



Stabilizing Rural Populations through Improved Systems for Sustainable Land Management and Local Governance of Lands in Southern Madagascar

Terminal Evaluation Report

Final version, January 2015

Terminal evaluation of the project

« **Sustainable Land Management (SLM)** »

Antananarivo, Republic of Madagascar

Mission date: October 2014

Report writing date: October 2014 / January 2015

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Madagascar – Terminal evaluation report
Stabilizing Rural Populations through Improved Systems for SLM and Local Governance of Lands in Southern Madagascar

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Country/region concerned by the project:	Republic of Madagascar, Africa
Operational/Strategic prog. GEF:	GEF-4 LD SP 1&2 (agriculture & forest) SIP - <i>Strategic Investment Programme</i> [for SLM in Africa]
Project implementing partner:	WWF
Project implementing beneficiary:	Government and communities of Madagascar
Evaluation team member:	Alexandre Borde

The evaluation mission on the field took place from October 6th to 15th 2014. All project intervention sites were visited.

Original project title in english	<i>SIP: Stabilizing Rural Populations through improved Systems for SLM and Local Governance of Lands in Southern Madagascar</i>
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Date of approval of the concept/PDF B (equivalent to the PIF)	10-Jan-2008
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If revised, new proposed date:	01-Dec-2014
Effective operational closure date <i>(in view of the terminal evaluation report)</i>	31-Dec-2014

Funding	<u><i>At project approval (USD million)</i></u>	<u><i>At project closure (USD million)</i></u>
[1] GEF funding : ¹	0.932	0.932
[2] UNDP funding:	0.300	0.196
[3] Government :	0.270	0.270
[4] Other partners :	4.637	4.75
[5] Total cofinancing [2 + 3+ 4]:	5.207	5.216
TOTAL COST OF PROJECT [1 + 5]	6.139	6.148

1 Suivi et évaluation	1. Monitoring and Evaluation	<i>Notation / Rating</i>
Conception du suivi et de l'évaluation à l'approbation initiale	M&E design at pipeline entry	S
Mise en œuvre du plan de suivi et d'évaluation	M&E Plan Implementation	MS
Qualité globale du suivi et de l'évaluation	Overall quality of M&E	MS
2 Agence FEM et partenaire de mis en œuvre	2. IA and EA	<i>Notation / Rating</i>
Qualité de la supervision du PNUD	Quality of IA (UNDP)	S
Qualité de l'exécution par le partenaire de mise en œuvre	Quality of EA (WWF)	MU
Qualité globale de la supervision et mise en œuvre	Overall quality of IA & EA	MS
3 Évaluation des résultats	3. Assessment of Outcomes	<i>Notation / Rating</i>
Pertinence	Relevance	S
Efficacité	Effectiveness	MU
Efficienc	Efficiency	MU
Note globale de la réalisation du projet	Overall Project Outcome Rating	MU
4 Durabilité	4. Sustainability	<i>Notation / Rating</i>
Ressources financières	Financial resources	MU
Socioéconomique	Socio-economic	MU
Cadre institutionnel et gouvernance	Institutional framework and governance	ML
Environnemental	Environmental	ML

¹ PDF/PPG = \$24,490; GEF Grant = \$907,750; Total Grant (PDF/PPG + GEF Grant) = \$932,240.

Probabilité globale de la durabilité	Overall likelihood of sustainability	MU
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Ratings for Outcomes, Effectiveness, Efficiency, M&E, I&E Execution 6: Highly Satisfactory (HS): The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency 5: Satisfactory (S): There were only minor shortcomings 4: Moderately Satisfactory (MS): there were moderate shortcomings 3. Moderately Unsatisfactory (MU): the project had significant shortcomings 2. Unsatisfactory (U): there were major shortcomings in the achievement of project objectives in terms of relevance, effectiveness, or efficiency 1. Highly Unsatisfactory (HU): The project had severe shortcomings	Sustainability ratings: 4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	Relevance ratings: 2. Relevant (R) 1. Not relevant (NR) Impact Ratings: 3. Significant (S) 2. Minimal (M) 1. Negligible (N)
Additional ratings where relevant: Not Applicable (N/A) Unable to Assess (U/A)		

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Executive summary

Brief description of the project

Soil erosion is a major problem in Madagascar. This is due to both the rugged terrain of the island and inappropriate agricultural practices. Erosion ranges from 200 to 400 tons eroded per hectare per year to a global average of 11 tons / ha / year². It occurs on the slopes, cultivated or grazed, and leads to a reduction in soil fertility, as well as increased flood risk downstream where sediments accumulate.

