

FINAL PROJECT COMPLETION REPORT

I. BASIC DATA

Organization Legal Name: Conservation International – Madagascar

Project Title: (as stated in the grant agreement): *Biodiversity Advocacy in Madagascar.*

Implementation Partners for this Project:

Project Dates (as stated in the grant agreement): January 1, 2001 - December 31, 2004

Date of Report (month/year): April 2005

II. OPENING REMARKS

Provide any opening remarks that may assist in the review of this report.

Advocacy of biodiversity conservation in Madagascar has always been a substantial challenge. The popular perception as well as traditional land-use techniques support the view that forest and natural resources exist to provide short-term gains that enable people to avoid destitution tomorrow. Madagascar is a very poor country and it has seemed that conservation is a luxury that it cannot afford. There is now a general understanding of the substantial role biodiversity has to play in the day-to-day survival of many thousands of people, as well as in the economic growth of the country, and that biodiversity is what distinguishes Madagascar from a hundred other countries in the same state is no less than a triumph of visionary policy, as expressed in the Durban Vision, as well as reasoned advocacy in support of that vision.

III. ACHIEVEMENT OF PROJECT PURPOSE

Project Purpose: *Biodiversity conservation is fully embedded in the government development strategy and sectoral policies, and is reflected in the behaviour of all segments of civil society*

Planned vs. Actual Performance

Indicator	Actual at Completion
Purpose-level:	

<p><i>1.1 Government policy papers reflect environmental priorities and challenges</i></p>	<p>The Durban Vision, to triple the protected areas of Madagascar, is the governing principle for forest management in the country, as well as one of the pillars of an economic development strategy focused on Madagascar as a natural sanctuary. This vision is reflected in the workplan of the Ministry of Environment, Water and Forests for 2005, the Poverty Reduction Strategy Paper (recently ranked as one of the most environmentally sensitive so far produced) as well as in the NEAP.</p>
<p><i>1.2 Biodiversity continues to be central focus of Phase 3 of NEAP</i></p>	<p>The implications of the Durban Vision are central to the third phase of the National Environmental Action Plan. Conservation of biodiversity through sustainable resource use (in terrestrial and marine areas) and protected areas are two of the main themes.</p>
<p><i>1.3 Government forest policy reoriented</i></p>	<p>The Durban Vision is now the guiding principle for management of more than half of the unprotected forests of Madagascar. The Durban Vision Group has defined management rules which enable the Ministry to put in place protected areas that will conserve forest and natural habitats through zoning plans limiting the impact of mining, deforestation and commercial exploitation of timber.</p>
<p><i>1.4 Clear policies to stem/reverse the tide of illicit/illegal exploitation of natural resources</i></p>	<p>A review of all current logging permits showed that around 75% of them were breaking contract rules or completely illegal. Most of these were suspended or cancelled. Following further incidents of illegal logging and mining, two Decrees were issued, one suspending all new mining permits over 7.7 M ha of natural habitats, the other suspending all current logging permits in the same area. This area is that which will be reserved for implementation of the Conservation Sites under the Durban Vision.</p>
<p><i>1.5 Madagascar protected areas network declare World Heritage</i></p>	<p>Finally, in early 2005, we have an agreement with the Government that the eastern group of protected areas can be proposed to UNESCO as a World Heritage Site Cluster. A proposal to this effect will be submitted to UNESCO later this year.</p>

Describe the success of the project in terms of achieving its intended impact objective and performance indicators.

The major success of the project has obviously been in contributing to the debate that permitted the expression of the Durban Vision. This was achieved through a series of mechanisms, notably consistent low-pressure presence in committees related to the development of the NEAP, production of reports linking good environmental management with economic benefits, exposure of key decision-makers to international meetings and discussions, and many other discreet but effective communications tools. Communication in Madagascar is a difficult process to promote. In many cases, the communicator experiences a negative response as having been too forward in trying to promote an idea, with the result that the proposal suffers. For this reason many of the convention communications tools supported under this project did not have the impact desired, at least in the short term. Maintaining a consistent, reasoned and calm presence in many meetings, debates and discussions has turned out to be a more

effective mechanism for the transmission of messages, at all levels from the field to government. There have been many individual successes too; the creation of the Madagascar Biodiversity Trust Fund, the investment in the Trust Fund of 7.5 Million of IDA money as a grant (the only time that this will happen), the Biodiversity Reporting Award, the agreement of the World Bank to engage the Biocarbon Fund in forest conservation and restoration, the film Madagascar- A new Vision.

Were there any unexpected impacts (positive or negative)?

