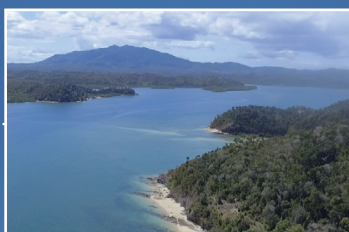




# INDEPENDENT COUNTRY PROGRAMME EVALUATION MADAGASCAR



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# INDEPENDENT COUNTRY PROGRAMME EVALUATION MADAGASCAR

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# Foreword

We are pleased to present this Independent Evaluation of the UNDP Country Programme in Madagascar. This is the first evaluation of UNDP activities in Madagascar, covering the period from 2015 to mid-2018. This evaluation was conducted by the UNDP Independent Evaluation Office and is part of a series of country-level evaluations around the world. It is an essential element of UNDP accountability to national partners and stakeholders, and to its Executive Board.

Since independence, the Republic of Madagascar has experienced socio-political crises that have had negative impacts on the economy and the socio-economic environment. Madagascar is classified as a country with weak human development. In order to enable the country to emerge from the crisis to move towards sustainable development, the Malagasy Government elaborated in 2015 the National Development Plan. UNDP, present in Madagascar since 1992, supports the Government in the areas of democratic governance and peacebuilding as well as sustainable and inclusive development.

The evaluation found that the UNDP programme has achieved encouraging results, particularly with regard to the electoral process, the fight against corruption, access to justice, security sector reform, environmental protection and job creation. The refocusing of UNDP interventions in the Androy

region in the south of Madagascar has laid the foundation for resilience and recovery for the poor and vulnerable populations in this region. Areas of focus to further strengthen UNDP's contribution to Madagascar's development raised by the report include a more explicit theory of change; coordination of UNDP interventions at the regional level; partnership with local and regional authorities to strengthen their capacity to manage the planning and implementation of municipal development; as well as better monitoring and evaluation and knowledge management.

The report includes a series of recommendations that UNDP will consider during its next programming period in Madagascar, and the management of UNDP Madagascar has already indicated the measures it plans to take.

We hope that this report will be useful to readers seeking a better understanding of the wide support provided by UNDP, including what has and has not worked, and that it will allow UNDP to better position itself to help Madagascar on its trajectory towards sustainable development.



**Indran A. Naidoo**  
**Director, Independent Evaluation Office**



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# Acronyms and Abbreviations

<b>ARSSAM</b>	Support to the Reform of Security Sector in Madagascar
<b>BIANCO</b>	Independent Anti-Corruption Office
<b>BNGRC</b>	National Office for the Management of Risks and Catastrophes
<b>CENI</b>	National Independent Electoral Commission
<b>CFW</b>	Cash for work
<b>CPAP</b>	Country programme action plan
<b>CPD</b>	Country programme document
<b>CTD</b>	Decentralized territorial communities
<b>CURA</b>	Regional University Centre of Androy
<b>GDP</b>	Gross Domestic Product
<b>GEF</b>	Global Environment Facility
<b>ICPE</b>	Independent Country Programme Evaluation
<b>IEO</b>	Independent Evaluation Office
<b>IGA</b>	Income-generating activities
<b>MDG</b>	Millennium Development Goal
<b>MFI</b>	Microfinance institutions
<b>OHCHR</b>	Office of the United Nations High Commissioner for Human Rights
<b>PA</b>	Protected area
<b>PAC</b>	Anti-Corruption Pole
<b>PADRC</b>	Support to Decentralization and Community Resilience
<b>PDLII</b>	Integrated and Inclusive Local Development Plan
<b>PDSPE</b>	Planning of Development, Private Sector, Employment
<b>PRR</b>	Recovery and Resilience Plan
<b>PTFM</b>	Multifunctional Platform
<b>SDG</b>	Sustainable Development Goals
<b>ToC</b>	Theory of change
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Population Fund
<b>UNICEF</b>	United Nations Children's Fund
<b>UNV</b>	United Nations Volunteer



# Evaluation Brief: ICPE Madagascar

The Independent Evaluation Office of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation in Madagascar in 2018, covering the period from 2015 to mid-2018, namely three and a half years of the current 2015-2019 cycle. The programme has two main components: (i) democratic governance and peacebuilding; and (ii) sustainable and inclusive development; with gender and resilience as cross-cutting issues. Following the drought in southern Madagascar in 2015-2016, UNDP decided to focus on Androy, the poorest and most vulnerable region with the lowest socio-economic indicators in the country.

## Findings and Conclusions

The UNDP country programme is aligned with national development priorities and responsive to the country's needs. However, the country programme action plan (CPAP) did not present an explicit theory of change (ToC) with pathways from outputs to outcomes and impacts and assumptions about the responsibilities of government partners in order to achieve them. The programme design also lacks an explicit recognition of risks, notably around the uncertainty as to capacities of decentralized authorities to manage projects and to integrate UNDP activities into local development plans.

UNDP interventions have achieved significant results. These include the support provided to the electoral process, fight against corruption, security sector reform, access to justice, and planning and integration of the Sustainable Development Goals. UNDP support has also strengthened the national protected areas system and launched job creation and livelihoods initiatives for the poor and vulnerable. Amid the existing challenges, however, much remain to be done. The results of the work of the Independent Anti-Corruption Office's territorial branches have not been scaled up beyond

UNDP-supported regions; nor have the experiences of the legal clinics. On protected areas, additional support is needed to consolidate the conditions for the sustainability, particularly financial, of the results obtained. Most jobs have been generated by UNDP-funded labour-intensive activities which are temporary and therefore not sustainable. Income-generating activities in Androy have just started and need to be consolidated.

UNDP support to strengthening the capacity of decentralized authorities should be recognized. However, progress varies across municipalities and the scope of support is such that it has not promoted transformational changes. Most municipalities face enormous challenges including insufficient capacity and resources to implement the developed plans.

UNDP's capacity-building strategy, comprising simultaneous interventions at macro and micro levels, is sound, as it addresses the problem of weak local-level governance. However, the lack of support at the meso level – the intermediate level that ensures the coherence and logic of intervention between the conception of the policy and strategy of sustainable and inclusive development, and the operationalization at the community level – requires additional monitoring and coordination. This has an impact on the programme's sustainability.

The decision to refocus interventions in Androy is appropriate, implying a search for more efficiency in accelerating and amplifying the effects of interventions aimed at reducing chronic acute vulnerability in this region. With this refocusing, UNDP was able to lay the groundwork for resilience and recovery for the region's poor and vulnerable populations. The start-up results are encouraging but remain below what can be achieved with good coordination of UNDP interventions at the regional level, a partnership with the respective decentralized authorities to co-manage project approaches, and a partnership with other development actors. UNDP has had strong and diverse partnerships

with government institutions but less so with decentralized authorities, civil society and the private sector at the regional and local levels. Partnerships with other development actors are still weak, and the programme has not sufficiently synergized its interventions in the Androy region with those of donors and other development actors.

UNDP has substantially integrated gender dimensions into its programming. The country office has a gender strategy and makes obvious efforts to mobilize women's participation in UNDP project activities. However, there is a lack of explicit interventions to support national dynamics for the empowerment of women and

girls and their participation in public, political, economic, social and cultural life. The programme also lacks interventions that specifically aim to strengthen the entrepreneurial and managerial skills and capacities of women engaged in different value chains.

The current UNDP monitoring and evaluation system is limited to monitoring the implementation of interventions and does not include in its tools the capitalization of project experiences to communicate with partners and to allow institutional learning. There is a risk of losing valuable information, of not being able to share it with potential users or of not using it when designing a new project or programme.

## Recommendations

**Recommendation 1.** UNDP should continue to prioritize a logical continuation of the sustainable development efforts initiated in the Great South – particularly in the Androy region – to stimulate transformational changes. This prioritization must be conceptualized on the basis of an explicit sub-ToC, which must shed light on the strategic development objectives as well as the transformational changes to be targeted.

**Recommendation 2.** In preparing the next country programme document, UNDP must develop an explicit ToC, allowing for better visibility and understanding of UNDP support for transformational change, explicitly identifying the intended changes in terms of outcomes and impacts, as well as including the corresponding assumptions about partner responsibilities and other necessary conditions to be put in place. Based on the ToC, UNDP should develop a set of outcome indicators in addition to the usual output indicators, which will make

it possible to measure transformational changes through an analysis of UNDP's contribution.

**Recommendation 3.** UNDP should advocate with its government partners – with the support and active participation of all technical and financial partners of Madagascar – for the implementation of the Government's political commitments and for scaling up of good practices and know-how acquired through its programme, for example, with the experiences in anti-corruption measures and legal clinics.

**Recommendation 4.** UNDP should continue support for improving environmental governance and reconciling natural resource management with development challenges at regional and community levels.

**Recommendation 5.** UNDP should continue its support for capacity-building of decentralized authorities, with a focus on improving their competences in coordination and delivery of development projects.

**Recommendation 6.** It is important to identify and integrate strategic and operational interventions and approaches leading to structural and transformational change, in order to create a socio-economic and cultural environment that provides the opportunity for women and girls to participate effectively in public, political, social, economic and cultural life at all levels. This should be done in collaboration with UN agencies and national partners and aim at strengthening the skills and entrepreneurial and managerial capacities of women in different value chains.

**Recommendation 7.** UNDP must strengthen its programme monitoring and evaluation system so that it can go beyond the regular collection of data on the progress of activities, outputs and results against targets for the main indicators defined in the CPAP and provide timely information on changes at the outcome and impact level to which UNDP is contributing. UNDP should integrate a knowledge management component into this system.

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# CHAPTER 1

## BACKGROUND AND INTRODUCTION

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## 1.1 Purpose, objectives, and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation (ICPE) in Madagascar in 2018. The ICPE covered the period from 2015 to mid-2018, namely three and a half years of the current 2015-2019 cycle. Its objectives are as follows:

- Support the development of the new UNDP country programme;
- Strengthen the accountability of UNDP vis-à-vis national stakeholders;
- Strengthen the accountability of UNDP vis-à-vis the UNDP Executive Board.

This first ICPE in Madagascar aims to provide key elements for the development of a new country programme, which the country office and relevant national stakeholders will implement starting in 2020.

## 1.2 Overview of the national development context and challenges

The Republic of Madagascar has experienced four socio-political crises since independence: in 1972, 1991, 2002 and 2009. The 2009 crisis saw an unconstitutional change of power which triggered the suspension of aid by the country's main donors, except for emergency aid. After multiple unsuccessful attempts to find a political solution to end the crisis, the Malagasy political actors finally signed a roadmap on 17 September 2011 for new elections, which took place in late 2013 and led to a return to

democratic constitutionalism. The next elections are scheduled for November 2018.

Recurring crises have had negative impacts on the economy and the socio-economic environment. The country's situation is marked by persistent poverty and inequality. GDP per capita was US\$391 in 2016, down from \$470<sup>1</sup> just before the 2009 crisis. This rate places Madagascar among the 10 poorest countries in the world.<sup>2</sup> Madagascar is also ranked among the countries with the lowest human development index (HDI) in the world<sup>3</sup>, ranking 158th out of 188 countries with an HDI value of 0.512, compared to 0.523 for sub-Saharan Africa, and 0.717 for the world in 2015. The poverty rate, measured on the basis of \$1.9 per day (in purchasing power parity), is 76.2 percent.<sup>4</sup>

Corruption is one of the major obstacles to the country's socio-economic and political development. According to an International Monetary Fund report<sup>5</sup>, corruption reduces social welfare by diverting resources for private gain, weakening institutions, reducing government legitimacy, eroding the business climate and lowering the quantity and quality of investment, and increasing fiscal instability.

With the return to democratic constitutionalism at the end of 2013, the Government – supported by UNDP and other partners – developed several frameworks for institutional and legal reforms and on the modernization of public administration as well as on public finance management and procurement regulations.<sup>6</sup> Although the majority of these frameworks were promulgated by the National Assembly and the Senate, after validation in the Council of Ministers, the absence of implementation decrees impedes their application. Among the reasons for this situation, the Government's technical and financial partners agree that: (i) public bodies suffer from a lack of resources to fully carry

<sup>1</sup> Source: World Bank.

<sup>2</sup> Ministère de l'Économie et des Finances, France (2016). Madagascar. <<https://www.tresor.economie.gouv.fr/Ressources/Pays/madagascar/6>>.

<sup>3</sup> PNUD (2018). Rapport National sur le Développement Humain – Madagascar 2018. <[http://www.mg.undp.org/content/madagascar/fr/home/library/mdg/publication\\_1111/](http://www.mg.undp.org/content/madagascar/fr/home/library/mdg/publication_1111/)>.

<sup>4</sup> World Bank (2018) Madagascar – Overview <<http://www.banquemondiale.org/fr/country/madagascar/overview>>.

<sup>5</sup> International Monetary Fund (2017), 'Republic of Madagascar – Selected issues', IMF Country Report No. 17/224.

<sup>6</sup> Strategy 2020 'Together against corruption', Transparency International – Madagascar Initiative (TI-IM).



out the tasks entrusted to them; (ii) there is a lack of a platform that would coordinate relevant entities and create synergy in the implementation of policies and laws; and (iii) there is a perception of a lack of political will from state authorities to effectively implement institutional and legal frameworks.

International reports suggest that cases where political decision takes precedence over the relevant technical aspects in the appointment of senior officials in the civil service have reinforced the lack of capacity and capability within state institutions, particularly in key sectors.<sup>7</sup> An underlying cause of this situation is the lack of a sense of public interest at different levels of State and public administration, and the climate of impunity due to the lack of sanctions, and insufficient allocation of resources to ensure that audit and oversight services can fully carry out their mandate.<sup>8</sup>

In addition to the lack of capacities and capabilities, Madagascar faces, at the national level, low social accountability, low citizen participation, and the duplication of responsibilities of the competent authorities.<sup>9</sup> The country also struggles with the interpretation and application of the texts on the mandates of the various decentralized structures, which may open at times the way to abuses in the management of finances and public affairs.<sup>10</sup> At the local level, technical and financial partners are confronted with the lack of effectiveness of decentralization, which is manifested by the absence of the State and a very high level of dependency, particularly among local authorities.<sup>11</sup> Although all the necessary tools and capacity are in place, decentralization suffers mainly from the State's weak political will for its implementation.

Environmental challenges remain considerable. Due to its geographical location and its isolation for a little over 100 million years, Madagascar has developed an exceptional and unique flora and fauna which attracts many tourists. One of the 36 biodiversity hotspots identified globally, it is also one of the most threatened hotspots, considered a priority for protection because of the extreme diversity of highly endemic species,<sup>12</sup> and the alarming rate of destruction of this biodiversity. The country is exposed every year to extreme hydro-meteorological hazards such as cyclones, floods, and droughts. Its hurricane mortality risk index ranks Madagascar among the top 10 countries in the world. Agriculture remains the main income-generating activity for more than 80 percent of Malagasy living in rural areas, but the structures and infrastructures supporting the growth of this activity date back to the 1980s and are no longer resilient to more intense and more frequent climatic events. This situation exacerbates the losses and damage to vulnerable communities in rural areas and increases the rate of poverty each year. The main manifestation of this poverty on the living conditions of households is food insecurity. A 2017 report by the Food and Agriculture Organization (FAO) found 0.8 million people in phase 3 of food insecurity in southern Madagascar.<sup>13</sup>

The Great South of Madagascar is an arid zone that recurrently suffers the impacts of drought. On the one hand, the combination of the effects of the El Niño phenomenon in this part of the Indian Ocean, including the last cycle which began in March 2015, of the 2013-2015 locust invasion, and of the

<sup>7</sup> Although some sources suggest recent improvements in frameworks strengthening the integrity of the civil service, numerous studies, media articles and reports have pointed to nepotism, cronyism and patronage-based appointments in Madagascar's civil service. See, for example, Razafindrakoto M., Roubaud F. (2001), 'Vingt ans de réforme de la fonction publique à Madagascar'. See also Transparency International (2014), 'Overview of corruption and anti-corruption in Madagascar'. The World Bank's 2015 Systematic Country Diagnostic reports on instances of corruption affecting the manufacturing sector, natural resource management, electricity provision or customs services, among others.

<sup>8</sup> Comité pour la Sauvegarde de l'Intégrité – Madagascar (2014), 'Évaluation de la Performance des Agents de l'État'.

<sup>9</sup> Afrobarometer Briefing Paper No.141 (2014), 'Redevabilité sociale et attentes des Malgaches envers leurs dirigeants'.

<sup>10</sup> Banque Mondiale (2013), 'Madagascar: Pour un dialogue sur les enjeux de développement'.

<sup>11</sup> See UNDP, Project Document for 'Programme d'Appui à la Décentralisation et la Résilience Communautaire'.