The arid zone of southern Madagascar is the most affected by this phenomenon. Irrational use of land in the south has indeed led to a strong forest fragmentation, soil erosion, sedimentation of rivers causing flooding and destruction of estuaries, mangroves and coral reefs. These circumstances justify intervening in this vulnerable region of Madagascar, as a basis for the **project “Stabilizing Rural Populations through improved Systems for SLM and Local Governance of Lands in Southern Madagascar” (SLM)**.

This report focuses on the final evaluation of the project and presents the results of the assessment mission. The SLM project was implemented in 5 districts of southern Madagascar: Androka, Ankilizato, Ampanihy, Maniry and Marolinta. Its main objectives are:

- Developing a sustainable land management system;
- Strengthening capacities at a local and national scale;
- Implementing policies favorable to the environment.

The evaluation team reviewed all project activities, including field activities, according to the evaluation criteria of the Global Environment Facility (GEF). The table below shows the results of the evaluation.

Evaluation rating table

Criterion	Rating	Comment
Monitoring and evaluation		
Overall quality of monitoring and evaluation	MS	Monitoring and evaluation actually carried out were of satisfactory quality, but the project should have led to more monitoring, including at least one MTR. PIR 2012-2014 are of good quality, but the AWP are inadequate. These elements would have allowed to review the framework of project activities before project closure, and thus to get more positive results in the project.

² Source: FAO

Criterion	Rating	Comment
Monitoring and evaluation design at pipeline entry	S	Monitoring and evaluation have been properly planned, according to the criteria of UNDP and the GEF. The project document included a satisfactory schedule and budget for monitoring and evaluation.
Monitoring and evaluation Plan Implementation	MS	The monitoring and evaluation carried out are satisfactory, but insufficient. The MTR, whose TOR were written, should have taken place.
IA & EA Execution		
Quality of UNDP implementation	S	The project implementation has not raised any particular problem.
Quality of Execution by the WWF	MU	Project execution has been jeopardized by many difficulties which are detailed in this evaluation report. If the quality of WWF's work as a whole is not to question, certain decisions were taken in too opaque and unilateral a way by the Coordinator of the Project, without proper supervision by the hierarchy.
Overall quality of implementation and execution	MS	Project supervision by UNDP was successful. The implementation as a whole was also smooth, but the decision-making and execution was not always done satisfactorily, and some obstacles detailed in the report were poorly anticipated.
Assessment of Outcomes		
Overall project outcome rating	MU	Only part of the activities planned under the project was successfully implemented. We must capitalize on these positive results for future UNDP projects.
Relevance	S	Project relevant to the needs of people and tensions (strong presence of WFP to supply the region and ensure food security), in that the SLM project was designed to promote food crops.
Effectiveness	MU	The gaps between the cropping calendar and the UNDP administrative calendar have caused significant delays in the implementation of activities, which added to delays in inception of activities.
Efficiency	MU	Financial and human resources involved in the project have not been used in a sufficiently efficient manner, given the low achievement of objectives.
Sustainability		
Financial resources	MU	Several financial partners, especially international, could fund new activities on the themes of water, and the pursuit of some project activities.
Socioeconomic	MU	
Institutional framework and governance	ML	
Environmental	ML	
Overall likelihood of	MU	The sustainability of the project results should be

Criterion	Rating	Comment
sustainability		guaranteed by the involvement of the population and government authorities in the activities; however, it must be consolidated by ensuring good continuity of SLM practices, including the management of stock and infrastructure provided by the project.

Summary of conclusions, recommendations and lessons learned from the project

The **main results** of the evaluation of the SLM project are:

- 1) The SLM project enabled the Republic of Madagascar to advance in its reflection and in the development of a sustainable land management system in the southern towns, through the establishment of tests and models, including agricultural, in these regions, although there is still work to do so that tests and improvements proposed by the project are effectively introduced into farming practices of local communities.
- 2) Training and knowledge transfer structures (for example the Centres for Farmers Exchanges / CEP) were introduced, and several groups have been trained in new land management practices in project target towns, although it takes time and the experience transmission effort should be continued.
- 3) The process of implementation of national policies and strategies for the environment and the fight against land degradation has been made difficult by the special arrangements for the project, since it has not benefited from a government implementing partner due to the Special Development Situation (SDS) of the country.

