of the environment against pollution
-

IEC and community mobilization

- enable the municipalities to ensure the construction of drinking water equipments in urban areas
- develop quartier associations responsible for the management of water distribution points in urban areas
- set up efficient water points committees in rural areas
- ensure cost recovery

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- ensure that the water-basin agencies work correctly
- encourage householders to build excreta disposal facilities
- encourage the population to have positive hygiene behaviour towards body hygiene, household hygiene, and a healthy environment
- enable householders to have a healthy waste water disposal system

Follow-up system and Evaluation

- Implementation of the WASAMS (Water and Sanitation Monitoring System). This software is available at the MEM. It is used for the follow-up and the evaluation of the drinking water access and sanitation rates.
- Manage and exploit existing data on water resources by the water authority for the follow-up and evaluation of the water resources

Indicators

- Number of WS per Fivondronana in rural areas
- Number of wells and boreholes in rural areas
- Number of WS in urban areas
- Water points inventory
- Number of population having access to drinking water
- Number of population having access to excreta disposal facilities
- Service rate : number of the population served/total population
-

IV.3. WATER AND SANITATION SECTOR POLICY

FIRST AXIS OF INTERVENTION : Rapid development of infrastructure as a result of integrated management of water resources and the liberalization of the sector, based on a clear definition of roles and responsibilities of all the stakeholders.

SECOND AXIS OF INTERVENTION : Improved access to drinking water and sanitation facilities by the population through : (i) organisation of drinking water and sanitation public service; (ii) decentralization and giving collectives and users the responsibility and (iii) a new strategy on cost recovery.

IV.I.4. STRATEGIES

- Definition of clear objectives in terms of infrastructure realization in giving priority to the poorest members of the society
- Set up a legal and regulatory framework as well as the organisation of services which would permit the poorest members of the society to have an access to efficient and lasting water and sanitation facilities
- Set up a financing system integrating a subsidy system for social infrastructure and a cost recovery strategy for water users
- Develop private sector and NGOs contribution in the sector
- Implementation of IEC programme which helps poor people to integrate and be involved in water and sanitation infrastructure development
- Strengthen national and local capacities, mainly concerning poor people, in the organization and management of WS service supply systems
- Set up an efficient monitoring and evaluation system in order to measure the evaluation of impacts of activities in the improvement of people's living conditions;

IV.5. ACTION PLANS

- 1 . work towards completing projects now in progress in the best way possible to speed the setting up of new infrastructure;

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- 2 implement the water code so that the stakeholders in the water and sanitation sector work as a team with a legal and regulatory framework and in an institutional framework (setting up of the ANDEA). Those frameworks must be reassuring, favourable and encouraging.
- 3 obtain the necessary financing, mainly by an increase in the financial contributions from private investors, foreign financial agencies, and from the state and the beneficiaries through cost recovery.
4. develop the IEC actions, community mobilization ; strengthen the national and local capacities, improvement and motivation of the human resources.
- 5 . Strengthen monitoring and evaluation tools and structures in water and sanitation sector in order to be able to estimate the efforts made and to appreciate the results
- 6 . Educate and motivate the householders to build latrines, the municipalities for the setting up of waste water disposal infrastructure and the development of private initiatives for septic tanks.

Details on the actions can be found in :

- the 2001-2003 framework document for co operation regarding the “AEPSPE” program (sanitation, drinking water, environment primary cares) along with annual plan for actions
- the “PAEPAR” evaluation document until 2004 along with annual plan for actions
- the “PNLCP” program (component : Water for the South) with UNDP
- the Government “PIP” and “PDP”

4.2. Evaluation

In general, the majority of the persons interviewed are not satisfied with the PRSP.

- ✓ The person didn't participate in any way to the PRSP process
- ✓ The person has heard about the PRSP but doesn't know the details and doesn't have access to the document
- ✓ The person read the PRSP but finds that real problems in WSS are not solved according to the vision of those who work in the field, and that the person doesn't find the details of the actions to be undertaken.
- ✓ Certain persons think that in its present form, the PRSP document is not yet regarded as a work tools for those actors who might use it
- ✓ The state representatives seem to be satisfied with the document, even if certain representatives from the provinces do not feel to be implicated in the process.