<sup>12</sup> Critical Ecosystem Partnership Fund (2014). 'Ecosystem hotspot profile of Madagascar and the Indian Ocean Islands', <[https://www.cepf.net/sites/default/files/ecosystemprofile\\_madagascar\\_fr.pdf](https://www.cepf.net/sites/default/files/ecosystemprofile_madagascar_fr.pdf)>.

<sup>13</sup> FSIN, rapport Mondial sur les crises alimentaires 2017, <<http://www.fao.org/3/a-br324f.pdf>>.

passage of the two cyclones – Chedza and Fundi – during the 2014-2015 season, severely affected the population of the Great South, and led to an unprecedented situation of Kere (heightened food insecurity). As a result, 1.1 million people, 80 per cent of the rural population in the South, were affected by food insecurity.<sup>14</sup>

In Malagasy society, women's position depends on their ethnicity. This condition greatly influences the level of household resilience when it is headed by a woman. In the northern and central regions of Madagascar, women generally find their place in the social and economic system in the same way as men. However, in the southern regions of the island, although women provide income for the household, they have limited right to use these resources and even less right to local development actions. This situation is detrimental to any attempt at sustainable development since the elaboration of the framework documents – strategy, policy, plan – does not include the participation or the inclusion of women as actors of development, particularly at the community level. The vulnerability of these women heads of households is accentuated in the event of disasters. In addition, the position and education of women in Malagasy society, in general, neither prepares them for nor predisposes them to participation in political life. The number of women in senior management positions in the State is still low.

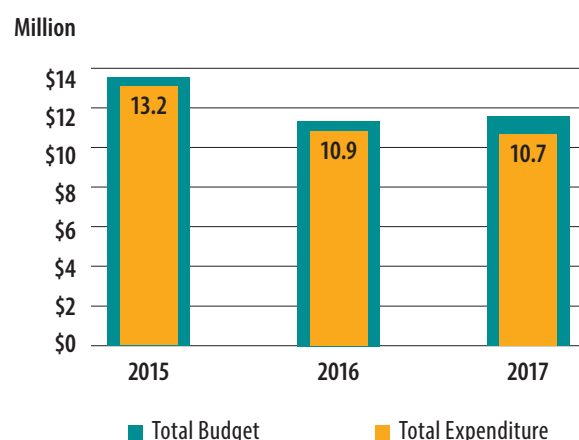
In response to these numerous challenges, and in order to enable the country to emerge from a situation of crisis and move towards sustainable development, the Government formulated its National Development Plan (NDP) in 2015, which is based on three pillars: i) improve governance; ii) promote economic recovery and; iii) expand access to basic social services<sup>15</sup>. The support of its technical and financial partners was manifested by a commitment of \$6.4 billion to support development projects – aligned with the NDP – over the period from 2017 to 2020. In addition, \$3.3 billion in investment was

committed by the private sector. These commitments were made during the Donors and Investors Conference organized by the Malagasy Government in Paris in December 2016, with the support of the African Development Bank, the World Bank Group and UNDP.

### 1.3 Overview of the UNDP programme

UNDP's current programme cycle builds on the 2015-2019 United Nations Development Assistance Framework (UNDAF). As soon as the 2015-2019 UNDAF was signed with the Government in June 2014, UNDP started formulating its country programme document (CPD), followed by the development of a country programme action plan (CPAP). The proposed programme has two main components: (i) democratic governance and peacebuilding; and (ii) sustainable and inclusive development, with gender and resilience as cross-cutting issues. At the time of the evaluation, the country office employed 48 UNDP staff, 45 contractors, and 31 United Nations Volunteers (UNVs). The budgets and expenditures of the programme by year and by outcome are detailed in Figures 1 and 2.

**FIGURE 1. Evolution of Programme Budget and Expenditure**



<sup>14</sup> Data from <<http://www.matin.mg/?p=35527>>.

<sup>15</sup> Republic of Madagascar (2015), National Development Plan (NPD) 2015-2019, <[http://mg.chm-cbd.net/implementation/Documents\\_nationaux/document-cadre/plan-national-de-developpement-pnd-2015-2019](http://mg.chm-cbd.net/implementation/Documents_nationaux/document-cadre/plan-national-de-developpement-pnd-2015-2019)>.

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**FIGURE 2. Expenditure by Outcome**

Source: Atlas (2018)

The democratic governance and peacebuilding component of the UNDP programme includes a number of projects on election (total expenditure amounting to around \$7.9 million in 2015-2017, including expenditure from the PACEM [electoral support] project which was closed in 2016), rule of law (total expenditure of around \$2.5 million), support to decentralization and community resilience (total expenditure of around \$4 million) and a few smaller projects funded by the Peacebuilding Fund to support peace consolidation and national reconciliation, democratic institutions, and security sector reform (total expenditure of around \$1.6 million).

The sustainable and inclusive development component includes a project on development planning, private sector and employment (total expenditure amounting to around \$6.7 million in 2015-2017), protected areas (\$3.8 million), budget management (\$1.6 million), climate change (around \$1 million), a number of projects supporting community resilience and livelihoods (around \$2.3 million) and some smaller projects on green employment and environment. A detailed list of projects reviewed for this evaluation can be found in Annex 4 (available online).

## 1.4 Evaluation methodology, process and limitations

**Scope of the evaluation.** The Madagascar ICPE covers the period from 2015 to mid-2018, namely the first three and a half years of the current 2015-2019 programme. The ICPE covers all UNDP activities in the country and interventions financed by all sources of funding, including UNDP core resources,

donor funds and government funds. The ICPE also covered non-project activities – such as coordination and advocacy – considered important for the country's political and social agenda.

**Methodology.** The evaluation based its analysis on the results framework presented by the CPAP. It looked at each of the planned results and considered their links to the programme's objectives. As the CPAP did not provide a theory of change (ToC)<sup>16</sup>, the evaluation reconstructed one which was used in the analysis.

The evaluation aims to answer the following three main evaluation questions: (i) what were the objectives of the country programme during the period under review? (ii) to what extent has the programme achieved (or is likely to achieve) its intended objectives?; and (iii) what factors contributed to or hindered UNDP's performance – and eventually, to the sustainability of results? In addition, as gender equality is central to UNDP's support to countries to implement and achieve the 2030 Agenda for Sustainable Development and the SDGs, the evaluation will also analyse the extent to which UNDP Madagascar support was designed and did contribute to gender equality. To answer these questions, the evaluation methodology includes triangulation of the following elements:

- An analysis of the programme portfolio as well as a review of programme documents, documents and reports on projects implemented by the UNDP and the Government, evaluations<sup>17</sup>, UNDP institutional documents (strategic plan, results-based annual reports,

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<sup>16</sup> The inclusion of a ToC was not mandatory at the time of the country programme development.

<sup>17</sup> Six decentralized evaluations were undertaken since 2015: the UNDAF mid-term review, the CPD mid-term review and four project evaluations. Three decentralized project evaluation reports have gone through the IEO's quality assurance and were all rated 4 (moderately satisfactory).

etc.), data on programme outcome indicators (sex-disaggregated data where available), research, and other available country-related publications. The main documents consulted by the evaluation team are listed in Annex 7 (available online).

- Approximately 100 interviews were conducted with UNDP-Madagascar country office staff, representatives of the authorities and of the various governmental institutions at the central and local levels, officials and staff of other UN organizations, development partners, civil society organizations, and beneficiary populations (men and women) of the country programme. The institutions the evaluation team met were identified on the basis of the desk review of UNDP programme and general country context documents; and included not only the main partners of the UNDP programme, but also the main development actors in the country. These interviews were used to collect data and assess stakeholders' perceptions of the scope and impacts of UNDP programme interventions for men and women, including their respective contributions and performance, and to determine the constraints encountered in the implementation of the projects as well as the strengths and weaknesses of UNDP in Madagascar.
- Field visits allowed the evaluation team to see the achievements of some key projects and conduct semi-structured interviews with recipients of UNDP-supported interventions. The team visited a sample of sites in Androy, Toliara, and Mahitsy. Project sites were identified on the basis of programme documents and through discussions with UNDP programme managers and national partners. Efforts were made to ensure that the sites visited during the evaluation covered all major areas of UNDP interventions and were representative of UNDP's approaches and the diverse Malagasy context. The sites to be visited were also chosen

to allow the evaluators to be able to interview a diverse array of stakeholders in UNDP's intervention areas, including project beneficiaries, decentralized territorial community authorities, and regional technical service staff.

**Process.** Following the development of the terms of reference for the ICPE (Annex 1, available online) in January 2018, the IEO recruited an international expert and a national expert.<sup>18</sup> A pre-mission questionnaire was sent to the country office in February 2018 in order to facilitate and collect the country office's self-reflection on performance and results. The lead evaluator of IEO, the associate evaluator and the two experts conducted the data collection mission from 12 to 28 March 2018. During the data collection mission, the team divided itself into two, sometimes three groups in order to cover as much ground as possible. At the end of the field mission, preliminary results and reflections were shared with the country office. Subsequently, the team drafted separate reports on each outcome area, the findings of which were synthesized in the overall ICPE report.

Efforts were made during the planning process to organize the ICPE mission concurrently with the audit of the country office, performed by the Office of Audit and Investigations, allowing both missions to combine several meetings, as well as compare notes and findings. This provided the ICPE team with additional insight into operational issues and helped to reduce the logistical burden on the country office and its partners.

The draft report was submitted to the IEO for internal review, as well as to an external expert (member of IEO Evaluation Advisory Panel), then to the country office and UNDP Regional Bureau for Africa, and finally to the Government and other national partners. A videoconference workshop brought together key programme stakeholders and provided an additional opportunity to discuss results and recommendations, and to obtain feedback and clarification on the ICPE report before finalization.

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<sup>18</sup> The experts are responsible for different thematic areas of the programme, gender is considered a cross-cutting theme.





# CHAPTER 2

## FINDINGS

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP  
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness  
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability  
COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness  
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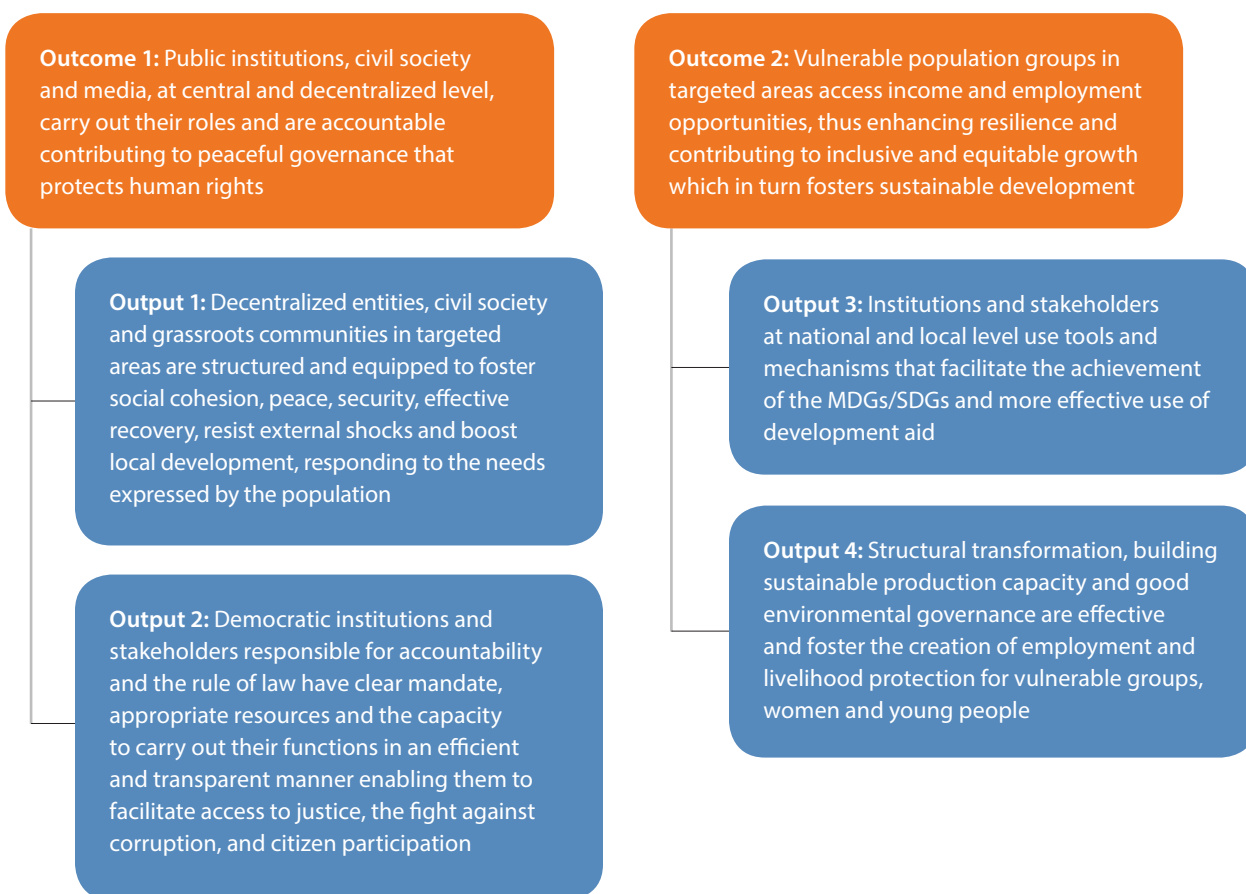
**Finding 1.** Following the drought in the south, UNDP decided to focus on the Androy region in southern Madagascar. The decision implies reducing the level of investment in certain programmes carried out in other regions of the country. With the concentration of resources in Androy, the country office aimed to obtain and demonstrate more significant results in this region, and based on that, mobilize more resources for its programme. This was an appropriate and relevant decision given that Androy is the poorest and most vulnerable region with the lowest socio-economic indicators and over 90 percent of the population living in extreme poverty.

The 2015-2019 UNDP country programme in Madagascar aims to contribute to the achievement of the first two results of the UNDAF. Based on the two main components of governance and sustainable development, with gender and resilience as

cross-cutting themes, the CPD/CPAP describes the following four outputs, as shown in Figure 3.

In the area of governance, UNDP's strategy is to support Madagascar in the implementation of its strategies through: (i) support for decentralization and community resilience; (ii) multistakeholder capacity-building on peace, democracy and a peaceful process; (iii) support for the electoral cycle; and (iv) support for strengthening the rule of law. On sustainable development, UNDP's strategy is to provide a multisectoral response to fight poverty in Madagascar. The programme includes: (i) creation of employment opportunities and income-generating activities for vulnerable populations, especially women and youth; (ii) capacity-building for resilience and early recovery; and (iii) environmental governance reconciling conservation and development concerns at the regional and local levels.

**FIGURE 3. CPD/CPAP Outcomes and Outputs**





Attention to these two major components is needed in a post-crisis context, in which the country faces many challenges of peacebuilding. The CPD pays great attention to strengthening the resilience of communities to deal with recurring natural disasters by focusing on recovery through employment opportunities, especially for women and youth, and natural resources management.

During the implementation of the 2015-2019 programme, it should be noted that a few projects<sup>19</sup> were suspended, due in part to a reduction in TRAC 2<sup>20</sup> allocations to the country office and consequently to changes in the allocation of resources within the projects. UNDP also decided in 2016 to focus its attention on the Great South of Madagascar, especially the Androy region, which was heavily affected by the drought caused by El Niño in 2015-2016, causing heightened food insecurity in this part of the island. This decision to focus on the Great South also responded to the call for help that the Government of Madagascar sent to the international community as it faced the widespread devastating effects of the phenomenon on its socio-economic development. The refocusing on Androy was done with the aim of emphasizing community resilience and recovery but also as a call to other development actors for a paradigm shift in their support to the region. It is conceived as an improvement over the division of the aid architecture between development interventions and humanitarian assistance, and a more efficient way to address extreme poverty and chronic acute vulnerability in the south. UNDP considered resilience as the foundation for addressing the immediate impacts of recurring natural disasters as well as the structural causes of vulnerability.

There was no actual change in the design of the programme as the strategic objectives have not changed and the entire initial implementation

approach based on the four outputs has remained the same. Consequently, the concentration of the interventions on Androy implies reducing the level of investment in certain programmes carried out in other regions.<sup>21</sup> Activities in the southern part of the country represented 20 percent of the programme budget in 2016 (\$0.8 million), 45 percent in 2017 (\$2.6 million), and could go up to 52 percent in 2018 (\$6 million).<sup>22</sup> By concentrating its resources in Androy, the country office aims to obtain and demonstrate more significant results in this region, and consequently, mobilize more resources for its programme.

The decision to concentrate on the south is an appropriate and relevant decision given that Androy is the poorest and most vulnerable region with the lowest socio-economic indicators and over 90 percent of the population living in extreme poverty. The development of the south, however, will require much more than UNDP's effort alone. The Great South of Madagascar would benefit from a territorial upgrade to improve its road infrastructure, thereby promoting the development of its agricultural, pastoral and touristic potential. Isolation is perceived as a big obstacle to the valorization of the region's economic development potential. Its population is confined to activities of subsistence and of low added value, keeping the region in extreme poverty. Therefore, simultaneous interventions by the Government and development actors are required to open up the whole of the Great South.