The **main lessons learned and recommendations** are:

- 1) **Sustainable management and local governance of land in the far south of Madagascar is a priority.** The country is exposed to risks of extreme weather events, and desertification and land degradation remains a major problem. The effort should be continued, taking care to develop projects under the terms of national execution. **The demand from national and regional authorities is strong in this direction.**
- 2) **It is essential that the positive results of the project are disseminated and shared effectively** with local and regional partners, especially in target towns that do not have a new project (Androka, Ankilizato and Hampany). These positive achievements mainly concern CEP, micro-irrigation systems and farming practices.

- 3) Lessons should be learned from the project in terms of management and cooperation with national and regional authorities. Although the extension of the SLM project is not advisable, **it is important that stakeholders continue to work together** on themes close to those covered by the SLM project.
- 4) **UNDP and the Government of Madagascar must implement a new program cycle.** The evaluation findings suggest that it is appropriate to explore the following lines of work: water, access to the market for regional products, adaptation to climate change, promotion of handicrafts, rural development, agriculture and especially livestock.

Abbreviations

AFD : French Development Agency (*Agence Française de Développement*)

AWP : Annual Work Plan

BMBF : German Federal Ministry of Education and Research (*Bundesministerium für Bildung und Forschung*)

BMZ : German Federal Ministry of Economic Cooperation and Development (*Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung*)

CDP : Communal Development Plan

CEP : Practices Exchange Centers (*Centres d'Echanges pour les Paysans Pratiques*)

CI : Conservation International

CIRAD : French International Cooperation Center for Agricultural Research and Development (*Centre de Coopération Internationale en Recherche Agronomique pour le Développement*)

COGESFOR : Sustainable management of natural resources for conservation of three areas hotspot of biodiversity in Madagascar

CSA : Agricultural Service Center (*Centres de Services Agricoles*)

DRDR : Regional Direction for Rural Development (*Direction Régionale du Développement Rural*)

DREF : Regional Direction for Water and Forestry (*Direction Régionale des Eaux et Forêts*)

EU: European Union

FFEM : French Global Environment Fund (*Fonds Français pour l'Environnement Mondial*)

FOFIFA : National Center for Applied Research in Rural Development

GEF : Global Environment Facility

GIZ : German International Cooperation and Development Agency (*Deutsche Gesellschaft für Internationale Zusammenarbeit*)

KfW : German Credit Institution for Reconstruction (*Kreditanstalt für Wiederaufbau*)

MADR : Ministry of Agriculture and Rural Development (*Ministère de l'Agriculture et du Développement Rural*)

MEFT : Ministry of Environment, Forestry and Tourism (*Ministère de l'Environnement, de la Forêt et du Tourisme*)

MSDLCP : Sustainable Livelihoods and Poverty Reduction (*Moyens de Subsistance Durable et Lutte Contre la Pauvreté*)

MTR : Mid-Term Review

NPC : National Project Coordinator

PM : Project Manager

PMU : Project Management Unit

PSC : Project Steering Committee

SAGE : Support Service for Environmental Management (*Service d'Appui à la Gestion de l'Environnement*)

SDS: Special Development Situation

SLM: Sustainable Land Management

SuLaMa : Participatory research to support sustainable land management on the Mahafaly Plateau in southwestern Madagascar

UNDP : United Nations Development Program

WWF : World Wide Fund for Nature

1. Introduction

1.1. Background and Rationale: Reminder of the context in the Republic of Madagascar and aspects related to land degradation

General presentation of the country

Madagascar is an island with an area of 590,000 km², separated from Africa by the Mozambique Channel. Madagascar's population is estimated at 22 million in 2012, of which 78% live in rural areas, and over 50% are under 20 years old³.

The country is crossed by a mountain range that stretches from north to south, with large alluvial plains to the west and a narrow coastal plain in the east. Madagascar has a wide variety of climates and ecosystems, and a rich biodiversity, with many endemic species and genera. The extreme south of the island knows a sub-desert climate (very dry, with large temperature differences). The rainy season is from November to April and the dry season from May to October.

The political situation in Madagascar has been volatile over the last decade, with two major political crises in 2002 and 2009: a transitional government was set up in 2011, and the new government was elected in December 2013. The country is extremely fragile from a socio-economic perspective. GDP growth was 0.5% in 2010 and 0.7% in 2011. About 75% of the population lives below the poverty line, this figure being higher in rural areas.