Another aspect we want to bring in this study is that all the administration representatives seem satisfied with the process, the result and the document. They confirm the active participation of the other actors. The civil society, the NGOs, the donors, and the beneficiaries feel that their participation to the PRSP process is either small or symbolic since their ideas have not been considered by the administration representatives.

The problem of leadership really comes up concerning the persons who lead the process. That problem was felt during the organisation of regional workshops. The relation between local state representative (directors and heads of services in ministries) and the elected members on the one hand, and the civil society on the other hand is rather tense because the latter had the feeling that they are merely inactive guests or simple performers in the process.

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Here is the number of participants to the workshops which were organized in each province :

Antsiranana : 27

Toliara : 20

Toamasina : 13

Mahajanga : 12

Fianarantsoa : 80

Antananarivo : 40

Below is the summary of the investigations in the four provinces :

In Antananarivo

The civil society and the NGOs think that WSS sector was not properly considered, but finally it was placed among the priorities. Thanks to ILO/PACT and UNDP funding the civil society and NGOs could participate to different thematic workshops. But in the beginning, only a few participants known by the administration were invited to participate and to form the technical committee, 40% of whom work with the PACT. At the moment, it was difficult to measure the importance of the stakeholders and to what extent they were represented because this low participation rate was due to the fact that invitations were sent out very late to potential participants.

For the urban municipalities, we studied the case of the 6th arrondissement, Ambohimanarina, because it is not only the largest arrondissement in Antananarivo but it is also the most densely populated and is much more of a semi urban municipality.

Currently there are two major problems: first , the connection cost to the JIRAMA network is too high ; second, the number of people with access to basic social welfare infrastructure is inequitable .

Community associations of beneficiaries are set up, but their contribution remains symbolic and can hardly ensure the maintenance of the water distribution points and the network. So the municipality pays the JIRAMA invoice in its entirety . The municipality can do that but the result of this is that it can't invest in new construction of new infrastructures and big repairs. The municipality is thinking about the best way but for the moment it prefers not to go further because of the fear that the users may take the water they need from the rice fields or from the canal as they did in the past and which can lead to a greater number of diarrhoeic diseases .

For the rural municipalities around Antananarivo, the management of public water distribution points is rather well organized .Ten to fifteen litres of water vary from 50 to 100 MGF. Some private persons sell water but they say that they don't make money from that but do it just for the sake of good relations.

In the rural municipalities where activities were carried out after beneficiaries demands, water committees work well as well as public distribution point committees. Contributions for the

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public distribution points and the water tank were agreed between beneficiaries . And all the organization and decision-making was done together .

In Antsirabe

One of the largest city in the province of Antananarivo , only one organisation is operating in drinking water supply . It didn't participate to the PRSP.

In Betafo , the KPI (komitim-paritra Iombonana or Inter villages water committee) are operational .Sometimes, they face some problems with the municipality but the training and support they received earlier helped them to be successful.

In the city of Antananarivo , for sanitation SAMVA treat household waste . In Antsirabe , the refuse dump service of the urban municipality do it . At the village level , water distribution points are managed through a "dina" or "social convention" which becomes not only the framework of the management but also the reference base in case of conflict.

In Mahajanga

During workshops in Mahajanga , WSS was not considered as a priority. But most of the persons interviewed showed concern about the future of this study if the next government would not take into account its existence.

The other entities in the rural area and other Fivondronana in Mahajanga in the WSS field are: PALQ (in Maintirano, Maevatanana), FID (Port-Berger, Maevatanana) and Ecoles du Monde (Analalava). In the rural area and other prefectures in Majunga II, the situation in WSS is very bad and insufficient in the rural areas, considering the concentration of the actors and the entities in urban area.

The other main NGOs and private sector working in the WSS in urban areas are : JIRAMA, AGETIPA, GTZ, TAFA, CRS, SAF/FJKM, SEECALINE. Only PALQ and SAF/FJKM participated in the workshop.

In urban areas the putting into practice of cost recovery with community management of public water distribution points is effective now. It is invoiced by JIRAMA. The management, the maintenance and the sanitation of public water points are made by quartier associations (in general women's associations). The water points were transformed into kiosks where people can buy tickets for MGF 50 (for 15 liters of water) and MGF 25 (for 7,5 liters of water) to get water. The association in the quartier pays the JIRAMA invoice and a fee of MGF 10,000 per month to the municipality.