**Finding 2.** The CPAP did not present a theory of change (ToC) to clearly articulate the linkages between country programme activities and expected outcomes. Consequently, it did not provide good guidance for programme implementation and for dialogue with partners on appropriate pathways from outputs to outcomes and impacts and on the

<sup>19</sup> These are the joint programmes of eight United Nations system agencies for sustainable livelihoods in five regions, and projects run by international NGOs. In early 2016, in close collaboration with the UNDP Regional Bureau for Africa, these contracts were subject to an amendment significantly reducing their budget allocations and were finally closed at the end of the year because the country office was unable to honour its financial commitments following the unanticipated budget reduction it has suffered. (CPD mid-term review report).

<sup>20</sup> Flexible resources for high impact, high-leverage and high-quality programme activities, a form of UNDP's core/regular resources.

<sup>21</sup> For example, the support to enhance the capacities of the decentralized territorial communities.

<sup>22</sup> Audit of UNDP Country Office in Madagascar, report No. 1921, issue date: 5 June 2018.

conditions to ensure the sustainability of results. When UNDP refocused on Androy, the opportunity was not used to present a ToC of this repositioning. Although the expected results are backed by indicators, they are only relevant for monitoring the implementation of the programme's activities and do not allow the evaluation of lasting political, institutional, social and economic results induced by UNDP's projects.

The CPAP does not present all the essential elements of the logical framework that the description of cause-and-effect relationships requires. Nor does it define a ToC showing the different levels of programme change expected to move from the output level to the outcome and impact level. It does not show the relationships between its various components or the links between them and the expected changes.<sup>23</sup> One of the consequences of the lack of the ToC is that the programme design has not sufficiently identified the main assumptions concerning its implementation and the achievement of the expected outcomes and impacts. Thus, the CPD does not provide enough assumptions on the political commitments of its governmental partners or those of the decentralized communities for the success of the various projects, in particular those in the area of support to democratic governance institutions.

These shortcomings led to a country programme setup characterized by a thematic conflation in the formulation of the expected results. Also, in this setup, the focus is put more strongly on inputs, activities and outputs, rather than on outcomes, understood as changes in attitudes, behaviours, practices of key partners, relationships between them, or changes in political and legal frameworks.

Although there was no detailed presentation of the programme's logical framework or preparation of its ToC, there has been a great effort to present ToCs at the project level. Nevertheless, these ToCs answer more to the question of whether "intervention X leads to result Y" rather than the question

"What are the factors – enabling or restraining – that condition the achievement of objectives in a given context?" Thus, for most projects, the ToCs are summary descriptions of logical causal models that do not provide the essential elements that ToCs should show, including causal assumptions to pass from outputs to outcomes and impact, and the conditions necessary for the causal assumptions to be realized. Consequently, they do not provide guidance for implementation and for dialogue with partners on appropriate pathways from outcomes to desired impacts. This shortcoming obscured the necessary and expected changes of stakeholders in the implementation of the country programme and served as a justification for the lack of ownership by responsible parties, which strongly jeopardized sustainability.

To better understand the intervention logic of the programme, the evaluation team re-examined the objectives and the logic of action of the country programme to try to rebuild its ToC based on the elements provided by the CPD, discussions with those involved in project implementation, and interviews with stakeholders. The reconstructed ToC of the programme is presented in Figure 4.

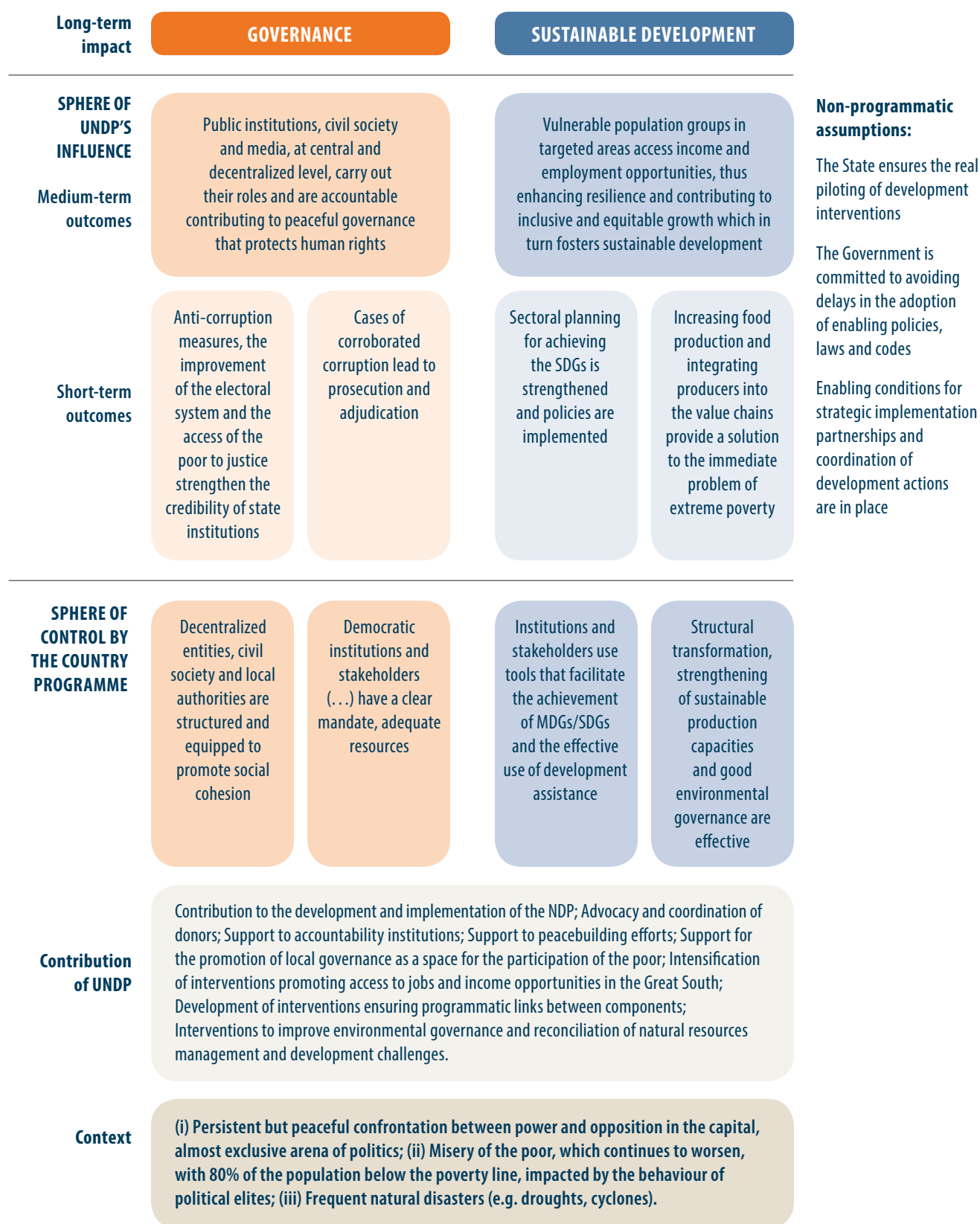
With regard to this ToC of the programme, there have been some changes during its implementation, including the suspension of some projects due to insufficient resources and the concentration of interventions in the region of Androy (Great South) since 2017. For a better understanding of the socio-economic environment and in order to better appreciate the context of the programme's interventions, the evaluation reconstituted a ToC corresponding to this concentration (Figure 5).

In terms of CPD indicators, each of the four outputs is accompanied by indicators, and baselines and targets are described. The indicators are relevant for monitoring the implementation of programme activities and the achievement of its main outputs. However, since they remain at the level of project targets, they are not appropriate to measure changes

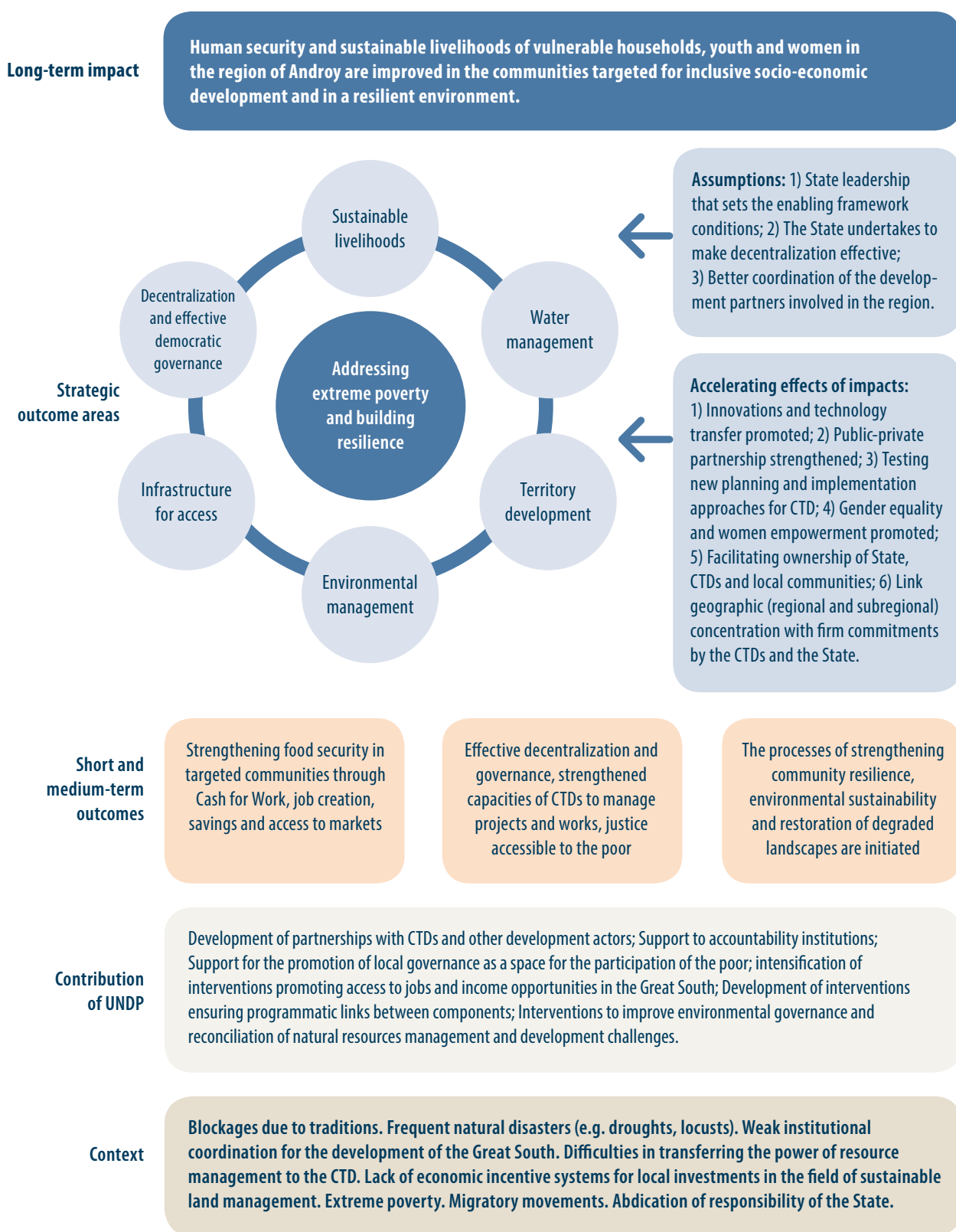
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<sup>23</sup> The country office shared a presentation made in September 2014 on the CPD which included some elements of a simplified ToC, but many elements including the assumptions are missing.

FIGURE 4. UNDP Programme: Reconstructed ToC



**FIGURE 5. UNDP Programme: Sub-ToC for the Regional Concentration – Androy**



at the outcome level. One of the deep causes of the difficulty in defining indicators that are adequate in terms of assessing the outcomes and impacts of the programme, and which are sensitive over the period under consideration, is that the themes within the outcomes/outputs are diverse and have multiple goals. In addition, these objectives correspond to the different institutional partners and bring together a great diversity of actors.

**Finding 3.** UNDP's technical and financial support to the National Independent Electoral Commission (CENI) for the management of electoral processes in Madagascar has contributed to strengthening the governance of open and credible electoral processes. Indeed, the performance of electoral process management in Madagascar is an essential element for the stability of the country. The overall result is a broad consensus among stakeholders on the transparency and neutrality of the CENI with regard to how it manages electoral processes and voting events. Nevertheless, financial mechanisms are still lacking to ensure its effective functioning and independence as stipulated in the CPAP's results.

UNDP supports Madagascar in its reform of the electoral legal framework. At the end of this reform, the CENI was established by Law No. 2015-020 of 19 October 2015. It is a legal and regulatory framework that covers all aspects of the electoral administration. Since 2016, UNDP has been assisting the country in the preparation of the 2018 elections. It has supported the CENI in the launch of the Annual Review of the 2016-2017 Electoral List, the strengthening of the data management of the electoral register with a functioning software, assessment of the legal framework in electoral matters, and the establishment of a climate of peace and dialogue through consultation workshops with political parties and civil society.

In support of electoral processes, UNDP is recognized by various political actors in Madagascar as a very important factor in the credibility of the CENI. Thanks to the reinforcement of capacities received,

the CENI was able to carry out consultations with all existing political entities in Madagascar, with the objective of creating a serene, inclusive and participative environment for the next elections. It has also adopted a communication strategy that demonstrates efforts for transparency and neutrality by putting the necessary tools and measures in place to respect the electoral procedures in compliance with international standards. These approaches and efforts have generated recognition of the CENI by relevant parties. As it offers space for dialogue among political parties and the civil society, the CENI occupies a unique position as a factor of political stability that allows rebuilding the post-crisis governance of the country. However, there is still no legal provision guaranteeing sufficient funds for the CENI to perform its functions, which could, in the future, threaten its sustainability and independence. In order to retain the full confidence of society and political actors in its independence and impartiality, the CENI must be able to organize elections promptly and with the same high level of effectiveness in election management.

UNDP enjoys the trust of technical and financial partners in supporting the Government for good governance of the electoral processes. This is one of the main reasons why the CENI and the State have relied on UNDP and encouraged it to play an active role in mobilizing the necessary resources to finance the 2018 presidential election. The decisive element triggering the commitment of the donors in the allocation of financial resources is the effectiveness of the reform of the electoral codes, which is in progress.<sup>24</sup>

On the other hand, UNDP support helped to consolidate more inclusive electoral processes. Voter registration took place for the first time in some remote, difficult to access locations, thus facilitating the integration as citizens of groups that previously could not vote. The CENI has deployed a strategy focused on civic education and awareness-raising to reach out to both geographic areas and fringes of the population that were tradition-

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<sup>24</sup> To date, 17 billion Ariary are still to be sought.



ally non-voters. The results achieved are indicative of this integration. The number of registered voters on the electoral list went from 8,673,485 in 2016 to 9,222,918 in 2017.<sup>25</sup> In addition, the CENI contributed immensely to administrative identification procedures by participating in the national ID card operation, since voters' registration and issuance of a voter's card requires a national identity card.

In terms of gender equality and youth integration, UNDP has supported the CENI's efforts to promote the participation of women as voters. These efforts have been directed to the southwest for women's registration, and to the northeast for youth (18-35 years). It is estimated that 45 percent of voters are women. However, although the CENI has created a dynamic that mobilizes the female electorate, it has not yet achieved the integration of gender in electoral processes in terms of the participation of women as candidates for elective positions, or elsewhere as members of the CENI itself.

The 2018 elections will be the first regular elections since the end of the crisis in 2013 and will be a major challenge for the country.<sup>26</sup> Their credibility will provide the guarantee of Madagascar's political, democratic and social stability in the coming years.

**Finding 4.** In support of the fight against corruption, UNDP has enabled Madagascar to implement legislative reforms putting instruments in place that lay the groundwork for a potentially effective fight against corruption. These include the new National Strategy for the Fight against Corruption (SNLCC) and its implementation plan, and the promulgation of the law on Anti-Corruption Poles (PAC), as well as the draft law on the recovery of illicit assets. The support provided to the territorial branches of the Independent Anti-Corruption Bureau (BIANCO) has made it possible to reinvigorate the fight against

corruption in its intervention areas. However, the impact of these results remains fragile because in addition to the dependence on financial support from UNDP, the PACs are not yet operational, BIANCO's coverage is still limited to a few regions, and the law on recovery of illicit assets is not yet adopted. The country still has a long way to go in its anti-corruption efforts, in particular in regard to demonstrating sufficient political will at the highest levels and commitment to send the necessary signals.