The economy is based mainly on agriculture (26% of GDP in 2008), including rice exports, and the exploitation of mineral resources (nickel, cobalt ...). In 2008, the services sector accounted for 58% of GDP. Agriculture is a sensitive area, because of the many natural disasters (hurricanes, droughts, floods) faced by the country. About a quarter of the population lives in highly disaster prone areas. In 2014, Madagascar is ranked 155th out of 187 in terms of Human Development Index, and will not achieve the Millennium Development Goals because of this fragile situation⁴.

Land degradation in Madagascar

Soil erosion, resulting from both the rugged terrain of the island and farming practices, is a major problem in Madagascar. The erosion of arable topsoil would be of around 200 to 400 tons eroded per hectare per year to a world average of 11 tons / ha / year⁵. Erosion occurs on the slopes, cultivated or grazed; it leads to a reduction in soil fertility, as well as increased flood risk downstream where sediments accumulate.

The arid zone of southern Madagascar is the most affected by this phenomenon. Irrational use of land in the south has indeed led to a strong forest fragmentation, soil erosion,

³ Source: UNDP Madagascar

⁴ Source: World Bank

⁵ Source: FAO

sedimentation of rivers causing flooding and destruction of estuaries, mangroves and coral reefs.

The Ministry of Environment, Forestry and Tourism (MEFT) and the Ministry of Agriculture and Rural Development (MADR) are the two ministries in charge of the issue of land degradation at national level.

1.2. Objectives of the evaluation

Stabilizing Rural Populations through improved Systems for SLM and Local Governance of Lands in Southern Madagascar

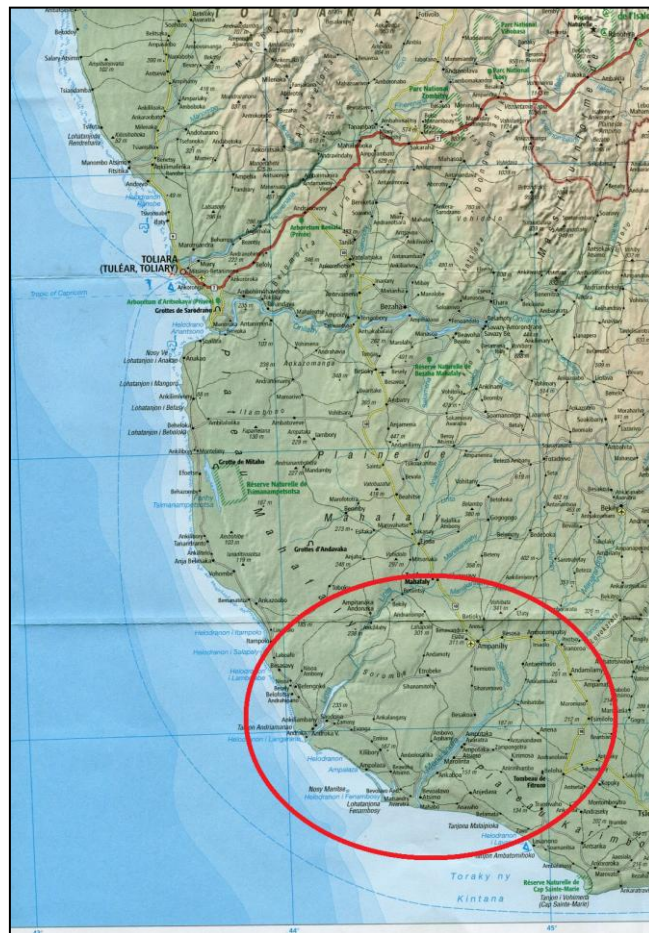
The Republic of Madagascar is among the countries involved in the fight against desertification, biodiversity conservation and the fight against climate change. As part of the Strategic Investment Program of the Global Environment Facility for Sustainable Land Management in Sub-Saharan Africa (SIP), the project adopts a programmatic approach to support the sustainable management and local governance of land and Southern landscapes.

The project officially started in October 2009 for a period of 4 years, with as implementing partner the World Wide Fund for Nature (WWF), in partnership with the United Nations Development Programme (UNDP). The project has benefited from the advice and supervision of a Steering Committee chaired by the United Nations Development Programme (UNDP) and the Ministry of Environment, Forestry and Tourism (MEFT). The Project Document was signed by UNDP and WWF on July 5, 2010 and the project team began to be established in September 2010 with a launch phase which was completed in November 2010.