There is also good collaboration between the municipality and the NGOs and the JIRAMA in the framework of the WSS projects implementation.

Currently in Mahajanga there is the main project of the German government (WieMer Trachté an KFW) involved in the rehabilitation of public water points in the municipality and the application of the cost recovery. That is why the civil society didn't give priority and didn't insist much about the WSS needs during the regional workshops.

But the numbers of public water distribution points are still too few. And JIRAMA doesn't serve certain outlying quartiers. In those quartiers, the people still use family wells.

The sanitation is carried out by the municipality in collaboration with the GTZ, TAFA and PAIQ. And municipality has set up a health and sanitation committee at the quartier level.

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For sanitation again, three points must be underlined : the insufficient number of household refuse tanks, the inexistence of public latrines in the quartiers, and the problem of means to empty family latrines. The municipality has already tried to build concrete latrines but the persistent bad smell (given the heat all year long in the town) made the population feel angry and the municipality had to destroy the infrastructure.

In Toliara

The Direction du Ministère de l'Énergie et des Mines, and the head of Water service didn't participate to the PRSP workshops, even on the WSS theme. The Direction du Ministère de la Population was more dynamic in the process. But in general, the workshops organised there didn't satisfy those who were interviewed. The choice of the participants in the local workshops seem to be more subjective. The sous-prefet chose one elected member and one NGO and civil society representative operating in the Fivondronana. So, the workshops became political supports for the elected members and were not representative.

In the urban municipality, a number of the quartiers don't apply cost recovery and the municipality pays the cost. For other quartiers, the structure which was set into place by the PAIQ still works but in certain quartiers the funds management is not clear.

The intervenors in Toliara are : UNICEF, Aide et Action with Rano Soa Fampanandrosoana, the PAIQ and the UNDP. The latter has three components amongst which is a Water Component which essentially works in the field of drinking water supply in rural areas.

For sanitation, it is the Brigade Regionale pour l'Assainissement et Génie Sanitaire (the SAGS equivalent) which does the work. The household refuse in the garbage tanks is under the responsibility of the municipality refuse disposal department, as well as the emptying of latrines which is a paying service.

In the town, there is only one public W.C. Another one was built in town, but the total lack of hygiene on the part of the users made the municipality close those public latrines. In general, the fact that the space between houses which are built too close to one another doesn't encourage the people to build latrines. And the people prefer to relieve themselves in the nature.

In Fianarantsoa

The persons interviewed want to underline that their participation to the PRSP concerned only the validation phase of the intermediate document on the rural development theme . The result of this is that they couldn't contribute their ideas . And the participants think that their suggestions didn't count during the elaboration of the document . The civil society was, all the same, well represented in the workshops , but the number of participants from the WSS sectors was small .

The three main actors in the WSS field are : Jirama , the municipality and the BRAGS. In the town of Fianarantsoa , JIRAMA and the technical service in WS of the Urban municipality of Fianarantsoa are responsible for the control and the regulation the supply and the manangement of the drinking water supply.

The municipality , which is represented by the department of technical service does the maintenance and control in the sanitation field with the collaboration of the DRAT (Délégation Régionale des Aménagements territoriales) in Fianarantsoa

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Users' and consumers' associations are protected by regulations . At the municipality level, the recent changes in the supply structures characterized by the elaboration of an annual planning and later with the budgeting corresponding to each activity to facilitate the funding.

For example : WS : Installation of new water distribution points and public wash houses .

ASS : sanitation network extension in the quartiers for management : The change felt is the creation of a platform for the management (Private or community)

In Fianarantsoa , two zones are not served : zones which were earmarked for extension but which were not done for lack of financing ; and the high density zones where infrastructure doesn't meet the needs of the population and where all the WSS systems don't work any more.

5. The key issues and the way forward

5.1 Depoliticization of the PRSP and the WSS sector

The first main point to be underlined in this study is that the actors want and wish the depoliticisation of the approach rather than of the content . The government must give much more room to the actors in the WSS sector and let them speak.

Ⓜ Redefining the role of the state in the PRSP process and realization .

5.2 The Information

5.2.1 The distribution :

The distribution of the PRSP as a work document must be made as widespread as possible, using different communication and information media so that all the actors in PRSP know where they can find that document .

5.2.2 The Content

By the same information channel inform them about the main threads of the PRSP content . Show more precise information to the concerned actors , the detailed allocated budget , the action programme . Show complete and detailed data so that the readers can find the needed information in the field of their activities .