UNDP recognizes in the CPAP that corruption is a huge development challenge for Madagascar and is implementing a strategy that reflects the scale of this challenge. It accompanied its national partners in the development of the SNLCC<sup>27</sup> which reflects a commitment by the country's authorities to make the fight against corruption a priority for national development and cohesion. Following the formalization of the SNLCC in 2015, UNDP also assisted its partners in drafting three legislative texts, relating to the creation of the PAC, the fight against corruption, and the recovery of assets.

The PAC Act, adopted in 2016, aims to create specialized courts bringing together all institutions for the fight against corruption. However, despite the establishment of legal bases, the PACs are not yet operational. In addition, despite the advocacy work carried out by UNDP, and the very positive appreciation of the Ministry of Justice for UNDP support in drafting anti-corruption legislation, the draft law on the recovery of illicit assets deposited in Parliament is not yet adopted.

UNDP supports the implementation of the SNLCC mainly by targeting anti-corruption institutions: BIANCO, the PAC and the Financial Information Service and the Committee for Safeguarding Integrity (SAMFIM). Accountability and oversight

<sup>25</sup> National Independent Electoral Commission (2017), 'Evaluation Report of the implementation of the multi-year work plan 2016-2017 of the CENI (period 2015-2017)', <<https://www.ceni-madagascar.mg/wp-content/uploads/2016/05/RAPPORT-DEVALUATION-DU-PTP-CENI-TABLE-DES-MATIERES-AUTO.pdf>>.

<sup>26</sup> After the evaluation mission, with the appointment of a consensus prime minister and a reshuffle of the Government, the dates of the next elections were set: 1st round on 7 November and 2nd round on 19 December 2018.

<sup>27</sup> Government of Madagascar (2015), 'National Strategy for the Fight against Corruption 2015-2025', <<http://bianco-mg.org/wp-content/uploads/2017/03/SNLCC-BOOKLET-A5.compressed.pdf>>.



bodies must be added to these, including the Parliament, civil society organizations involved in accountability, and the media.

With UNDP support, BIANCO is operational and even enjoys newfound credibility after the Claudine Razaimamonjy case.<sup>28</sup> At the central level, UNDP supports the work of BIANCO in raising public and government awareness, promoting the formation of anti-corruption committees in State services, and conducting in-depth investigations into cases of corruption. At regional and district level, it supports the territorial branches of BIANCO to become operational in the work of anti-corruption investigations, including in priority sectors (natural resources, taxes, health, education). Support at the regional level is limited to the regions targeted by UNDP interventions.

The evaluation team visited the regional branch of BIANCO in the Toliara district, set up in 2016. It has a mobile antenna in Androy which covers three districts with seven people (including three investigators). The evaluation found that despite the large geographical coverage of the Toliara branch, UNDP support enabled BIANCO to carry out missions to Androy, which was impossible before, as the State did not cover the costs of investigations outside Toliara. This allowed BIANCO to deal with new grievances and numerous pending cases, some of which are close to lapsing. This case, however, illustrates that the results achieved are fragile because they depend on the financial support of UNDP.

Overall, the achievement of the results stipulated in the CPAP is hindered by the delay in the promulgation of the legal texts that are required for the effective functioning of anti-corruption instruments.

Because of this gap, and despite the important work done by UNDP, corruption continues to grow in the country. According to Transparency International Initiative's 2017 report<sup>29</sup>, Madagascar has a score of 24/100 on the Corruption Perception Index and ranks 155th out of 180 countries, falling 10 places compared to its 2015 ranking<sup>30</sup>. The increase in corruption has contributed to the Malagasy population losing confidence in its leaders. This situation creates a climate of instability and insecurity that weakens the political situation<sup>31</sup> and limits the capacity of the State to carry out priority reforms in governance and development policies.

**Finding 5.** With the support of UNDP and other partners, the Government of Madagascar is developing a comprehensive vision for security, based on a cross-sectoral approach and on operational complementarity between actors in this field. The adoption of the National Security Sector Reform (SSR) Plan, supported by UNDP, contributes to an understanding of citizen security among key institutions and actors. However, the achievement of the CPAP's expected results, after a very positive momentum at the start of this project, is hampered by the delays in setting up the National Office for the Coordination of Security Sector Reform.

UNDP, together with IOM, UNICEF, OHCHR, and UNFPA, is supporting the Government to implement the Support for Security Sector Reform in Madagascar (ARSSAM) project, with funding from the United Nations Peacebuilding Fund.<sup>32</sup> Shortly before the launch of the project, the Government had drafted the General Policy Letter on SSR. The 2017-2021 National SSR Plan, validated by the President in September 2017 with the promulgation

<sup>28</sup> A businesswoman close to the presidential couple who was arrested by BIANCO despite the pressure to stop the investigation of this person.

<sup>29</sup> Transparency International Initiative (2017), 'Indice de Perception de la Corruption (IPC)', <<https://transparency.mg/article/indice-de-perception-de-la-corruption-2017>>.

<sup>30</sup> Transparency International Initiative Madagascar (2016), 'Together against corruption: 2010 Strategy of the Transparency International Initiative – Madagascar', <[https://transparency.mg/assets/uploads/page\\_content\\_document/TI-IM\\_Strategie2020\\_v02\\_ok.pdf](https://transparency.mg/assets/uploads/page_content_document/TI-IM_Strategie2020_v02_ok.pdf)>.

<sup>31</sup> Shortly after the evaluation mission to Madagascar, public allegations of corruption were made during the adoption of the electoral law in both Houses of Parliament – the National Assembly and the Senate – in April 2018. The High Constitutional Court (HCC), in a desire for appeasement, rejected the said law. In response to the demand for the removal of the President of the Republic by opposition MPs backed by the Malagasy people, the HCC has ordered the appointment of a Prime Minister of Consensus, a new government and the holding of presidential elections during the third quarter of 2018.

<sup>32</sup> The duration is two years (September 2016 to December 2018). It is an opportunity which arose during the implementation of the CPD.

of implementing decrees, defines the eight pillars to be reformed<sup>33</sup>: the army, police, gendarmerie, justice, territorial administration, intelligence, parliament and non-state actors. ARSSAM contributed to its finalization. The ARSSAM project document describes actions to integrate SSR in other institutional reforms and other modernization efforts of the State and the Malagasy public administration.<sup>34</sup> However, to date, no implementation provision has been made by the Government.

The work of the ARSSAM project is at the macro, meso and micro levels. At the macro level, it plans to prepare an inventory of weapons. Through this work, the country will have a database on weapons, which will be important for coordinating control and registration, as well as the storage of weapons of the various defence and security forces. The project supported security sector reform planning, the development of the communication strategy for the implementation of security sector reform, the study of human security needs in Madagascar, and the investigation on the access of civilians to firearms in Madagascar. It also assessed national legislation and procedures for the management of small arms and light weapons, and an analysis of texts and practices related to community safety in Madagascar. At the meso (regional) level, it has identified the topics to be addressed in relation to the safety of citizens. At the micro level, it will, for example, strengthen the capacity for piloting police alert systems in the south.

Due in part to previous efforts in raising awareness, the idea of SSR in Madagascar is strongly supported by the defence and security forces, political actors, parliamentarians and civil society. The ARSSAM project facilitates the debate on the orientations of the reform, which should lead to a model prioritizing human security. It enjoyed a political commitment to the highest level of power. This commitment was concretized notably by the signing of a Presidential

Decree establishing the National Office for the Coordination of Security Sector Reform (BNC-RSS)<sup>35</sup>, attached to the Permanent Secretariat for Defence.<sup>36</sup> However, the effective operationalization of the BNC-RSS is awaiting the appointment of its Coordinator and members by the President of the Republic.

ARSSAM is an innovative project in many ways and a great learning opportunity of how to drive SSR processes. It is making significant efforts to integrate the gender dimension in its design and implementation. This goes beyond sensitivity to violence against women and addresses the issue of the presence and role of women in Malagasy institutions of security. However, the project document did not sufficiently address the knowledge management aspect and did not outline a monitoring-evaluation and learning system. The system it proposes is limited to monitoring and evaluating the activities carried out during the implementation period. A baseline is missing to establish the level of project impacts.

**Finding 6.** UNDP's support to improved access to justice for the poor has been limited in terms of regional coverage, and with limited prospects for financial sustainability. This support is provided to six legal clinics that operate in the regions targeted by UNDP interventions, and the Ministry of Justice has not yet scaled up this experience to other locations. Despite the contribution of these clinics to social cohesion, their legal status is not yet established, and their institutional anchoring and the sustainability of their achievements are not ensured.

Legal clinics are a mechanism established in 2007 by the Ministry of Justice with the financial support of UNDP to enable access to the justice system for the poorest and most vulnerable through conciliation services and referral services to competent

<sup>33</sup> Source: <<http://www.primature.gov.mg/plan-national-de-la-reforme-du-secteur-de-la-securite/>>.

<sup>34</sup> For example, Output 3.2: "State control institutions and mechanisms play an increased and responsible role in the exercise of their functions of democratic control of the defence and security forces".

<sup>35</sup> <<http://www.presidente.gov.mg/wp-content/uploads/2017/09/CM-du-27-09-2017.pdf>>

<sup>36</sup> It is an institution attached to the Presidency of the Republic.

public authorities. Currently, there are six clinics – three of which the evaluation team visited – which operate with the support of UNDP. During 2017, more than 6,500 vulnerable people, 78 percent of whom were women, have had access to justice through legal clinics.<sup>37</sup>

The operation modality is the same in all centres. They support victims of violence through listening and advice given by volunteer paralegals working within the NGOs. The majority of those coming to these centres are women who are victims of moral violence (verbal abuse, deprivation of resources by their spouses), or physical and sexual abuse.

The authorities of the Ministry of Justice interviewed by the evaluation team recognize the role played by legal clinics, allowing, with the support of UNDP, to relieve the courts to speed up the handling of other cases (for example, criminal and correctional cases), but especially to settle small disputes amicably without financial expenses.

The sustainability of the results of the clinics, however, is not ensured without a commitment from the State, which must ensure the financial means for their operation. Almost all of their operating costs are borne by UNDP, and the Ministry of Justice is not yet contributing to the budget. UNDP approaches to a strategic solution have not yet been completed. At the institutional level, there is no law determining the status and anchoring of clinics for the transfer of public funds to associative institutions that run the clinics. The clarification of the legal status and hence the institutional grounding of legal clinics remains the main constraint to their sustainability. Without this clarification, the achievements of several years of existence of these clinics can neither be sustained nor scaled up at the national level. The current coverage of legal clinics is limited in number and mainly to areas of UNDP intervention.

An important apprehension from the legal clinics is the impact legalizing their status would have on their sustainability. Indeed, in view of other nationalized support structures, recovery by the State does not guarantee sustainability. It thus becomes essential for them to reflect on their mode of financing and independence within the parent ministry in parallel with their legal status.

**Finding 7.** UNDP interventions strengthened the capacity of decentralized authorities (CTDs) in inclusive local development planning to establish good governance and to increase the resilience of vulnerable communities. They have enabled several targeted municipalities to produce integrated and inclusive local development plans (PDLIs). However, the competencies of municipalities in terms of investment ownership and in project implementation, supervision and oversight in the execution of the PDLI have not yet been fully developed. Intangible investments such as the strengthening of producers' organizations were also not sufficiently developed.

At the central level, UNDP supports the development of the National Strategy for Local Development, which is considered the reference document for effective decentralization in Madagascar. Nevertheless, this strategy, although validated in 2015, has not yet been passed by the Council of Ministers. UNDP also supports the update of the National Strategy/Policy on Risk and Disaster Management.

As part of the Support to Decentralization and Community Resilience project (PADRC)<sup>38</sup>, UNDP is committed to supporting the capacity-building of CTDs<sup>39</sup> for the development and implementation of PDLIs, and through the provision of equipment and materials to municipal administrations. In several communes, PADRC works with microfinance

<sup>37</sup> UNDP (2018), 'Promote access to justice for vulnerable populations with legal clinics in Madagascar', <<http://www.mg.undp.org/content/madagascar/fr/home/presscenter/articles/2018/02/27/favoriser-l-acc-s-la-justice-des-populations-vuln-rables-avec-les-cliniques-juridiques-de-madagascar.html>>.

<sup>38</sup> The main objective of the PADRC is to promote local development and create a framework for strengthening community resilience by putting municipalities at the centre of development. The regions targeted by the PADRC are Analamanga, Menabe, Atsimo Andrefana, Androy, and Atsimo Atsinanana.

<sup>39</sup> UNDP supports seven urban communes and 35 rural communes.

institutions (MFIs) to link communities to microfinance services, an effective strategy to strengthen their resilience. The project also includes the reactivation of the early warning system related to food security.

One of the most important interventions of UNDP in support of municipal capacity-building is the organization of training for municipal authorities and agents in the participatory formulation of PDLII. Through these activities, PADRC has made it possible to familiarize communal officials, including elected officials, communal employees, members of local coordination structures<sup>40</sup> and heads of decentralized technical services (STD), with procedures and steps for budgetary planning and follow-up. Several municipalities have thus been able to make progress in integrated municipal planning, taking into account, in particular, community resilience issues in communal programme budgets. However, the duration and the scope of the training were inadequate to allow strengthening of municipal capacity in investment ownership (*maîtrise d'ouvrage*) and in supervision and oversight of the implementation of projects (*maîtrise d'oeuvre*).<sup>41</sup> Deficiencies in project supervision and monitoring have not allowed real ownership of the training obtained by putting it into practice. In addition, for the majority of local authorities in the Great South, the level of ownership of PDLII is still limited by the lack of capacity of municipalities to mobilize funding for their implementation.

During the visits to Toliara and Androy, the evaluation team found that municipal officials had insufficient technical capacity for the development and implementation of municipal projects, and faced significant challenges in mobilizing resources, whether through local taxation or weak central government budget allocations.<sup>42</sup> These existing resources are inadequate in relation to the scale of

priority activities to be carried out in local development plans.

Post-training support would be required for the municipalities to be able to anchor the acquired knowledge in the traditions of decentralized municipal management. An organized learning in action in terms of implementation of PDLII would help the municipalities to have a greater control in the steering of communal development, and to consolidate a managerial culture. According to the authorities of the communes visited, the budget forecasts are still too theoretical and skills for raising the necessary resources are still lacking.

In addition to the training of elected officials, municipal staff, and the provision of office equipment to the municipalities, UNDP provides multifunctional platforms (PTFM) to municipalities for the communities. The PTMF typically includes a huller, a grinder and welding station, and a generator to operate them. UNDP also supported the construction of infrastructure and the provision of community agricultural equipment to help municipalities launch activities that strengthen the resilience of vulnerable groups.

Despite the positive effects of these infrastructures, it must be emphasized that the participation of community institutions (associations, cooperatives, etc.) in the management of the investments made generally remains very limited, as in the case of the municipalities visited by the evaluation team. In these municipalities, the programme was limited to the provision of infrastructure and agricultural equipment and did not invest sufficiently in supporting the processes of structuring beneficiary organizations so that they could manage and make better use of the infrastructure and equipment provided. As a result, the PTMF did not generate significant added value for the beneficiary producers

<sup>40</sup> The Local Consultation Structure is a space for dialogue and consultation allowing the inclusive participation of all development actors, both public and private (Article 3, Decree No. 2015-957 on the Local Consultation Structure of Decentralized Territorial Communities).

<sup>41</sup> The project management of a municipality is its decision-making power to promote its development within the framework of the skills and resources transferred to it, and to play a role of organizer and federator of local actors and to monitor and control (by itself or by delegation or by assistance) the good execution and the quality of the planned activities as well as the impacts of these.

<sup>42</sup> Among the communes visited, Mahitsy is the exception. UNDP's support has allowed it to improve its financial situation, and it was able to buy a truck to collect the domestic trash.

through the multifunctionality of this equipment or the emergence of remunerative alternative jobs in the targeted communities. This is due to insufficient support for intangible investments such as the strengthening of producers' organizations, or the structuring of actors in promising value chains that could integrate poor producers.

In general, the support provided by UNDP to the capacity-building of the CTDs has established the basis for the management of inclusive municipal development planning processes. But the support of these processes is still weak. The technical services of the regional administrations lack manpower and financial means to effectively provide this support and accompany the CTDs.

**Finding 8.** Following the devastating impact of El Niño in 2015-2016, UNDP responded with a concentration of interventions in the Androy region, to provide more sustainable solutions to the recurring problems of natural disasters than those provided by emergency aid. This resulted in a concentration of resources rather than the implementation of a new approach for the socio-economic development of the Great South in general, and the Androy region in particular. UNDP still needs to address challenges related to the limited role of the CTDs in the implementation of development projects, the limited prospects for scaling up of results to the national level, as well as the lack of synergies among relevant development actors.