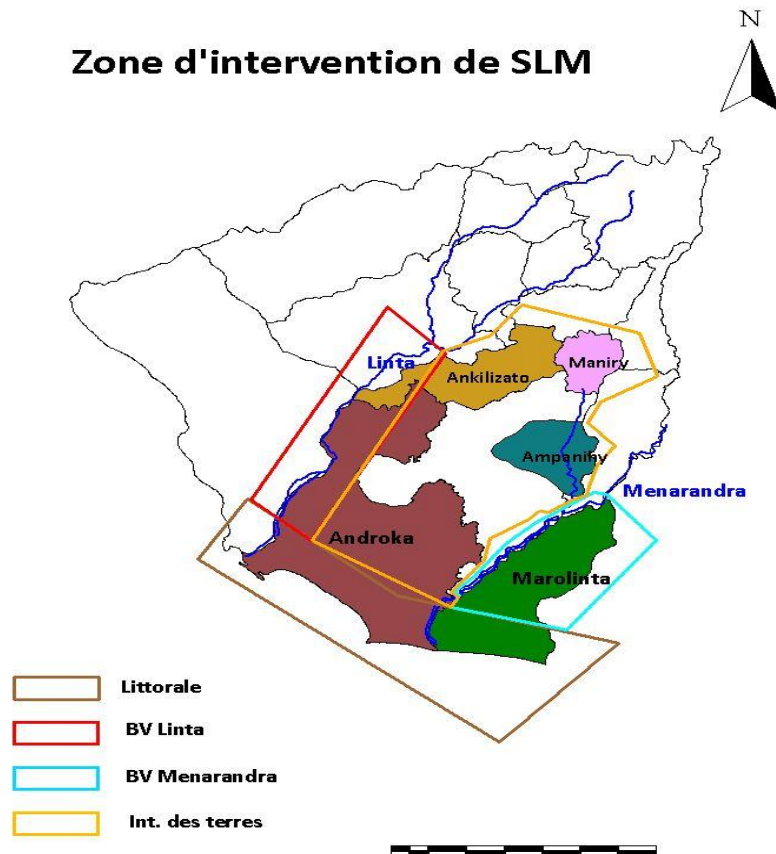
As its name suggests, the central objective of the project is to promote sustainable management and good governance of land at the local level in Madagascar, in the south of the country. More specifically, the project aims to improve the capacity of local people to manage the land with the development of practices and approaches based on shared benefits at national and local levels, with the emphasis in the country's southern zone.

The project intervention area is the southern part of the Mahafaly Plateau and the northern part of the Karimbola plateau. The maps below show more accurately the area and the project intervention sites, namely the sites of Marolinta, Ampanihy, Ankilizato, Maniry and Androka. Four of the sites are in the Region Atsimo-Andrefana, with an area of 66 236 sqkm, and directed by a regional manager. This region divided into 9 districts (Ampanihy, Ankazoabo, Benenitra, Betioky-Sud, Beroroha, Morombe, Sakaraha, Tulear-I and Tulear-II) comprising 105 communes. The Marolinta site is located in the Androy Region.

Sites	Marolinta	Ampanihy	Ankilizato	Maniry	Androka
Population	14 000				50 000
Superficies	1 800 km ²				4 750 km ²
Number of villages (fokotany)		16			42



Zone d'intervention de SLM



In this context, the purpose of the final evaluation mission is to verify whether the project objectives have been achieved after four years of implementation, to identify factors that helped or hindered the project, and to capitalize on the implementation experience for similar projects in the future.

The final evaluation field mission took place from 6 to 15 October 2014, in order to analyze the strengths and weaknesses of the project, to assess the overall and activity level of achievement from the UNDP evaluation criteria grid, and to appreciate the dynamics and importance of the project benefits.

Recommendations to all stakeholders in the project are made in this final evaluation report.

Reminder of the Terms of Reference and the methodology proposed by the consultant for the evaluation mission

The UNDP office in Antananarivo has recruited an individual consultant in the context of the project "Stabilizing Rural Populations through improved Systems for SLM and Local Governance of Lands in Southern Madagascar", in order to carry out its evaluation. The purpose of this assessment mission is to specify to what extent the objectives have been achieved, to identify factors that helped or hindered the program and to identify the lessons learned from the program.