It has always been easy to blame conservation for the plight of rural poor in Madagascar, and in many cases this has been a means for unscrupulous politicians to advance their cause. Of course good management of environmental assets can only be of long-term economic benefit to the country, but making that point clearly and calmly is sometimes difficult. When, as at present, the “conservation caucus” is thought to have the upper hand, by those who perceive conservation and development to be opposites, then the rhetoric can get heated and damaging and polarized views tend to get aired. This has not served the aims of either development or conservation, and the correct response to this situation, as has always been promoted by CI in Madagascar, is that the benefits of good environmental management, including biodiversity, are manifold, and it is our duty to ensure that they are spread where they are due, not held in one sector. In this way the large majority will be better off, and our goal is to ensure that this majority includes those who have most need of being better off.

IV. PROJECT OUTPUTS

Project Outputs: Enter the project outputs from the Logical Framework for the project

Planned vs. Actual Performance

Indicator	Actual at Completion
Output 1: Processes fro influencing government policy decisions, legislation and environmental financing carried out	
1.1 <i>CI-MAD staff involved in the work of various committees:</i> - <i>committee on sustainable financing</i> - <i>Consultative committee of forest policy</i> - <i>Rural development and environment multidonor committee</i>	The Durban Vision is the center of government forest management policy The Biodiversity Trust Fund is created 7.7 M ha of primary natural habitat are protected from mining and logging under the recent Decrees The Poverty Reduction Strategy Paper is amongst the most environmentally sensitive in the world The World Bank agrees to Biocarbon Fund support to the Mantadia-Zahamena corridor
1.2 <i>CI-MAD participates in national debates on environmental, poverty alleviation, rural development policies</i>	CI personnel have been present in all fora where environmental policy has been discussed and developed. We have launched studies that enrich these debates and provided backstopping for government ministries on technical issues ranging from sustainability of logging to carbon sequestration. CI provides the Secretariat for the Durban Vision Group as well as the Chairman of

	the Board of the Biodiversity Trust Fund.
1.3 <i>CI-MAD conducts various economic and social studies on environmental matters</i>	The importance of good economic understanding in environmental management cannot be overstated. CI has conducted training courses for environmental economists, supported cost-benefit analyses in a range of ecological situations and developed an environmental modeling tool (TAMARIN) that improves understanding of processes that lead to environmental degradation. Multi-criteria evaluations of links between poverty, deforestation and infrastructure have been influential in orienting regional investment decision-making towards options that impinge least on ecological assets.
Output 2: Processes toward the declaration of Madagascar protected areas network as a world Heritage developed and implemented	
2.1 <i>Proposal to UNESCO developed</i>	The process of development of a proposal to UNESCO has taken much longer than expected due to a range of problems and misunderstandings with a range of actors. The proposal will be developed towards the end of 2005.
2.2 <i>Ongoing lobbying of UNECSO</i>	The agreement with UNESCO that a proposal be developed has required a considerable amount of debate, and a workshop held in early 2004 was the starting-point for the agreement.
Output 3: A communication strategy established and agreed among strategic partners	
3.1 <i>A communication strategy identifying main themes, targets groups, tools to be used together with M&E plan developed and carried out during CEPF funding period</i>	Direct and overt communications campaigns have never been all that successful for CI in Madagascar. We held a communications planning workshop and recruited a communicator, but the resulting communications products were not well adapted to our needs. For the last year we have relied on local communications service providers to produce communications materials, with some great successes, for instance the environmental stage show Diann'y Manananlity.
Output 4: An action plan to involve national media is in place and operational	
4.1 <i>Two visits to highly sensitive sites organized</i>	Malagasy journalists covered the major environmental events of the period, including the launch of the PE3, the Durban World Parks Congress, and the World Environment Day,
4.2 <i>Awareness campaigns organized each year around a specific event</i>	Journalists were heavily involved in publicizing a range of internationally important stories, including the Durban Vision, the conservation site Decrees, the CI Forest Cover change map, and many others
Output 5: Communication activities targeted at rural communities developed and executed	
5.1 <i>Specific communication activities by the Zahamena project and the Miray project</i>	Communication activities were mainly carried out through media events such as the World Environment Day. However there were also a number of communication activities through written, oral and visual media, as well as villages information centers in the MIRAY project days, within the framework of the regional communications plan. Latterly, a series of Ecotourism Round Tables used communications tools extensively in order to bring together local

	<p>communities interested in developing ecotourism facilities and the private sector.</p> <p>Latterly, a successful project was run with print journalists- that of the Biodiversity Reporting Award, in collaboration with CI-Washington. A competition for the best print story on the environment was won by a journalist who then participated in the World Conservation Congress in Bangkok in October 2004, where she was presented the award by Her Imperial Highness Princess Takamado.</p>
<p>5.2 A program of small grants NGOs for on-the ground communication activities has been put in place</p>	<p>Participatory Rural Appraisal campaigns were carried out in many communes in order to develop Communal Development Plans. These were also good opportunities for awareness-raising campaigns. On a more formal basis, some NGOs could carry out communication activities in favor of conservation, including reforestation activities and bat conservation awareness.</p>
<p>Output 6: project Management system in place and operational</p>	
<p>6.1 Program supervision and oversight carried out throughout CEFP funding period</p>	<p>Activities carried out in accordance with the standards</p>
<p>6.2 administrative systems in place for review and approval process of funding</p>	<p>ditto</p>

Describe the success of the project in terms of delivering the intended outputs.