The 2015-2016 El Niño weather phenomenon has had a devastating impact in seven districts of Atsimo Andrefana, Androy and Anosy regions in the Great South of Madagascar, putting 1,140,000 people in a situation of food insecurity. It involved the mobilization of UN agencies and humanitarian assistance organizations for emergency actions. To ensure a transition from humanitarian action to development action, the National Office for Risk and Disaster Management (BNGRC) organized in June 2016, with the support of UNDP, a reflection workshop on the need for a Recovery and Resilience Plan (PRR) in the face of drought in the Great South of Madagascar. The aim was to direct aid to the

Great South towards sustainable solutions to the recurring problems of natural disasters. Following the launch of the PRR, UNDP collaborated in its implementation in the most affected districts. In the Androy region, UNDP supports CTDs, regional technical services and communities in the areas of governance, poverty alleviation and sustainable environmental management.

UNDP has also contributed to advocacy for state attention and collaboration with other development actors on the challenges facing the Greater South in general, and the Androy region in particular. In particular, it supports the Androy region to develop its Regional Development Plan, in collaboration with the European Union and the International Fund for Agriculture Development. It is important to note, however, that UNDP and its government partners have not sufficiently synergized these interventions with those of donors and other development actors in the same region. One of the reasons is that many of these actors emphasize humanitarian assistance approaches.

Overall, UNDP must still demonstrate that by refocusing on Androy it will be able to exert significant structural effects on the region. While it is indisputable that this refocusing is promising for the poor and vulnerable groups that are in the majority in the region (realization through the Cash for Work [CFW] construction and/or rehabilitation of development community infrastructure), the progress recorded is not sufficiently co-piloted by the respective CTD structures. Therefore, for the future, it is important to consider the process of developing the partnership with the CTDs in the context of this refocusing, in order to ensure the conditions for the sustainability of the results.

Taking into account the contrast of the socio-economic context of the Great South compared to the rest of the country, this refocusing on Androy raises a question about the possibility of a scaling up at the national level of the good practices and the acquired experiences, especially in facilitating the mobilization and attraction of financial resources for the implementation of the PDLIs.



**Finding 9.** UNDP is implementing an integrated approach to creating job opportunities and income-generating activities by supporting the development of promising value chains. Interventions for value chain development and improved access for poor producers are encouraging in terms of income enhancement and job creation. The balance of roles and competencies between UNDP, CTDs and local actors in steering poverty reduction approaches remains to be found.

One of the intended outcomes of the 2015-2019 CPAP is that vulnerable populations in UNDP's areas of intervention gain access to income and employment opportunities, improve their resilience capacities, and contribute to inclusive and equitable growth for their communities' sustainable development. Overall, UNDP interventions at the community level have effectively targeted the poor and vulnerable populations to help them create income or employment opportunities. However, the needs are enormous, and the support given is relatively modest compared to the extent of the regions covered and the constraints due to the isolation of these areas.

It has already been shown that the approaches deployed by UNDP for job creation are mainly limited to the provision of rural infrastructure and equipment, which is not enough to generate transformative impacts. The Development Planning, Private Sector, Employment (PDSPE) project, whose implementation covers January 2015 to December 2019, is an exception. Its objective is to develop an economic dynamic with a favourable structural transformation. In this regard, in addition to having supported through its actions the improvement of the national planning framework with an integration of the SDGs<sup>43</sup>, the strengthening of economic analysis tools for

better development planning<sup>44</sup> and the improvement of internal resources mobilization as well as budgeting<sup>45</sup>, it also participates in the development of the Southern Integrated Strategy and the refocusing of UNDP interventions in the Androy region as part of the implementation of the PRR. It supports market access for local populations through the development of value chains, particularly in the livestock sector, and has led to the creation of 842 jobs. However, the evaluation found that the interventions of the project lack a systemic perspective based on examining the problems of otherwise promising value chains and the conditions for their development, including market access, price and incentive policies, governance, as well as addressing issues related to the traditions or effects of climate change.

The problem of clarity of the value chain development approach concerns other UNDP projects. Several projects refer to the development of value chains for building resilience and sustainable livelihoods. But overall the programme lacks an approach that allows it to strengthen synergies between its projects so that in a given region, for example Androy, all their activities can have a catalytic and transformative effect on development.

Moreover, the ToC presented by UNDP projects often lack assumptions about the place, role and skills of CTDs in steering or co-piloting initiatives to fight against poverty.<sup>46</sup> For example, it could be argued that the expected transformative effect of the PDSPE project would imply involving the municipalities in the development of market access for the rural poor, thereby strengthening their capacity to design and manage local development plans. The same reasoning can be made about NGOs or farmers' organizations, which are rarely direct beneficiaries of efforts to build their capacity and

<sup>43</sup> Through a participatory process with many national and regional workshops, a national SDG prioritization report has been prepared with 64 prioritized targets and 85 identified indicators.

<sup>44</sup> UNDP has supported the Ministry of Planning and Economy with a macroeconomic forecasting model and the training of ministry staff on the use of the model.

<sup>45</sup> Through the elaboration of the National Report on Human Development, with the theme 'Human Development and the mobilization of internal resources'.

<sup>46</sup> For example, the TOC of the PDSPE project does not develop any hypothesis concerning the capacity development of local farmers' organizations, NGOs, or CTDs for the local steering of initiatives to fight against poverty.

strategic partnership with UNDP.<sup>47</sup> Without steering or co-piloting local development initiatives with CTDs, UNDP partners are not directly involved in their implementation, and may not take ownership of UNDP strategy and tools.

**Finding 10.** CFW and PTFM programmes have helped to reduce the difficulties faced by vulnerable groups in UNDP's areas of intervention. The jobs under CFW are temporary because they are generated by short-term interventions (such as repairing roads or irrigation canals) funded by UNDP. As for the PTFM endowments, the problem of management, maintenance and replacement of facilities remains unresolved.

Overall, in terms of impact on rural poverty reduction and on improving the resilience of vulnerable groups, the achievements of the UNDP programme have been positive, but the results are highly variable between municipalities and their sustainability raises questions. Although accurate statistical and financial data are lacking, through qualitative information collected in focus group discussions and interviews, the endowments to communities seem to have increased household incomes, and sometimes their assets and savings. In this regard, the beneficiaries of some communes visited have shared that the use of the CFW for repairing the irrigation canals has doubled rice yields per unit area. With additional income from increased production, they were able to improve their houses, and buy livestock, among other things.

In terms of capacity-building for resilience, UNDP supported Madagascar at two levels: national and local. At the national level, UNDP has carried out advocacy work with the country's authorities to demonstrate that special attention to the Great South is not a mere option for national development, but an obligation for public authorities to

provide lasting solutions to the recurring problems of natural disasters. UNDP support focused on updating the National Strategy for Risk and Disaster Management – leading to the adoption of the law and the new strategy in 2015 – and on strengthening preparedness and response capacities of the National Office for Risk and Disaster Management (BNGRC). Through the Budget Management and Inclusive Growth project, UNDP has also supported the Government to strengthen its capacity to identify and allocate more resources for the achievement of the SDGs, including the fight against poverty and exclusion. It is for UNDP, through this project and the SDGs, to help improve public financial management and expand fiscal space to finance the expenditures of priority sectors such as education, health, agriculture and infrastructure. These include the development and putting in place of programming, execution, and budget control tools to improve public financial management, the aim being to link the objectives of the National Development Plan with those of the budget.

At the local level, resilience is built primarily through community capacity development processes. The implementation of development structures and infrastructure such as the PTFM and the Village Community Granaries gave vulnerable people and households access to certain basic services that allow them access to processing, storage and sale of agricultural products.<sup>48</sup> In several municipalities, the PTFMs are considered as successes of the UNDP programme and contribute to the improvement of the living conditions in the beneficiary villages. The evaluation noted from the field interviews that for PTFMs, the choices of activities for building resilience are relevant because the beneficiaries make them. However, the programme's endowments are free, and the community facilities and works do not belong to the beneficiaries or to the local management committees, thus giving the impression

<sup>47</sup> The assumption formulated, "If the capacity of the community to plan development actions in their areas and to better manage the support obtained for their perpetuation increases" is not sufficiently explicit on the role and competencies of the farmer organizations that UNDP should support.

<sup>48</sup> In Mahitsy for example, the agricultural equipment which were provided to the communes for the producers have allowed them to increase their income. Infrastructure for storing rice harvests also constructed with the help of the project allows the beneficiaries not to have to sell during the periods when the price is low.

of demonstrative activities without sufficient proof of sustainability of the impacts, particularly given the fairly frequent rotation of the CTDs. In general, the problem of management, maintenance and replacement of infrastructure and community facilities under the PTFM remains unresolved.

In addition, the PTFM are not designed to accelerate the professionalization of producers and the improvement of the structures of their farms. Without integrating PTFM products into value chains, targeted communities can only increase their income through increased productivity resulting, for example, from improved irrigation infrastructure or the use of improved seeds. This is the case of the communes of Mahitsy and Milenaka. It is also important that this integration goes beyond the concept of disaster risk reduction aimed at strengthening the resilience of vulnerable people. It must be integrated as an opportunity to improve community long-term revenue sources and to learn business management for PTFM groups.

The refocusing on the Greater South in general, and on Androy in particular, that UNDP has done in response to the PRR has allowed it to focus its attention on building resilience and early recovery. In this context, interventions have focused on economic, environmental and institutional recovery, promoting a transition from humanitarian assistance to development. They have created income for 6,040 people, 49.7 percent of whom are women, and the rehabilitation of socio-economic infrastructures. For environmental rehabilitation, 1,464,973 hectares of land has been developed with conservation techniques.<sup>49</sup> Regarding institutional recovery in the Androy region, UNDP supports development actors in the process of

drawing up the Regional Development Plan, the establishment of the Regional Development Committee involving all the actors and partners of the region and the consultations at the district level to develop the vision and content of this Plan.

UNDP applies the CFW approach, which aims to help the most vulnerable households access employment, increase their income and build financial capital, while contributing to the rehabilitation of community infrastructure identified as catalysts for development.<sup>50</sup> The CFW thus makes it possible to meet the immediate needs of rural families and enables them to build up savings for productive investments. The choice of public or community infrastructure to be rehabilitated is based on the elements of the PRR, developed in consultation with communities and development actors at district and the Androy region levels.<sup>51</sup>

The CFW as applied by UNDP to Androy is also in line with the UNDP strategy<sup>52</sup> for community infrastructure rehabilitation, which includes: (i) optimizing the commitment and skills development of the local population and communities; (ii) empowering women and promoting gender equality; (iii) environmental protection; and (iv) investing in disaster risk reduction. However, the application of these guidelines does not yet sufficiently take into account the need for capacity-building and social capital, including through effective coordination and partnerships. In this regard, UNDP does not engage sufficiently in partnerships with other organizations with similar objectives in the Androy region.

The programme was thus able to contribute to the reduction of the population's vulnerability and to revive the local economy. However, it is still too early

<sup>49</sup> UNDP (2017), 'Results Oriented Annual Report – MDG – 2017', UNDP Madagascar.

<sup>50</sup> More than 3,000 people were affected, notably by participating in the rehabilitation works of a track of about 19km mainly used for commercial exchanges between the municipalities of Ambovombe, Tsimananada, and Erada, and those of fixing dunes for the protection of fields, construction and rehabilitation of water retention dams for livestock use. (See UNDP (2017), 'A joint mission of the Malagasy State and the UNDP in the Great South of Madagascar', <<http://www.mg.undp.org/content/madagascar/fr/home/presscenter/pressreleases/2017/07/24/une-mission-conjointe-de-l-etat-malagasy-et-du-pnud-dans-le-grand-sud-de-madagascar.html>>).

<sup>51</sup> UNDP (2018), 'Androy: A step forward to strengthen the resilience of the population in government project sites supported by UNDP', <<http://www.mg.undp.org/content/madagascar/fr/home/presscenter/pressreleases/2018/02/04/androy-un-pas-en-avant-pour-renforcer-la-r-silience-de-la-population-dans-les-sites-d-intervention-des-projets-du-gouvernement-appuy-s-par-le-pnud.html>>.

<sup>52</sup> UNDP (2013), 'Guidance note – Community infrastructure rehabilitation', <<http://www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/signature-product-guidance-note-on-community-infrastructure-reh.html>>.



to assess the sustainability of CFW results, since in principle, jobs created with high labour intensity operations are temporary and their sustainability is conditioned by the pursuit of their financing. UNDP and its national and regional partners have yet to reflect on a longer-term strategy that is not linked to a labour-based approach.

In order to strengthen the resilience of vulnerable households, UNDP has also chosen to target income-generating activities (IGAs) traditionally practiced by the target communities, which are predominantly agricultural. Admittedly, after the heightened food insecurity linked to the disruption of rainfall, the projects prioritized livestock rather than agriculture. However, taking into account the traditions of livestock hoarding, the majority of CFW beneficiaries have chosen to invest in sheep and goat farming instead of focusing on poultry which are short-cycle, and which make it possible to grow their holdings and increase income in the short term. It is thus too early to assess the results of IGAs, since their implementation (in particular in Androy) is recent and the activities chosen by the households are more or less of a long cycle – in the majority, the raising of goats and sheep.

Traditionally, southern communities consider livestock as evidence of wealth, rather than as a source of food, and are more involved in contemplative breeding. Local culture emphasizes the importance of life after death, and respect for social obligations is paramount to the well-being of the family. Thus, the desire for recognition, social consideration and respect after death dictates the choice of and use of income from IGAs to the detriment of their current living conditions.

**Finding 11.** UNDP's programme in Madagascar gives particular consideration to national and global biodiversity conservation issues, and to the sustainable

use of natural resources for poverty reduction of local populations. It has contributed significantly to the country's efforts to strengthen the National Protected Area (PA) system by adding new areas, thus contributing to the conservation of the country's outstanding biodiversity. However, even if the conditions for setting up a Category V and VI PA sub-network are in place, UNDP must continue its efforts and advocacy for their existence.

With GEF funding, UNDP protected area management projects seek to meet the multiple objectives of biodiversity conservation, good governance of natural resources, and improved livelihoods of local people. UNDP supported the implementation of the Support for the Establishment of Protected Areas for Managed Resources (MRPA) project started in March 2013 and completed in 2017. The aim of the project was to extend the PA system of Madagascar by developing a PA sub-network, as part of joint management by local government and communities and integrated into regional development frameworks.

This co-management was included in the project, based on local communities' management plans and natural resource conservation framework and compatible with the development of economic activities by the private sector. However, at the time of its start, the legal texts did not allow co-management of PAs. Thanks to the support of UNDP, the legal framework for the management of PAs has evolved with the adoption of Law No. 2015-005 of 26 February 2015 on the recasting of the Management Code for Protected Areas.

Decrees for the implementation of this law and the establishment of five new protected areas were also adopted in 2015. Thus, 10 protected areas of the International Union for Conservation of Nature Category V<sup>53</sup> and VI<sup>54</sup> have obtained definitive status, and their means and management tools

<sup>53</sup> Category V: Protected Landscape or Marine Landscape: These are PAs where the interaction of humans and nature has, over time, produced an area of distinct character, with considerable ecological, biological, cultural and landscape values and where safeguarding the integrity of this interaction is vital to protect and maintain the area, associated nature conservation and other values.

<sup>54</sup> Category VI: Protected area with sustainable use of natural resources: Areas in this category preserve ecosystems and habitats, as well as the associated cultural values and traditional natural resource management systems. They are generally large, and most of their surface has natural conditions.

have been strengthened. These new PAs represent a total area of 1,464,973 hectares.<sup>55</sup>

With the contribution of the MRPA, the country's biodiversity is more adequately represented. The State's commitment to the project has increased the total area of PAs from 1.7 million hectares to 6 million hectares, or 10 percent of the total area of the country. In addition to this result, the project has enabled 7,559 vulnerable people (including 4,258 men, 3,301 women and 2,729 young people) to access IGAs and employment.<sup>56</sup>

During its implementation, the MRPA set out to meet international standards for PA management. One of its strengths has been developing partnerships with civil society and promoting the participation of local communities. Another strength is that it has supported and accompanied the national decentralization policy by targeting the capacity-building of regional and local stakeholders at the level of regional planning and its implementation, as well as the local institutional capacities for natural resource management. However, UNDP must continue the advocacy efforts and the actual establishment of this sub-network.

The MRPA has made notable efforts to capitalize on its achievements.<sup>57</sup> The resulting publication was distributed during a workshop and posted on a website. However, even if it can reach a large audience, it does not allow to reach diverse audiences taking into account their specific knowledge needs. The evaluation noted nevertheless that these experiences adequately informed the drafting of other conservation projects, notably the Landscape Approach for the Atsimo Andrefana Region project which started in September 2017 for a duration of five years. This new project aims to contribute to the integration of biodiversity and ecosystem-based management into development planning and sectoral activities. This is

an important project not only for the approach that it will implement, but also for the large area it has to cover, and the diversity of potential stakeholders. However, its ToC is very basic and does not reflect the complexity of the issues. The landscape approach involves complex institutional and social processes, which may have implications for political engagement, which therefore requires that key assumptions be made to achieve the expected impacts.<sup>58</sup>

**Finding 12.** UNDP has carried out research and studies on traditional practices and behavioural changes, with a view to successfully integrating new technologies and the inclusion of vulnerable and marginalized groups, by taking traditional values and customs into account in projects for sustainable and inclusive development. The results of these studies have allowed to better understand capacity-building efforts among vulnerable groups, in particular women and young people, and to improve their self-confidence for their active and effective participation in the sustainable and inclusive development of their society.