Ⓜ Improving the information part , the PRSP content and its diffusion

5.3 The approach

5.3.1 The participants

Review the “participative approach” so that the civil society as well as the regional and local resources persons be really representative.

Establish a complete list of actors operating in the WSS sector , for a broader consultation.

The funding problem of the different workshop should be solved before the organization of the workshops . The brain-storming should begin from the base and then go up to the local , regional , provincial and workshop .

α Improving the participative approach

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5.3.2 Organizers

Let each sectors organize specialized meetings at their level concerning their needs .
Let the civil society conduct workshops or at least with the administration representative

_ Let the local organisations organize the local workshops , manage the calendar with a global centering .

5.4 Follow up and Evaluation

5.4.1 Responsibility

Differentiate between the actor (or actors) who does the implementing and those who do the monitoring. From the beginning , it must be clear as to who does what and how. In the PRSP , the monitoring and evaluation are given by the government to the INSTAT , in the framework of the monitoring of the evolution of the HIPC work . Three surveys are planned in that direction in 2001 , an important and multitheme survey in the households, in 2002 , a subjective survey on poverty ; and in 2003 , a priority survey in the households .

_ separation of the power to do and the power to control.

5.4.2 Indicators

Each program or the actors in the WSS sector have their own indicators . It would be interesting to gather those different indicators and to include them in the PRSP because the present indicators in the PRSP are not specific enough , too global or ill classified. For example for monitoring drinking water access rate , the only monitoring is “Survey and JIRAMA , not really precise”.

The indicators must be simple but detailed .

Set up concrete indicators , which don't need expensive studies .

The indicators that the PSRP proposed give only “minimum indicators” which concerns the following themes : Population , health and nutrition , habitat , water and sanitation, education, employment, food, and economic issues . The indicators classification must be reviewed . Keep the “sanitation” indicator with the WS indicator which cannot be found in the health sector.

For the WSS sector , a categorisation attempt based on the possible impact of the WSS sector would give the following for water and sanitation .

a- Drinking water access rate

Percentage of wells and working water points, WC utilization rate (latrine , cesspool and septic tanks)

b- No indicators is proposed in the PSRP education

c- Literacy rate school attendance rate , success rate in examinations , pupils per teacher rate, Boys and girls school attendance ratio , amount in the national budget allocated to education

d- No indicators is proposed in the PRSP

Those indicators are not SMART (Spécifiques Mesurable et non ambiguë , atteignables et sensitive, réalisables et faciles à collecter).

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A project to set up a good monitoring and evaluation system to be include in the PRSP is being prepared . It will be made in the framework of activities that the UNDP support through the MAG/97/007 program: Governance and public policies for sustainable human development , with the INSTAT and four sectoral ministries (Finance, health, education, and Energy and Mines for water and sanitation).

But the problem is that financing of monitoring of the plan of actions is not clear in the PRSP.

_ Common definition of the indicators

_ Make clear in the PSRP the financing of the plan of the actions

_ The points to develop to improve future actions is the increase in financial and human resources in the sector, and to develop further the sanitation sector which is still minority subject in the WSS.

5.5 Realization and schedule

The majority of persons met think that the PSRP document doesn't clearly show the budget which is allocated to the sector (in terms of money and not in terms of percentage) , doesn't clearly show the steps to be followed and the details in the calendar.

For the monitoring for instance , the survey made by the INSTAT in 2001 is not analysed yet . The result of this survey should normally be published after 6 months, that is to say in June 2002. And yet , this survey is intended to be the reference base for the PRSP.

The calendar of the Initiative 20/20 should be in line with the setting up of the monitoring and evaluation system of the programmes and projects in the frameworks of the PRSP.

The final technical version of the PRSP was debated in the plenary conference of validation in September/ October 2001.It has not yet been valided by the council of ministers . Now, it serves as the reference in technical talks, mainly for example, in the elaboration of the document called "Review of public spending and foreign helps for the basic social services – updated: "étude 20/20" in November 2001 and in the preparation of the programmes of activities 2002 of the Ministry of Energy and Mines.

5.6 Legal framework and regulation

The application decree of the water Code is not published yet . The technical and provincial groups are constituted but are not operational yet .There are 2 big problem: there is no budget for the follow up which leads to unpaid work and to demotivated actors .