During the evaluation mission of the SLM project, the tasks of the consultant were as follows:

- Step 1. Establishment of the inception note and intervention schedule
- Step 2. Literature Review
- Step 3. Final evaluation field mission: interviews with stakeholders
- Step 4. Final Evaluation Field Mission: presentation of the first results
- Step 5. Completion of the report: writing and dissemination of the draft version
- Step 6. Completion of the report: Integration of comments and distribution of the final version

The documents and deliverables of this mission are:

- The methodological note and the planning
- The compilation of the first results of field consultations
- The presentation of preliminary findings
- The draft report
- The final report after receiving comments

The consultant attaches to this report an executive summary and appendices (Terms of Reference of the evaluation, the list of documents reviewed, the list of stakeholders met and summaries of meetings, the list of sites visited, a summary of the comments of the parties involved in the presentation and reading of the draft report, etc.).

For this evaluation mission of 30 working days between September 24 and October 30, 2014, the schedule was as follows:

- Home-based literature review and preparation of the mission from September 24 to October 5
- Field mission, interviews with key stakeholders, from October 6 to 15. The agenda of this field mission is detailed in the following section.
- Writing the first draft report at home, from October 17 to 25
- Feedback from stakeholders on this first version from October 25 to 28
- Completion of the evaluation report from October 29 to 30.

1.3. Methodology and scope of the evaluation

1.3.1. Preparation of the mission (steps 1 and 2)

These steps consist in collecting information, documents and necessary data (documents and methodological considerations listed in the terms of reference), in preparing the meetings with the key players, and more generally, in understanding the issues of the Republic of Madagascar with regard to issues of land management and local governance.

This includes in particular the collection and literature review of available documents. This phase, with a total of 3 days, leads to start the consultation phase and field evaluation.

1.3.2. Field mission: consultations and analysis of first results of the final evaluation (steps 3 and 4)

Based on the established action plan and following preparation steps of the mission, the steps on the field serve to consult all stakeholders in the project and to integrate the various elements useful in the formulation of recommendations as to assistance and development needs in the area of the evaluated project. This phase thus involves three steps, including:

- Meetings with implementing partners and interviews with all stakeholders and resource persons present on site (project team, MSDLCP project coordinators, Ministry of Agriculture and Rural Development, Ministry of environment, forestry and tourism, regional authorities), on October 7 and 8, 2014 in Antananarivo, and October 9 in Tulear.
- A visit in the project intervention area from October 9 (Tulear on October 9 with the UNDP team based in Tulear, the WWF team in Tulear, the Regional Director of Rural Development and the DDR and the 5 intervention towns on October 10 and 11). These field visits allow to interview local beneficiaries (groups, municipal mayors, technical volunteers and CEP), when necessary through three focus groups in Maniry, Ankilizato and Marolinta. The visit is accompanied by the WWF field team present in the municipality of Maniry and the UNDP UNV based in Marolinta. Visited towns are Ampanihy, Ankilizato, Maniry (October 10, 2014) and Marolinta and Androka (October 11, 2014).
- A thorough analysis of consultations and a restitution of the first results at a dedicated meeting in Antananarivo on October 14, 2014.

Once all the elements are gathered and analyzed, begins the completion phase of the final evaluation report.

Detailed timetable of the field mission:

Date	Place	Stakeholders present
Tuesday 7/10	Antananarivo, UNDP Madagascar	Andriamihaja Ralinoro (MSDLCP coordination), Verosoa Raharivelo (program officer) Fanomezantsoa Rakotoarisoa Andrianaivoarivony (TL), Alpha Amadou Bah (M&E specialist)
Wednesday 8/10	Antananarivo, UNDP Madagascar	Jonas Mfouatie (RRA), Andriamihaja Ralinoro (MSDLCP coordination)
	Antananarivo, WWF Madagascar	Simon Rafanomezantsoa (DNP) et Bernardin Rasolonandrasana (eco-region leader)
Thursday 9/10	Tuléar, UNDP	William Randriafara (MSDLCP Tuléar)
	Tuléar, WWF	Mme Domoina Rakotomalala (Landscape Leader)
	Tuléar	Docteur Edaly (Regional Director of MADR)
	Tuléar	Volatiana Rahanitriniaina (MEFT)
Friday 10/10	Tuléar	Thiarson Mamonjy (Director of Regional Development for the Region Atsimo Andrefana)
	WWF	Sylvain Laha (socio-organizer)
	Municipality of Ankilizato, village of Bekako Nord	Basket compost and cover crop group Weaver group's president
	Municipality of Ampanihy	Romain Joseph, technical volunteer Angélique, CEP volunteer
Saturday 11/10	Municipality of Marolinta	Fandraza, technical volunteer Mahatratse, goat farmers group's leader
	Municipality of Androka	Luc Ravalomana (mayor of the municipality) Abraham, technical volunteer
Sunday 12/10	Tuléar, UNDP	William Randriafara (MSDLCP Tuléar)