In order to gain a better understanding of the local context and to identify the traditions that block and that can be used as a lever for sustainable and inclusive development at the local level, UNDP has collaborated with the Regional University Centre of Androy (CURA) to carry out a study on the habits and customs of the different ethnic groups composing the population of this zone. The themes addressed by this study include: i) the rank of women in society and how can they be actively involved in development without disrupting the traditional social system; (ii) the place and weight of traditional obligations in community life and family welfare and how to adjust practices so that these obligations are not a hindrance to sustainable and inclusive local development.

<sup>55</sup> UNDP (2015), 'UNDP in action: On the development path – Annual report 2014-2015 – Madagascar', <[http://www.mg.undp.org/content/dam/madagascar/docs/rapportsUNDP\\_MDG/rapport-annuel/UNDP\\_mg2016\\_doc\\_Rapport2015.pdf](http://www.mg.undp.org/content/dam/madagascar/docs/rapportsUNDP_MDG/rapport-annuel/UNDP_mg2016_doc_Rapport2015.pdf)>.

<sup>56</sup> Baastel Consulting Group sprl (2017), Final Evaluation of project MRPA 'Network of Managed Resources Protected Areas'.

<sup>57</sup> ALTEC Madagascar (2017), 'Capitalization of the results of MRPA', ALTEC Madagascar.

<sup>58</sup> The ToC described for the project comes down to: "If a regional plan for land-use that takes biodiversity into account in all its dimensions is adopted, the region Atsimo Andrefana will have minimum guarantees for the sustainability of its economic activities".

Such changes are part of a long process for behavioural changes. However, the participatory, inclusive and integrated approach applied by CURA during the study has allowed it to identify several issues and engage with the communities to bring answers on fundamental questions in order for the habits and customs to become a lever for local sustainable development and to collaborate on the adaptation and integration of project approaches during interventions to achieve transformational change and ownership of actions taken. For example, the study was able to raise the awareness of clan leaders on the limits of acceptable offerings without ruining the family during funeral ceremonies and has also defined possibilities for women's contribution in the decision-making of community life. However, although the traditional authorities are opening to the idea of including women in the decision-making process in the socio-economic life of the community, they remain reluctant to let them integrate mortuary traditions.

By prioritizing women and youth among project targets, UNDP has given them the opportunity to access resources and knowledge to improve and secure their lives. The targeting of women and youth in the realization of CFW starts the establishment of self-confidence and changes the perception of the community on the ability for them to participate in local development.

Another example is the establishment of the village savings group (GVEC). Through GVEC, the project provides women with financial opportunities that they themselves manage in community to strengthen their livelihoods. At the same time, the project strengthens the capacity of women through training on the simple management of their assets in the household, and especially on the concept of savings.

Improving the living conditions of households generates certain levels of self-esteem of these women in the community and gives them the opportunity to contribute their point of view and participate actively in decision-making mechanisms for sustainable and inclusive development.

This section analyses the internal and external factors that influence the results of UNDP interventions in relation to the expected development objectives.

**Finding 13.** The analysis of factors that contribute to the results of the UNDP country programme points to the definition of objectives in a non-compartmentalized way, the implementation of interventions with a relatively wide range of government partners, and a mix of upstream and downstream activities.

The first factor that has contributed to the results is that UNDP has defined the two main components of the programme, namely democratic governance and sustainable and inclusive development, in a non-compartmentalized way, with a view to contributing to national cohesion and reconciliation and reducing poverty and vulnerability. However, this strength is mitigated by a weak conceptualization in the CPAP of national reconciliation and the consolidation of peace in relation to the post-crisis context through the results and their indicators.

From a policy perspective, one of the contributing factors is the planning and delivery of a wide range of partnerships with government institutions for the implementation of programme interventions. Planning is the subject of an important chapter of the CPAP dedicated to the description of the Partnership Strategy. Another contributing factor is the focus of the CPAP on the mix of upstream and downstream interventions to support the promotion of inclusive markets and value chains with a high impact on poverty reduction such as handicrafts, ecotourism and sustainable agriculture. In addition, the CPAP mentions targeted technical assistance to be provided at the national and regional levels, among others, for the consultation framework and public-private action with a view to improving the business environment. However, it does not outline lines of action to develop public-private partnerships that could play an important role in promoting the participation of poor producers in national and global value chains. It also does not mention the interventions to be implemented to support producer organizations at the community level and their communal

and regional structures to strengthen themselves in order to improve their management capacities, their professionalization and their access to markets.

**Finding 14.** UNDP has developed strong and diverse partnerships with government partners at national political levels for the implementation of its country programme. In contrast, the partnership with other bilateral and multilateral development partners, including UN agencies, are weak. At the CTD level, it has not expanded its partnerships to those that are targeted by its interventions, which does not facilitate their ownership of the results and strengthen their capacities for investment ownership and for supervision and oversight of the implementation of projects. It did not invest in the development of a partnership with producer organizations, both at the national level and at the CTD level.

UNDP has developed significant partnerships with the Government at the national level for the implementation of its projects. The government partners include the Presidency, the Prime Minister's Office, and the sectoral ministries, as well as public institutions like the CENI. Government partnerships did not involve co-financing of projects by the Malagasy Government.

UNDP has not expanded partnership for project delivery at the decentralized level with the CTDs. The regions and communes targeted by the programme benefit from support in various forms and have neither responsibility nor co-responsibility for the implementation of projects or project components. This lack of partnerships with the CTDs, even on a pilot basis, does not favour their ownership of the programme results and does not offer them opportunities to learn project management skills. It should be noted, however, that the programme has made significant progress in developing partnerships with MFIs that have been able to set up branches in several communes where they serve vulnerable populations.

In the absence of the National Strategy for Local Development – validated at the national level but not yet endorsed by the Council of Ministers – UNDP has chosen to give priority to regional technical structures to carry out capacity-building to support decentralized territorial communities in the implementation of the sustainable and inclusive development process. Given the lack of a legal framework governing decentralization, the choice of UNDP is legitimate but mixed with regard to the ownership and sustainability of the actions undertaken, especially since they are oriented towards the grassroots community and that the CTDs are representatives of the State at the local level.

The evaluation notes that UNDP participates in the implementation of three ongoing projects funded by the UN Peacebuilding Fund, jointly with OHCHR, IOM, UNICEF and UNFPA.<sup>59</sup> It also notes that UNDP participates in the joint implementation of a project funded by Japan in Androy. UNDP also has a memorandum of understanding with the United Nations Capital Development Fund. Partnerships have also been established with the GEF for the implementation of projects of importance for Madagascar in the strengthening and management of the protected area network. However, in relation to the two objectives of the current CPAP, partnerships with other UN agencies for the joint implementation of projects have not been adequately developed, and synergies with them are generally weak. This weakness combined with a lack of coordination among the UN agencies operating in the locality/zone does not give the possibility of reaching 'delivering as one' which could have optimized the services offered to the target communities and support efforts to build the resilience of vulnerable people.

UNDP, however, has supported the coordination of aid in general, through the organization of meetings of the Strategic Dialogue Group, a platform for discussion and consultation between the Government and the technical and financial partners. It also contributed to the Aid Management

<sup>59</sup> UNDP implements project ARSSAM jointly with IMO, UNICEF, OHCHR, and UNFPA, with the financing of the PBF, project IDRC jointly with OHCHR and UNESCO with the financing of PBF. There are also projects where other UN agencies are partners, including PADRC (UNICEF, UNAIDS, UNFPA, UNV); RED (OHCHR), PDSPE (FAO, UNCDF, WFP); project UNOPS (WHO).



Platform, and the resumption of production of the Development Cooperation Report, which was suspended from 2001 to 2008.

UNDP has expanded project implementation partnerships to civil society organizations. Good examples of collaboration with NGOs can be found in the areas of protected area management, legal clinics and MFIs. However, it has not innovated in developing partnerships with NGOs and community organizations to strengthen the capacities of local producers' associations.

Regarding the development of partnerships with the private sector, the CPAP limited itself to mentioning that UNDP will continue to support "the capacity-building of existing targeted intermediary organizations such as the Chambers of Commerce and Industry, the Houses of Peasants". The evaluation notes that there is potential for the development of such a partnership under the PDSPE project. UNDP, however, did not invest in developing the partnership with farmers' organizations, both at the national level and at the CTD level.

UNDP has also had partnerships with the academic world (for example with the University Centre of the Androy Region) to carry out studies of socio-cultural factors, aiming at taking traditional values and customs into account in the approaches of projects for sustainable and inclusive development.

**Finding 15.** The CPAP has not sufficiently articulated knowledge management at the country programme and project levels. Although there have been ad hoc activities of some projects to capitalize on their experiences, the programme has not defined a strategy to systematically document and disseminate information, experiences and lessons in order to share them for various uses.

Knowledge management at the country programme and project levels has not received the attention it deserves, neither in the CPAP nor in the implementation. Knowledge capitalization at the level of projects or specific thematic areas has not been a generalized practice.

UNDP's existing strategy does not articulate the documentation and dissemination of information, experience and lessons in a systematic way for policy dialogue and other uses. The CPAP does not sufficiently address knowledge management based on the experiences that can be gained from interventions at the strategic and operational levels. As a result, it has not defined specific outputs or approaches to be followed at both strategic and operational levels. It has limited itself to mentioning that UNDP will focus on better management and knowledge capitalization in the promotion of employment and income opportunities, without defining any related activities or resources allocated to them. Yet UNDP country programme interventions are rich in experiences that deserve to be collected and analysed for sharing within the programme as well as with other interested users, and to inform policy dialogue. Examples include experiences with legal clinics, PTFMs, and co-management of protected areas, as well as good resilience and recovery support practices in the Great South. However, the capitalization documentation of the experiments is not sufficiently developed to take into account several potential uses (policies, training, planning, extension, etc.). UNDP's monitoring and evaluation system and its communication need to be improved.

**Finding 16.** The sustainability of the results achieved with the support of UNDP varies between interventions, but it is generally fragile. It is vulnerable to several factors out of UNDP's control, including the weak capacities in coordination and delivery of development projects in the municipalities, insufficient involvement and commitment of CTD authorities, and weak commitment of the Government to ensure additional funding for the implementation of the municipal PDLII.

Aside from the mention in the chapter on past cooperation and lessons learned – that "the effective involvement of the national counterpart at all levels has made it possible to strengthen its commitment, national ownership and guarantee the sustainability of interventions" – the CPAP does not refer to the sustainability of the results

of UNDP interventions, nor on the exit strategy for its interventions. Elsewhere, it has been limited to mentioning that the sustainability of the results of the programme will be achieved thanks to “the inclusive participation of the beneficiaries, the reinforcement of the national capacities and the appropriation of the programme, the coordination of the support with the other technical and financial partners and the support of the UNS and other technical and financial partners in the implementation of the national poverty reduction and inclusive development programme (National Development Plan, sectoral strategies, regional development plan, etc.)”.

The sustainability of development results achieved with UNDP support in Madagascar varies according to the areas of intervention. In relation to the support for strengthening the capacities of municipalities for the elaboration and implementation of their PDLII, the sustainability of the results is mixed. In general, the learning outcomes received by municipal staff and authorities for the PDLII preparation in a participatory way are an important factor of sustainability. However, the trainings were not sufficient to develop the skills of project management which are essential for the sustainability of the results. In addition to this project management problem, there is a lack of commitment of the municipal authorities which makes the results achieved by the UNDP very disparate. The evaluation team visited municipalities which, even after having elaborated the PDLII, were not able to initiate their implementation. However, the evaluation team visited others where the local authorities were able to demonstrate leadership and commitment and attracted other partners in addition to UNDP for the implementation of the PDLII.

It should also be pointed out that, apart from the problems of commitment and leadership of the municipal authorities, there are also problems of State commitment to ensuring additional funding for the implementation of the communal PDLIIs. The sustainability of the results of UNDP projects can be achieved if these results are institutionalized and integrated into government strategies to support decentralization, replicating successful

experiences in other regions and municipalities of the country, and stimulating the appropriation of assets by the CTDs. For the moment, these conditions are far from being fulfilled and the weak municipal tax base is another challenge. In addition, sustainability is currently highly dependent on the personality and dynamism of the state representatives with whom the programme works. There is no strategy to ensure that each project contributes to the development and strengthening of social accountability and citizen participation. Such an approach would help ensure sustainability beyond the project or the departure of key actors.

With regard to support for democratic institutions, the programme’s strong coherence with national policies and the measures taken to create enabling conditions are factors of sustainability. In this respect, the results achieved with support to the CENI are sustainable because it has enhanced its capacities, has already demonstrated its technical skills, and has put in place tools required for its work. Its performance in the management of electoral cycles meets the requirements and expectations of social and political actors and citizens. The evaluation team believes that these achievements are irreversible.

With regard to the fight against corruption, the sustainability of the results of UNDP support is reinforced by the implementation of the new SNLCC and its implementation plan, and the integrated mechanisms that contribute to the prevention of corruption. These include the Anti-Corruption Pole Act, and the increased activity of the territorial branches of BIANCO which has revitalized the fight against corruption.

The sustainability of results in supporting poor people’s access to justice through legal clinics is mixed. Although these clinics are already several years old, and national partners appreciate their work, the absence of a law that integrates them into the country’s judicial system creates doubt as to their sustainability. This lack of law is a sign of weak ownership by the Government, which does not yet contribute to the operating costs of the clinics.



In terms of sustainable and inclusive development, the projects that UNDP implements with GEF funding provide measures that adequately ensure sustainability. These measures are of two types. First, there is the PA management partnership with the parent ministry. It is within this partnership that management will continue to be ensured. There is also the inclusion of PA management under the responsibilities of regional technical services and territorial development plans, which also reinforces the sustainability of PA development. In all cases, the sustainability of results is subject to the search for funding by NGOs or by the State for decentralized technical services. As for the socio-economic aspects, these projects are promising, given the catalytic role they play in promoting community natural resources and generating jobs.

For resilience and poverty reduction activities, the sustainability of interventions is a function of the capacities of the community-based institutions that have been supported to manage the endowments provided by UNDP. With regard to the provision of infrastructure and PTFMs equipment to the communities in the communes targeted by the programme, assessing the capacities of local communities to ensure their socio-economic viability is still premature, since not only are the projects not yet completed, but also there was the impact of the decrease of the support in some communes due to the refocus on Androy. It should also be noted that the PTFM have not managed to achieve financial autonomy and that their economic viability is threatened by competition. In addition, strengthening the management structures of such community units is a longer-term process that needs adequate monitoring and support. However, many committees in charge of the management of these platforms are not sufficiently engaged in the organizational and empowerment processes.

Based on the evaluation team's visits to the communes, the resources allocated to support the managerial capacities of the committees in charge

of platform management are still insufficient to achieve a level of economic and financial profitability of the infrastructure and equipment installed. It should also be noted that with the refocusing on Androy and the reduction of activities in other regions, exit strategies have not been revisited to clarify the sustainability of PTFMs.

Regarding the community development infrastructures set up with the CFW in Androy (tracks, dams, etc.), the initiative to use the traditions and customs – *Dina* and *lily*<sup>60</sup> – as a lever to promote the adequacy of approaches with local contexts facilitate citizen participation in the maintenance of these infrastructure and the sustainability of support structures for CTDs. It is the Hazomanga<sup>61</sup> that guarantee the application and respect of *Dina* and *lily* within the clans and the community. With this approach, the programme capitalizes on the social system managing the socio-economic organization of the clans and the community.

**Finding 17.** As far as planning is concerned, the UNDP country programme in Madagascar is in line with the fundamental principles of human rights, gender equality and women's empowerment, and environmental sustainability. However, results from actual project implementation are only partially aligned with those principles.

The evaluation examined how the programme's projects meet the UNDP Policy and General Principles as set out in the Environmental and Social Standards Note. These are: Principle 1 – Human Rights; Principle 2 – Gender Equality and Women's Empowerment; and Principle 3 – Environmental Sustainability.

With regard to Principle 1, the CPAP has provided support for judicial assistance to litigants, awareness of human rights and support for community justice, particularly for women, youth and vulnerable groups. However, even though the CPAP makes strong references to human rights, it does not state a strategy or interventions to promote them. It does not provide for specific results and

<sup>60</sup> Local court and social contract at the community level.