Effectiveness of ANDEA?

_ Application of the texts.

5.7 Mobilization of the civil society

Civil society has shown interest in finding the funding and organising with the help of PACT and UNDP. This allows them to organize small internal workshops and also to give documentation to their members .

But the representatives of the state reproach the lack in technical capacity of certain representatives of the civil society .

_ The continuity of the approach in order to be able to follow the realization of the PRSP

_ Training and support (organising, financial, technical) to be continued and to be developed.

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5.8. The workshop results

A workshop for exchanging information was organised on June 6, 2002 to allow the three main parties (Government, NOGs and civil society, financial backers) to review again some parts of this study results ; the three groups made their analysis of some themes they considered as incomplete.

Group	Themes	Members of the group
Government	<ol style="list-style-type: none"> 1. Conclusions, proposals for actions coordination 2. Conclusions, proposals to improve decentralisation 3. Conclusions, legal framework and its enforcement 	<ul style="list-style-type: none"> - Rakotomaria Etienne, Technical Adviser, MEM - Rakotondrainibe Herivelo, MEM-MEPSPE-PAEPAR - Razanamihaja Marie, MEM-DEA - Rakotomavo Marcel, MEM-DEA - Mafilaza Victor, Health Min. - Rakoto Vincent, SNAD - Raveloson Arsène, TARATA
Financial backers	<ol style="list-style-type: none"> 1. Conclusions, programs involvement in the PRSP 2. Conclusions, proposals to increase investments in WSS 3. Conclusions, proposals for monitoring-evaluation 	<ul style="list-style-type: none"> - Injerona Jean Eugène, SAHA Inter co operation Program - Razafindrasata Fidy, Water Aid - Andrianarison Ny Andry, Catholic Relief Service - Walraevens Pierre, UN/PAES Toliara - Ramanantenasoa Jocelyn, PAIQ/SPM, French Co operation - Pratt Dorcas, Water Aid - Nkusi Gilbert, UNICEF - Reiss Denis, DCEM - Rakotomalala Philémon, Caritas
Civil society	<ol style="list-style-type: none"> 1. Conclusions, proposals for participatory approach steps 2. Conclusions, proposals for each actor's roles and responsibilities 3. Conclusions, enhancing the value of WSS in the PRSP 	<ul style="list-style-type: none"> - Randriamampionona Lalao, Taratra - Rakotozeroma Victor, Caritas - Randrianasolo Nirina, FIKRIFAMA - Razafimahatratra Nomenjanahary, SAMVA - Andriamasinoro Mamy, AFVP - Razafinjato Gérald, Sandrandrano - Ranaivoson David, SAF FJKM - Rakotondrainibe fanja, STA Consultant

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To sum up the results :

1) The government group

- a. Coordination of actions
Responsible party : MEM
 - . proposal : to set up a data bank
 - . sanitation : not to be split from WS
 - . clarify : who is responsible for what in PRSP
- b. To clarify : role and relation : water, sanitation and environment
- c. Lack of training
 - . Application of decrees for the Water Law
 - . Information campaign and to increase awareness
 - . To stimulate again the platforms
- d. Setting up of “ANDEA”

The Technical Adviser of the Ministry of Energy and Mines confirmed that there is a State continuity, the current approach of the Ministry is acceleration, the Ministry is currently analysing all the factors that hinder the process

The Minister will submit the actions to be taken immediately to the Parliament next session

All the necessary institutions to apply the Water law will be set up before the end of this year

The responsible person of “SNAD” explained that PRSP is a document that evolves and could be then discussed again and improved. He also stressed : given that the people responsible for PRSP are in charge of the overall PRSP of all sectors, a collaboration with an other institution to manage the WSS will be welcome to make the relations easier.