As can be judged from the foregoing, the major success of this project was in changing the perception of biodiversity conservation from one of the preoccupation of western NGOs to a central marketing principle of the country. Where this strategy still has a long way to go is in bringing the direct economic benefits of this approach to local communities, both in the sense of the awareness of potential (the knowledge) as in the receipt of benefits. The advocacy impacts of the project were to some extent enabling conditions for rural impacts, as communication of the benefits of biodiversity conservation at the community level are worth relatively little if they are continually being undermined by incompatible government policy. While there is still some residual resistance to the change in government policy, notably at the middle levels of the administration, the increasing profile and visibility that Madagascar has had on the world stage as a result of the Durban Vision will hopefully make this a minority view relatively rapidly

Were any outputs unrealized? If so, how has this affected the overall impact of the project?

The major delays and unrealized outputs relate especially to the UNESCO proposal and the links with print and media journalists. The World Heritage proposal is finally under way, after more than three years of delays. The relative lack of success with making environmental issues a journalistic preoccupation is perhaps a sign that the general atmosphere towards the environment needed to be improved at the political level first. It is also the case that print journalism does not have a tradition of investigative innovation in Madagascar, and environmental stories often require hard work and initiative. The overall flavour of journalism is changing gradually, however, especially as the profile of Madagascar's environment changes on the world stage and more and more Malagasy journalists travel abroad to experience it.

V. SAFEGUARD POLICY ASSESSMENTS

Provide a summary of the implementation of any required action toward the environmental and social safeguard policies within the project.

VI. LESSONS LEARNED FROM THE PROJECT

Describe any lessons learned during the various phases of the project. Consider lessons both for future projects, as well as for CEPF's future performance.

The major lessons for CI of this project are that it is essential to have a solid, consistent, and defensible position regarding biodiversity conservation if we are to succeed in advocacy. There are many people with private interests who would like to annex natural resources to their own ends, and if the common interest for biodiversity conservation is to be served, we have to be able to pass the message that the world as a whole is better off with biodiversity than without, economically as well as ecologically. More specifically, we need to be able to show that the poorest sections of society can benefit materially from the good management of their environment. The message about biodiversity therefore needs to be nuanced in many different ways according to circumstance, and also our commitments need to be backed up by targeted and effective actions, which we are able to quote accurately and replicate.

Another key lesson for us is that while engagement of communities and conservation work on the ground is the core piece of the work we do, it can also be brought to nothing if there is not an engagement from the highest political level to make it work. This piece therefore needs substantial and effective effort, adapted to local circumstances, as an essential corollary to our field activities.

Project Design Process: (aspects of the project design that contributed to its success/failure)

With a project so focused on theoretical impacts such as advocacy, rather than concrete impacts on the ground, we had to be fairly general in specifying the activities that would take place. They were mostly formulated in terms of presence in meetings or committees, which is by itself no guarantee of success. The results that occurred were also largely outside the direct control of the project executants, being changes in perspective of government officials and politicians. The project design (and execution) was set up to allow the principal project staff maximum flexibility in deploying their advocacy tools and meeting time.

Project Execution: (aspects of the project execution that contributed to its success/failure)

Same remarks as above.

VII. ADDITIONAL FUNDING

Provide details of any additional donors who supported this project and any funding secured for the project as a result of the CEPF grant or success of the project.

Donor	Type of Funding*	Amount	Notes
USAID/MIRAY	B	\$ 35,507	

project			
Moore	B	\$ 28,801	
USAID/MIARO project	B	\$ 15,507	

***Additional funding should be reported using the following categories:**

- A** *Project co-financing (Other donors contribute to the direct costs of this CEPF project)*
- B** *Complementary funding (Other donors contribute to partner organizations that are working on a project linked with this CEPF project)*
- C** *Grantee and Partner leveraging (Other donors contribute to your organization or a partner organization as a direct result of successes with this CEPF project.)*
- D** *Regional/Portfolio leveraging (Other donors make large investments in a region because of CEPF investment or successes related to this project.)*

Provide details of whether this project will continue in the future and if so, how any additional funding already secured or fundraising plans will help ensure its sustainability.

VII. ADDITIONAL COMMENTS AND RECOMMENDATIONS