<sup>61</sup> Traditional local authority constituted by the wise and the elders of the clan.

outputs for the promotion and protection of human rights in general, especially for women and girls. At the operational level, although there are no specific projects designed to promote human rights, the support provided to state institutions and civil society organizations supported under Output 2 contributes to their protection and defence. Supports that have tangible results include the CENI at the national level, and legal clinics at the level of the regions where UNDP conducts its interventions. In general, the programme applies an integrated approach, with projects leading to poverty reduction activities, improving the access of the poor to justice, and supporting the promotion of democratic governance. The programme supports the rule of law and therefore improves the conditions in which human rights are defended.

With respect to Principle 2, the CPAP integrated the gender dimension in the design of the programme. This dimension is largely taken into account in the design and implementation of UNDP projects. The country office in Madagascar has also developed and applied a gender strategy, and has achieved the silver medal in 2014/2015 but did not achieve higher than a bronze medal in 2016/2017 as part of the Gender Equality Seal initiative.

For the projects visited, evaluators were able to observe signs that measures to ensure women's participation in the activities of UNDP projects were in place. In targeting projects under the sustainable and inclusive development component, including PADRC and PDSPE, special attention is paid to women's livelihoods. The mid-term evaluation of the country programme<sup>62</sup> found that over

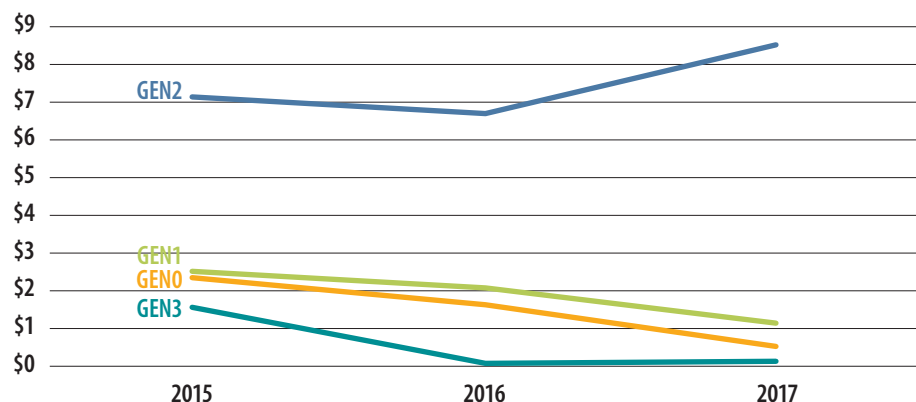
**FIGURE 6. Expenditure by Gender Marker**

Million



**FIGURE 7. Expenditure by Gender Marker and Year**

Million



Source: Atlas (2018)

<sup>62</sup> Bechraoui, N. and Ramanitriniaina, H. (2017) op.cit.

the period 2014-2016, women made up 64 percent of the 46,998 people who have benefited from sustainable livelihood enhancement.

The evaluation noted a wide range of direct and indirect contributions from UNDP for the promotion of gender equality and women's empowerment. UNDP strives to take into account gender equality issues in its interventions and in policy dialogue with its partners. The CPAP makes strong references to gender equality, especially when it addresses sustainable and inclusive development themes, such as contributing to building disaster resilience in communities, and recovery. The CPAP also refers to gender equality in the definition of indicators as part of the results of the programme. The gender equality marker<sup>63</sup> is 2 for the majority of projects implemented as can be seen in Figures 6 and 7.

Despite the importance UNDP gives to the gender dimension, there is a lack of explicit interventions to support national dynamics of empowerment of women and girls for their participation in public, political, economic, social and cultural life. In terms of women's empowerment, the programme does not have a real approach in designing and implementing interventions that specifically aim to strengthen the skills and entrepreneurial and managerial capacities of women in different nodes of the value chains supported by projects such as PADRC and PDSPE.

At the operational level, mainstreaming of the gender dimension tends to be limited to empowerment actions and gender equity between women and men in UNDP activities, rather than a broader approach that also addresses gender equality issues. In general, there are very few projects or major components of projects with a gender marker of 3. Support for the protection and promotion of women's rights and the fight against violence and discrimination against women is indirect and is also an indirect result of the interventions of the

institutions supported. This is the case, for example, of the work of legal clinics supported by UNDP or CENI. For legal clinics, the majority of people who access their services are women (78 percent in 2017). As for the CENI, UNDP supported its efforts to realize the right of women to participate in the country's public affairs as voters.

With regard to gender equality and women's empowerment, an important shortcoming noted by the evaluation is the weak collaboration between UNDP and other development actors involved in this theme, such as UN Women or the Ministry of Population, Social Protection and the Promotion of Women.<sup>64</sup>

With respect to Principle 3, the CPAP has integrated the environmental sustainability dimension into its sustainable and inclusive development component. The evaluation found that projects in this component generally incorporate environmental and social sustainability into their actions. Regarding support for the promotion of best environmental practices, several projects engage local communities through IGAs. This undeniably reduces the pressures on ecosystems and reduces the over-exploitation of natural resources, of which rural poverty is one of the major factors of degradation. The programme has also broadened its scope to support the reduction of unintentional emissions of persistent organic pollutants in the health sector through a project targeting several hospitals and basic health centres, under a partnership with the World Health Organization. However, during the visits to the targeted communities, the evaluation team observed that UNDP has not provided the means of support for effective mobilization of communities in favour of the environment, in particular to reduce pressures on plant resources, which are overexploited as sources of fuelwood. The lack of fuelwood for domestic needs reduces resilience

<sup>63</sup> On the scale of the gender marker institutional tool of UNDP, the gender marker goes from 0 (GEN0, no contribution to gender equality is expected) to 3 (GEN3, gender equality is the main objective).

<sup>64</sup> For budgetary reasons, the collaboration between UNDP and the Ministry of Population, Social Protection and the Promotion of Women had to be reduced from 2016. Activities in 2015 included some studies related to women inclusion and organization of some workshops and events.

and increases the vulnerability of rural areas. In this regard, the UNDP strategy for the application of the landscape approach<sup>65</sup> should not be limited to the theme of biodiversity conservation and the Atsimo Andrefana region. It should be applied across degraded rural landscapes to mitigate the impacts of over-exploitation of natural resources, including through agroforestry and conservation agriculture techniques.

**Finding 18.** The mobilization of resources for the implementation of the programme proved to be a challenge.

During the implementation period, the UNDP programme faced a significant reduction in regular resources, which resulted in significant project cuts and suspension of certain activities. The country office developed a resource mobilization strategy in 2016, but so far, limited resources have been

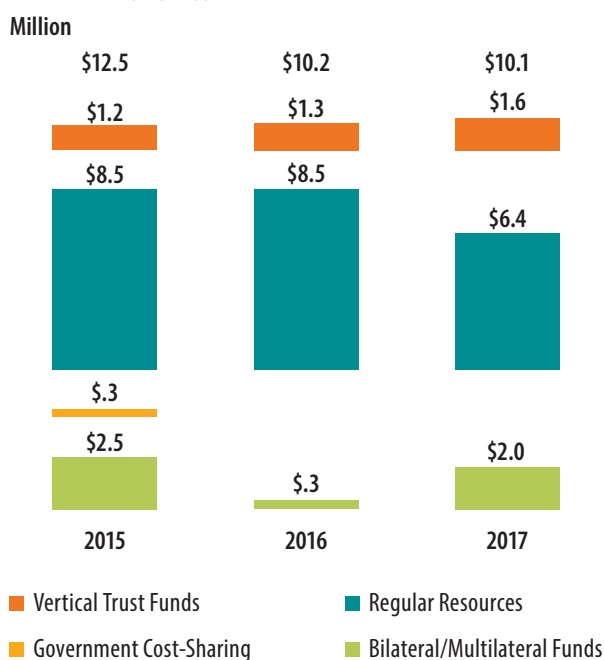
mobilized from donors and funding gaps remain. According to the 2018 audit report, for the current programme cycle, the office committed to mobilize \$14 million in the area of governance, \$11 million in environment and climate change, and \$2 million in poverty reduction. As of March 2018, the office exceeded its target in the area of environment and climate change. However, it still needed to fill the \$5.2 million gap in the area of governance. Also, it had not yet mobilized funds for poverty reduction, hence an additional \$2 million gap.<sup>66</sup> Main donors include the GEF (environment projects), Peacebuilding Fund (peacebuilding and national reconciliation), and EU, US, Norway, Switzerland, France (mainly for elections). Efforts are being made to mobilize resources from the Green Climate Fund. Cost-sharing by the Government is non-existent. There is also little pooling of resources available within different projects to optimize results.

On human resources, UNDP uses a combination of national and international staff taking into account the national and local context. The appointment of international staff to sensitive positions – electoral process, reform of the security system, anti-corruption – ensures a level of neutrality in the implementation of UNDP-supported interventions.

The assignment of UNVs as socio-organizers at the community level has allowed projects to have resource persons with a certain level of expertise and to compensate for financial deficits following the reduction of regular UNDP resources. The motivation and stability of this workforce is a challenge, particularly given the difficult working and living conditions in Androy. In fact, the evaluation observed the personnel turnover of the implementation team in the field, which considerably delays the implementation of activities at the local level as well as the consistency of project activities with target communities.

**Finding 19.** UNDP's operating mechanisms and structure in the field are not adequate to ensure

**FIGURE 8.** Total Expenditure by Fund Category and Year



Source: Atlas (2018)

<sup>65</sup> Landscape approaches attempt to enhancing sustainability and multifunctionality within the landscape while achieving multiple outcomes with multiple stakeholders over long periods of time.

<sup>66</sup> Audit of UNDP Country Office in Madagascar, Report No. 1921, issue date: 5 June 2018.

effective monitoring of field activities, and to maximize project synergies when operating in the same regions.

Some missions to monitor project progress are jointly conducted by UNDP and its national partners. This approach ensures a level of proximity facilitating the exchanges and the reinforcement of national capacities necessary for the smooth running of project activities. However, the UNDP mechanism and operating structure are not adequate to ensure proper monitoring of activities in the field. The procedures do not take into account the realities on the ground: bad state of the road infrastructure requiring long time for displacements, the availability of the target communities while regular visits to the field are the key elements for ensuring ownership and the implication of the target communities in the execution of the activities and the sustainability of the structures put in place. Also, due to a certain verticality in the management of project operations, the synergies among different projects operating in the same region are not optimal, as observed in the Androy region.

As mentioned above, the contribution of UNVs – national and international – is an asset in the implementation of the programme given the available resources and constraints of UNDP. Recruitment of natives of the region of intervention – for example, Androy, Atsimo Andrefana and Analamanga – provided an opportunity for a better adjustment of the approaches through the integration of local traditions into the achievement of project actions and activities.

In terms of monitoring and evaluation of the country programme, the country office has a dedicated unit in charge of the process. However, it does not have an effective monitoring system for the results of programme interventions, which could provide evidence-based and timely information. It is essentially limited to monitoring the activities and outputs of individual projects. The

review of most project documents does not reveal precise and explicit monitoring-evaluation frameworks for sustainable outcomes and impacts. Indeed, the logical frameworks of projects identify results indicators (translated into quantities to be achieved, for example), but there are no indicators for outcomes that would make it possible to evaluate the projects' long-term effects, positive and negative.

In relation to risk management, the CPAP does not contain a risk assessment for the implementation of the country programme and the achievement of its objectives. In a post-crisis context, it is important to carry out an in-depth analysis of implicit risks during programme design, in order to identify key risks and propose mitigation strategies. In Madagascar, it would be essential to consider the fragility of the country's political, institutional, social and economic environment. Factors related to the state of the decentralization process, such as a weak state budget to support decentralization, insignificant transfers to CTDs, generally weak project management capacity of communities would have been brought to light/could have been taken into account. The results matrix included as a CPAP appendix does not include a description on risks and key assumptions.

As for projects, all those funded by the GEF have a section on risk management as this is a requirement of the Facility. Most other projects also have risk descriptions and mitigation measures. However, these risks are not reflected in the ToC as assumptions that need to be monitored.

Monitoring and evaluation does not incorporate knowledge management. It is mainly focused on the physical and financial aspects, and little on the quality and scale of the lasting effects. This lack of monitoring of outcomes stems from an underestimation of the importance to be given to it in setting up the programme, in particular in the choice of indicators of outcomes and objectives.







# CHAPTER 3

## CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP  
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness  
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability  
COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness  
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COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS  
COORDINATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNERSHIP

**This chapter presents the evaluation team's main conclusions** on UNDP's performance and contributions to development results in Madagascar, **their recommendations** based on the key findings presented, **and the management response.**

### 3.1 Conclusions

- **Conclusion 1. The UNDP country programme is aligned with national development priorities and the mandate of UNDP. Although an analysis of the post-crisis context was made, the CPAP did not assess the risks that were implicit in the programme design. It did not present an explicit ToC that would have helped programme managers and national partners to better understand the expected pathways of change from the programme outputs to the outcomes and impacts, and the assumptions needed to be taken into account for their achievement.**

UNDP contributions in the current 2015-2019 country programme have generally been well planned and the portfolio is designed to support key post-crisis national priorities for governance, consolidation of peace, and inclusive sustainable development. UNDP support has been responsive to the country's needs in terms of capacity-building of government partner institutions, particularly democratic institutions, and in the preparation of the national development strategy and policy frameworks, laws, and other national enabling strategies. The programme has also been sensitive to the needs of the poor and vulnerable, including women and youth, especially those affected by recurring natural disasters.

However, UNDP's development assumptions and plans for support would have been clearer had the programme been based on a ToC mapping the expected pathways from outputs to medium- and long-term outcomes and impacts. The design of the programme did not explicitly identify, through a ToC, assumptions about the responsibilities of its government partners in order to achieve the effects and impacts anticipated through UNDP contributions. The programme

design also lacks an explicit recognition of risks, notably around the uncertainty as to capacities of decentralized authorities to manage projects and to integrate UNDP activities into local development plans that are inclusive and sustainable.

- **Conclusion 2. UNDP national and strategic interventions in the area of democratic governance and sustainable and inclusive development have achieved significant results, but in the face of existing challenges, much remains to be done.**

In the democratic governance component, UNDP has provided support for accountability and anti-corruption institutions, security sector reform, and multistakeholder capacity-building on peace and democracy. UNDP interventions and the political dialogue that accompanied or preceded them have made it possible to sensitize government partners on the need to improve the framework conditions for democratic governance. For example, advocacy has placed the fight against corruption at the heart of the Government's political agenda. This has resulted in the adoption of instruments such as the SNLCC, the Anti-Corruption Poles Act, and the Anti-Corruption Act. However, the law on the recovery of illicit assets has not yet been adopted and the Government has not scaled up the results of the anti-corruption work carried out by the BIANCO territorial branches beyond the regions supported by UNDP, nor the experiences of the legal clinics.

In the sustainable and inclusive development component, UNDP has achieved positive results in the area of conservation and sustainable use of natural resources. UNDP support has not only strengthened the national protected areas system through the creation of 10 new protected areas, but there have been tangible impacts on

the co-governance and joint management of these protected areas, following the revision of the Protected Areas Code. However, additional support is needed to consolidate the conditions for the sustainability, particularly financial, of the results obtained. In terms of job creation, UNDP helped launch job creation and livelihoods initiatives for the poor and vulnerable. However, most of these jobs have been generated by UNDP-funded labour-intensive activities which are temporary in principle and are therefore not sustainable. It is still too early to assess the results of the IGAs in Androy as they have just started. The relevance of the IGA guidelines remains mixed, as they do not take into account the local traditions that prioritize resources for the afterlife.

- **Conclusion 3. UNDP support to CTDs to strengthen their capacity to manage planning processes and implement inclusive municipal development should be recognized. However, despite positive initial results, support for the initiated processes is still weak. Progress varies across municipalities and the scope of support is such that it does not yet promote transformational changes.**

Despite efforts by UNDP to strengthen municipalities' capacity to manage the planning and implementation processes of local development, most municipalities face enormous challenges including inadequate capacity and greatly insufficient resources to implement the developed plans. UNDP support has not been sufficient to address these challenges as there is no additional funding from the Government for the implementation of the local development plans. The training courses organized for the municipal authorities and agents were very short and of limited scope and were not sufficient to strengthen the project management skills of these authorities, especially in the absence of post-training support by the programme.

- **Conclusion 4. The capacity-building strategy adopted by UNDP – which consists of implementing simultaneous interventions at the**

**macro and micro levels with a view to achieving intended results in governance and sustainable and inclusive development – is sound, as it addresses the problem of weak governance at the local level. However, the lack of support at the meso level requires the programme to provide additional monitoring and coordination efforts, which are the main tasks at the intermediate (i.e. regional) level. This gap has an important bearing on the relevance and sustainability of the programme.**

The meso level is the intermediate level that ensures the coherence and the logic of intervention between the conception of the policy and the strategy of sustainable and inclusive development – national level – and the operationalization at the community level – local level. The weak consideration for that intermediate level in capacity-building efforts for CTD has an impact on the sustainability and coordination of project interventions as well as on the 'delivering as one' expected by the UN system.