2) The financial backers group

- a. the PRSP background and shape and form – involvement of financial backers
 - . A better implementation of costs recovery for public taps in order to perpetuate the financial backers’ needs
 - . The PRSP as a base document of references for all the actors who intervene in the WSS sector, namely the financial backers
 - . Organisation of workshops on water management system trying to review some consistencies in sanitation and access to water and on the setting up of a donors platform
 - . Information system availability at the regional and provincial levels
 - . Setting up of management structures for WSS
 - . Setting up of a donors platform to supply co ordination and planning of the actions and funds
 - . A better popularisation and enforcement of the Water law within the framework to undertake actions relating to water

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- . To define well the program to protect and manage water resources and underground waters in Madagascar
- . To tackle land problems relating to the setting up of public taps in all rural areas and urban as well

b. Monitoring and evaluation

- . To draw up very clear programming with very precise actions and monitoring line in the PRSP
- . Similarly for the indicators, they have to be simple but clear
- . To set up decentralised and centralised organisation structures that allow taking a census of and updating data and equipment relating to the WSS
- . To reinforce community based participatory approaches by setting up water committees throughout the regions of Madagascar

3) The Civil society group

It was impossible to discuss the third theme.

- a. Theme to be added : definition in term and notion of “strategy” and “program”
- b. The current PRSP :
 - . the expressed concern was “When will the final PSRP be issued ?”
 - . PRSP process : given the current events, it is impossible for the government to validate the PRSP
- c. Participatory steps and approaches :
 - . General process : the difference in results of SPA consultant studies and Water Aid network
- d. Participatory steps and approaches :
 - . General process : the difference in results of SPA consultant studies and Water Aid network
 - . General approach then WSS approach

Notes from the civil society (CS) regarding the workshops organisation :

Facing insufficiency and lack of information and a need for information transfer, “DRV”, “FIKRIFAMA” and “COMODE” tried to find financing for provincial preparatory workshops. SC representatives were absent from the workshops as the invitation came later. The CS would like for the next time to appoint itself its representatives to the workshops.

The roles the CS already played :

- translation into Malagasy of the temporary PRSP
- to prepare and give documents the CS representatives
- to defend the population’s interests

Briefly :

CS : counter power

CS : critical analysis

CS : role of proposing

CS : just a consultative opinion of the government

CS : to be involved in the policy and strategies base

CS: monitoring and evaluation

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Thus, it is in the Civil Society interest to be well organised

6 – Main contacts in the country

ADMINISTRATION

Department	Address	Contact names
S T A (Secrétariat Technique de l'ajustement Structurel)	Antsahavola	RAMAROKOTO Daniel Fanja Rakotondrainibe
S N A D (Secretariat National à l'Autopromotion et au Développement)	Maison de Produits 67 Ha	RAKOTO Vincent
MEM / Conseiller Technique	Antaninarenina	Monsieur RAKOTOMARIA Conseiller Technique auprès du Ministère
Ministère de la Santé	Ambohidahy	Docteur RABESON
Ministère de la Santé SAGS (Service Assainissement et Génie Sanitaire)	Tel : 032 02 418 34 020 22 608 34	Mr MAFILAZA Victor Assistant de recherché
Ministère de l'aménagement du territoire et de la ville	Anosy	
D E A (Direction de l'exploitation de l'eau)	Ampandrianomby	-Mr RAKOTOARIMANANA Directeur - Mme Haja Chef de service des Banques de données hydrogeologiques - Mr Manga Chef de service des ressources en eau - Mme Joséphine Chef de service AEPA
Direction Inter- régionale du MEM FIANARANTSOA	Fianarantsoa	
Direction Inter – régionale du MEM TULEAR	Tuléar	
Direction Inter - régionale du MEM MAHAJANGA	Mahajanga	
BRAGS FIANARANTSOA	Tel : 032 02 503 89	Mr RAKOTO RAMANIRAKA Rivo Nirina Responsable Technique
BRAGS TULEAR	Tuléar	
SERVICE DE LA VOIRIE ANTSIRABE	Service Technique Route de Betafo ANTSIRABE 110	Mr RAHARIMANANA Gabriel Responsable de l'assainissement et de l'urbanisation
SERVICE DE LA VOIRIE		Mme RAMANATENASOA

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FIANARANTSOA		Flavie Responsable de l'urbanisation
SAMVA (Service Autonome de maintenance de la ville d'Antananarivo)	BP 7635 101 Antananarivo Tel : 261 20 22 491 77/78 261 33 11 634 54	Mr Nomenjanahary RAZAFIMAHATRATRA Directeur

Financial backers

Organisations	Address	Contact names
WATER AID	Andrainarivo	Mr Joe Gomme Représentant à Madagascar
PNUD	Antsahavola	Gilbert AHO
World Bank	Anosy	
UNICEF	Behoririka	
European Union	Immeuble Ny Havana 67 Ha	Denis Thue Elien
British Embassy	Ivandry	
Embassy of Japan	Isoraka	