- **Conclusion 5. UNDP has refocused its development interventions on the Androy region and laid the groundwork for resilience and recovery for poor and vulnerable populations in the region. However, even if the start-up results are encouraging, they remain below what can be achieved.**

This refocusing was a response to the impact of the El Niño drought in 2015-2016 and to the request of the Government. However, UNDP lacked a ToC showing clearly the pathways of how eventually development results in Androy region will be scaled up at the national level. Seen in the context of the current CPAP, refocusing does not imply a real shift in UNDP's development approach, but rather a search for more efficiency in accelerating and amplifying the effects of interventions aimed at reducing chronic acute vulnerability in the Androy region. This change now provides the basis for further reflection on how to link future UNDP interventions to the major strategic development issues of the Great South in general and

the Androy region in particular. For transformational effects, a real breakthrough will require an explicit sub-theory of change that places UNDP interventions within the frame of local development plan implementation for articulation with the interventions of other international and national partners.

The results of the start-up phase are encouraging especially in terms of early recovery for poor beneficiary groups. However, they fall short of what can be achieved with good coordination of UNDP interventions at the regional level, a partnership with the respective decentralized authorities to co-manage project approaches, and a partnership with other development actors to achieve the goals. The focus on Androy would certainly be more effective if UNDP made its interventions consistent with those of other actors in the region, generating more synergies with the State and its other international partners, in a partnership or complementary logic. Here engagement of the State is essential for the sustainability of UNDP efforts. The State must fully play its role of equalizer but also incubator in a perspective of replication of the experiences of Androy to the other poor regions and to bring them up for the improvement of its anti-poverty policies.

- **Conclusion 6. The capacity of UNDP to establish partnerships for the implementation of its interventions is widely recognized by the government actors met by the evaluation team. These partnerships are particularly strong and diverse with government institutions, followed by those with other UN agencies, and to a lesser extent, those with civil society. However, partnerships with other development actors are generally weak, and the programme has not sufficiently synergized its interventions in the Androy region with those of donors and other development actors.**

At present, the UNDP project implementation mechanism adequately mobilizes its sectoral government partners, either for their direct

involvement in implementation or as responsible parties. This allowed a strong appropriation of the results already achieved. However, UNDP has not made sufficient efforts to develop implementation partnerships at regional and local levels, with CTDs, civil society and private sector actors in the programme's intervention regions. CTDs have little involvement as co-pilots in the development approaches applied by the various UNDP projects, which does not in any case favour their ownership of their results.

- **Conclusion 7. UNDP has substantially integrated a gender dimension in its programming. However, while there are obvious efforts to mobilize women's participation in UNDP project activities, there is a lack of an explicit approach and interventions to spark national dynamics which promote empowerment of women and girls and their participation in public, political, economic, social and cultural life. This lack is reflected in the slide back from silver to bronze in the Gender Seal award from 2014-2015 to 2016-2017.**

UNDP has taken adequate measures to strengthen the integration of a gender dimension in the design of its country programme, and the implementation of its projects. The country office has also developed a gender strategy which it implements. However, despite this considerable attention to the gender dimension, the evaluation team noted that there is a lack of explicit interventions to support national dynamics for the empowerment of women and girls and their participation in public, political, economic, social and cultural life. The programme also lacks interventions that specifically aim to strengthen the entrepreneurial and managerial skills and capacities of women engaged in different value chains.

- **Conclusion 8. The UNDP country programme monitoring and evaluation system does not allow – and does not include – the capitalization of experiences gained from its projects. There is a risk of losing valuable information, of not**



being able to share it with potential users, or not using it when a new project or programme initiative is designed.

The current UNDP monitoring and evaluation system is limited to monitoring the implementation of country programme interventions. It does

not include in its tools the capitalization of project experiences to communicate with partners and to allow institutional learning. Yet, UNDP interventions are rich in practical experiences that are not sufficiently documented and translated into practical guidelines.

### 3.2 Recommendations and Management Response

**Recommendation 1.**



UNDP should continue to prioritize a logical continuation of the sustainable development efforts initiated in the Great South – particularly in the Androy region – to stimulate transformational changes. This prioritization must be conceptualized on the basis of an explicit sub-ToC, which must shed light on strategic development objectives taking into account all the constraints related to the geographical situation and the socio-economic and cultural context of the Great South and its constituent regions, as well as the transformational changes to be targeted in the medium and long term by UNDP and other government partners.

To ensure the potential of these transformational changes – in the Great South and especially in the Androy region, UNDP should adopt the following three innovative approaches. Firstly, it should espouse a more differentiated approach, which accounts for the geography of recurring natural disasters, isolation, and the spatial aspects of social marginalization in each region. Secondly, while oversight of the interventions must be the responsibility of the central state institutions, i.e., UNDP’s main implementing partners, partnerships for regional and local implementation must extend to the CTDs, NGOs, communities and their umbrella associations, and the private sector. Thirdly, in place of the current distributive logic with the same support packages in all areas, UNDP should consider operationalizing these partnerships through calls for project proposals with awards to those actors who commit to change.

**Management Response:**  
**Agreed**



The management accepts this recommendation and will take it into account in the finalization of the Strategies and Programmes.

Recommendation 1 (cont'd)

Key Actions	Time-frame	Responsible	Tracking*	
			Status	Comments
Ensure a clear articulation of a sub-ToC in the Integrated Strategy for the Development of the Great South (SIDGS).	January 2019	International economist		
Ensure a clear articulation in the new CPD of priorities for the South based on the sub-ToC articulated in the SIDGS.	September 2020	DRR/P		
Introduce new modalities of intervention through local NGOs based on a roster and calls for proposals.	June 2019	DRR/P, TL		

\* The implementation status is tracked in the UNDP Evaluation Resource Centre



## Recommendation 2.



In preparing the next country programme document, UNDP must develop an explicit ToC, allowing for better visibility and understanding of UNDP support for transformational change, explicitly identifying the intended changes in terms of outcomes and impacts, as well as including the corresponding assumptions about partner responsibilities and other necessary conditions to be put in place. Based on the ToC, UNDP should develop a set of outcome indicators in addition to the usual output indicators, which will make it possible to measure transformational changes through an analysis of UNDP's contribution.

The ToC must not only make it possible to define country programme objectives at the national strategic level and in the main intervention areas, but must also show, in particular through the intended outcomes and the related underlying assumptions, the changes to be promoted beyond planned activities and outputs. It must also integrate the logic of geographical and thematic concentration and ensure that the country's poor regions are adequately taken into account.

## Management Response: Agreed



The management accepts this recommendation and will take it into account when developing the next cycle.

Key Actions	Time-frame	Responsible	Tracking*	
			Status	Comments
Ensure the articulation of an explicit ToC based on a clear assumption in the development of the next CPD that focuses on the transformational change sought through UNDP contributions and that includes related outcome indicators.	September 2020	DRR/P, M&E unit		

\* The implementation status is tracked in the UNDP Evaluation Resource Centre

### Recommendation 3.



In view of developments in the political, social and economic context, the relevance of UNDP's support to Madagascar's democratic governance priorities through the strengthening of rule of law is evident. To sharpen the scope of these activities, UNDP should advocate with its government partners – with the support and active participation of all technical and financial partners of Madagascar – for the implementation of the Government's political commitments and for scaling up of good practices and know-how acquired through its programme, for example, with the experiences in anti-corruption measures and legal clinics.

Corruption remains a major concern in Madagascar and impedes its socio-economic development and national cohesion. While there has been significant progress in strengthening the accountability and rule of law institutions, and in strengthening and clarifying their responsibilities, there are still important steps to be taken in the fight against corruption. These include the promulgation by the National Assembly of the law on recovery of illicit assets, scaling up of anti-corruption results obtained through the work conducted by the territorial branches of BIANCO in the regions where UNDP was active, as well as the experiences of the legal clinics.

**Management  
Response:**  
**Agreed**



The management accepts this recommendation and will continue with these advocacy efforts.

Key Actions	Time-frame	Responsible	Tracking*	
			Status	Comments
Continue to conduct strong and regular advocacy across multiple channels, formal and informal, including at the highest level and through the Strategic Dialogue Group to encourage the Government to respect its commitments.	Ongoing	RR, DRR/P		

#### Recommendation 3 (cont'd)

Take into account the scaling up of know-how and best practices in the development of the new CPD, including in the fight against corruption and support to legal clinics.	September 2020	DRR/P, TL		
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\* The implementation status is tracked in the UNDP Evaluation Resource Centre

#### Recommendation 4.



**UNDP should continue support for improving environmental governance and reconciling natural resource management with development challenges at regional and community levels.**

UNDP has been very successful in supporting Madagascar in expanding its protected areas system through the development of an International Union for the Conservation of Nature Category V or VI protected areas sub-network of natural resources managed in under-represented ecological landscapes, as part of joint management of local governments and communities and integrated into regional development frameworks. This is a new type of protected areas that still faces a lack of consensus on the political, legal and institutional framework, but especially whose financial sustainability is not yet assured. Even though the joint management frameworks of these protected areas are in place at the level of each protected area, the effective implementation of this co-governance approach to ensure both the protection of biodiversity, local and regional economic growth and responding to the needs of local communities will require support from the governance platforms that have been put in place.

**Management  
Response:  
Agreed**





The management accepts this recommendation through strategic and technical support at the central level (at the Directorate of Protected Areas-DSAP) and also its specific support in the region Atsimo Andrefana.

Recommendation 4 (cont'd)

Key Actions	Time-frame	Responsible	Tracking*	
			Status	Comments
Support to improve environmental governance and reconciliation of natural resources management will be taken into account in the design of the next CPD (eventually through a new GEF-financed project targeting the illicit trafficking of natural resources).	September 2020	DRR/P, TL and Programme Officer Poverty Environment		

\* The implementation status is tracked in the UNDP Evaluation Resource Centre

<p><b>Recommendation 5.</b></p> 	<p><b>UNDP should continue its support for CTD capacity-building with a focus on improving their competencies in coordination and delivery of development projects.</b></p> <p>Training should not only target local elected representatives (mayors, municipal councillors), and municipal officials, but also local development partners of municipalities (NGOs, community-based organizations, etc.). In order for the acquired theoretical knowledge to be transformed into pragmatic actions, training should be followed by adequate post-training support for continuous learning in particular around the implementation of local development plans. This support must be organized according to the specificities of each beneficiary municipality and the level of its skills in project management.</p>
<p><b>Management Response:</b> <b>Agreed</b></p> 	<p>The management accepts this recommendation and will take it into account in improving the implementation arrangements.</p>

Recommendation 5 (cont'd)

Key Actions	Time-frame	Responsible	Tracking*	
			Status	Comments
Ensure that the strengthening of CTD remains a priority in the development of the new CPD, based on the achievements and lessons learned, and through enhanced support (deployment of local governance facilitators at the level of each district, establishment of partnerships with local NGOs in the field of local governance).	September 2020	DRR/P, TL and Programme Officer Governance		

\* The implementation status is tracked in the UNDP Evaluation Resource Centre

## Recommendation 6.



In the design of the next UNDP country programme, it is important to identify and integrate strategic and operational interventions and approaches leading to structural and transformational change, in order to create a socio-economic and cultural environment that provides the opportunity for women and girls to participate effectively in public, political, social, economic and cultural life at all levels. This should be done in collaboration with UN agencies and national partners such as the Ministry of Population, Social Protection and Promotion of Women, and aim at strengthening the skills and entrepreneurial and managerial capacities of women in different value chains.

UNDP has provided substantial support for the integration of women in development, for strengthening their presence in the social and economic fields, and for their access to justice. This must be continued. However, women's participation in national and local politics and decision-making does not yet reflect the principle of gender equality. Support is therefore needed to improve this situation. UNDP should also seek to strengthen the capacity of women as actors in value chains, so they can take greater advantage of market opportunities and pursue economic empowerment. UNDP could also consider supporting the development of women's socio-professional associations at the municipal, district and even regional level to reinforce this positioning. These efforts could involve, through partnerships, NGOs and private sector actors who would be able to provide services to women's associations.



**Management  
Response:**  
**Agreed**



The management accepts this recommendation and will take it into account in the design of the next country programme.

Key Actions	Time-frame	Responsible	Tracking*	
			Status	Comments
In the design of the next country programme, ensure the integration of strategic and operational interventions and approaches leading to structural and transformational changes to promote women in public, political, social and economic life.	September 2020	DRR/P, Gender Specialist		
Strengthen the capacity of the country office in terms of gender through the recruitment of a national specialist who can guide and support the staff.	March 2019	DRR/P		
Strengthen the capacity of key programme and project colleagues through a gender training.	June 2019	DRR/P, Gender Specialist		

\* The implementation status is tracked in the UNDP Evaluation Resource Centre

## Recommendation 7.



UNDP must strengthen its programme monitoring and evaluation system so that it can go beyond the regular collection of data on the progress of activities, outputs and results against targets for the main indicators defined in the CPAP and provide timely information on changes at the outcome and impact level to which UNDP is contributing. UNDP should integrate a knowledge management component into this system.

The current monitoring and evaluation system meets the reporting requirements for the implementation of the country programme. However, it needs to be strengthened in order to provide evidence-based information on the outcomes and impacts of UNDP interventions, and to inform decision-making on these issues. Also, given the innovative nature of some projects such as MRPA and ARSSAM in the country, UNDP should invest more in knowledge management, so that lessons learned from local and regional levels can be taken up to the level of national planners and policy makers. For projects, knowledge management should cover all stages, including planning, monitoring of implementation, and evaluation. The collected knowledge will be beneficial to the population of Madagascar, the governmental partners and other development partners, if they are shared and communicated with contents and in formats adapted to its end-users.


**Management  
Response:**  
**Agreed**



The management accepts this recommendation and will take it into account in the management of the M&E system from 2019 onwards.

Key Actions	Time-frame	Responsible	Tracking*	
			Status	Comments
Strengthen the M&E unit by recruiting a P2 level M&E officer to guide and advise programme and project teams, with emphasis on how to better measure the contribution at outcome level.	March 2019	DRR/P		

Recommendation 7 (cont'd)

 <p>Ensure the integration of a knowledge management component in the M&amp;E system including through the regular organization of information sharing and exchange sessions.</p>	March 2019	DRR/P, M&E unit		
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\* The implementation status is tracked in the UNDP Evaluation Resource Centre

# Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at:  
<https://erc.undp.org/evaluation/evaluations/detail/9400>

- Annex 1.** Terms of Reference
- Annex 2.** Country Overview
- Annex 3.** Country Office Overview
- Annex 4.** Project List
- Annex 5.** CPD Results Framework and Status of Indicators
- Annex 6.** Persons Consulted
- Annex 7.** Documents Consulted

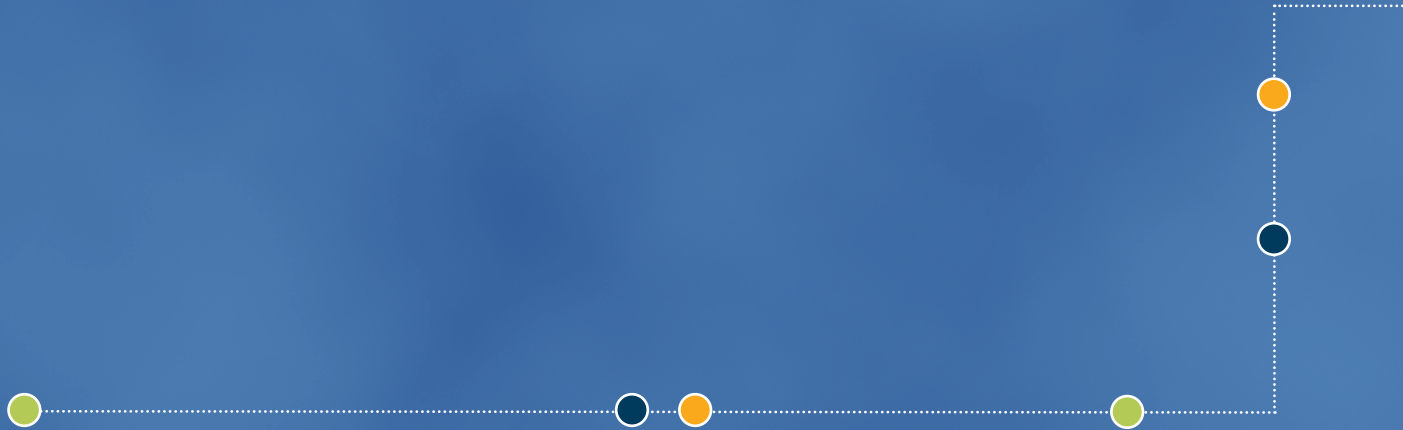












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