National NGOs and Programs

Organisation	Address	Contact names
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SAF FJKM	B P 623 Antananarivo 101 Tel : 261 20 22 227 78 Fax 261 20 22 270 33 e-mail saf @ dts.mg	Mr David RANAIVOSON Directeur National
TARATRA	Lot II L 73 bis Ankadivato Tél 261 20 366 90 Email : taratra@dts.mg	Mr Arsène RAVELOSON Coordinateur National
FIKRIFAMA	Ilafy	Mr William RAMAHAROARINOSY
FAFAFI SPAM Antsirabe	BP : 77 Antsirabe 110 Tel: 261 20 44 480 12 Tel : 032 02 481 86	Mr Jaona ANDRIANATOANDRO Chef de service de Micro-projet

Private Sector

Organisation	Address	Contact names
JIRAMA (Jiro sy Rano Malagasy)	Tel : 261 22 234 57	Mr Barison RAZAFINDRAZAKA Chef de Département Etudes et Amélioration
Ets SANDANDRANO		
AISV	Tel : 032 03 503 89	Mr RAKOTO RAMANIRAKA Rivo Nirina Président

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A E S (Alimentation en Eau dans le Sud)		Mr Lambo Joseph Directeur Général
UNA CIVILES	Tel (261) 20 22 690 60 Fax (261) 20 22 396 73 E mail : apc @ dts.mg	Mr Odon Georges REVELOSON Conseiller chargé de la Communication

International NGOs

Organisation	Address	Contact names
AIDE & ACTION		
PAIQ	Antsahavola	Mr André Shüster
AFVP	Ampandrianomby	Mr Lovasoa
FID		
CRS	Tsiadana	Dr Félicien RANDRIAMANANTENA SOA
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LDI Fianarantsoa		
PACT Mahajanga	Antsahavaky	Mme Hajasoa

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Glossary and Abbreviations

AEPA	Adduction d'Eau Potable et Assainissement
AEPSPE	Assainissement, Eau Potable, Soins Primaires de l'Environnement
AFVP	Association des Français Volontaires de Progrès
AFD	Agence Française de Développement
ANDEA	Autorité Nationale de l'Eau et Assainissement
BAD	Banque Africaine de Développement
BF	Borne Fontaine
BRAGS	Brigade d'Assainissement et Génie sanitaire
CE	Code de l'eau
CDE	Comité de l'Eau
CNEA	Comité National de l'Eau et Assainissement
CRS	Catholic Relief Service
DEA	Directeur de l'Eau et Assainissement
DIRMEM	Direction Inter-Régionale du Ministère de l'Energie et des Mines
DSRP	Document de Stratégie de Réduction de la Pauvreté
EDS	Etude Démographique et Sanitaire
FED	Fonds Européen de Développement
Fokontany	Quartiers
IEC	Information-Education-Communication
INSTAT	Institut National des Statistiques
IPPTE	Initiatives des Pays Pauvres Très Endettés
JIRAMA	Jiro sy Rano Malagasy – Eau et Electricité Malagasy
MEM	Ministère de l'Energie et des Mines
MINATV	Ministère de 'Aménagement de Territoire et de la Ville
MINSAN	Ministère de la Santé

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ONG	Organisation Non Gouvernementale
PADR	Programme d'Appui au Développement Rural
PAEPAR Rural	Projet Pilote d'Approvisionnement en Eau Potable et Assainissement en Milieu Rural
PAIQ	Programme d'Appui aux Initiatives des Quartiers
PIP	Programme d'Investissement Public
PNUD	Programme des Nations Unies pour le Développement
PNLCP	Politique Nationale de la Lutte Contre la Pauvreté
SAGS	Service de l'Assainissement et de Génie Sanitaire
SAMVA	Service Autonome de Maintenance de la Ville d'Antananarivo
SNAD	Secrétariat National à l'Autopromotion et au Développement
SEEM	Société Eau et Electricité de Madagascar
SNLCP	Stratégie Nationale pour la Lutte Contre la Pauvreté
STA	Secrétariat Technique d'Ajustement
UE	Union Européenne
UNICEF	Fonds des Nations Unies pour l'Enfance
WASAMS	Water and Sanitation Monitoring System