Monday 13/10	Tuléar	Thiarson Mamonjy (Director of Regional Development for the Region Atsimo Andrefana), Mrs. Secretary General of the Region
Tuesday 14/10	Antananarivo, MEFT	Herivololona Ralalarimanana (National Focal Point UNCCD)
	Antananarivo, UNDP Madagascar	Debriefing meeting with Fanomezantsoa Rakotoarisoa Andrianaivoarivony (TL)

1.3.3. Completion of report (steps 5 and 6)

Report completion steps are finalized in two stages: i) the presentation of the first results of the evaluation in a draft document, including the results based on the usual evaluation criteria, and ii) after taking into account comments / notes, etc., transmission of the final report.

The final evaluation was conducted in accordance with the guidelines, rules and procedures established by the UNDP and the GEF as indicated by UNDP evaluation guidelines for projects financed by the GEF. The report contents comply with the terms of reference indicated in annex. It was written in French for validation, and then translated into English. Validation of the French document is made by the national party, UNDP CO and UNDP regional.

2. Project description and development context

2.1. Project inception and planned duration

As shown in page 3 of this document, the project design began in 2004, and has been delayed several times due to GEF administrative changes (in particular the complicated transition between GEF3 and GEF4 and the fact that the project was deferred from one cycle to another upon request from the GEF Secretariat). The PIF and final project document were submitted in 2008 and approved in 2009 for a project launch scheduled for 2009, and a project duration of 4 years.

The signing of the project establishing its launch has taken place in October 2009. However, several problems were encountered during the inception phase and led to delay the actual start of the project activities to 2010.

Unlike most projects implemented by UNDP and the GEF, the proposed implementing agency for this project in 2004 was an NGO, namely the World Wide Fund for Nature (WWF). It was originally planned that WWF would be working closely with the Government of Madagascar, more specifically the Ministry of the Environment, to ensure a good institutional project monitoring and ownership by the country. However, major difficulties were encountered due to the political crisis in Madagascar in 2009. The latter has led the United Nations to place the project under the status of Special Development Situation (SDS), under the procedure provided for this type of situation. Therefore, WWF has been the sole enforcement authority of the project, and links with the Government have been reduced.

2.2. Problems the project sought to address

The fight against land degradation serves several purposes from the Government and UNDP. Sustainable management of land and resources makes it possible to increase the resilience of ecosystems. The integrity and stability of ecosystem functions and services in turn allows to reduce the socio-economic vulnerability of current and future generations.

The project therefore sought to address at once ecosystem degradation, erosion and desertification, food insecurity, and poverty.

2.3. Short and long term objectives of the project

The objectives of the SLM project can be grouped into two categories: first, the concrete objectives immediately resulting from the implementation of project activities in targeted areas; second, longer-term goals representing the desired overall benefits for the development of Madagascar, and reinforced by the project actions and impacts. These objectives were:

On the short term:

- Develop new crop and livestock practices;

- Raise awareness among local communities and other stakeholders on sustainable land management;
- Integrate sustainable land management practices in regional and national policies.

On the long term:

- Reduce the socio-economic vulnerability of communities;
- Promote food security in the face of climate change;
- Reduce the pressures on local ecosystems characterized by unique habitats and biodiversity.
-

These objectives were translated in the Project Document in a comprehensive logical framework of project outcomes and corresponding activities.

2.4. Baseline indicators established

Indicators have been established during the project formulation to track the progress of the project and measure the achievement of planned outcomes. Changes were suggested by the project inception report in 2010, but have not always been followed. The baseline status of these indicators was evaluated during the project inception phase in 2010 and 2011, and was incorporated into the revised project document in 2012. The baseline status of the indicators is presented below.

Subsequently, the logical framework of the project has been revised, based on the 2012 annual report. Monitoring indicators are thus different for the implementation years 2013 and 2014. These changes have had a minor influence on the project.

Project Objective: To enhance capability of resource users mainstream SLM in development practice and policy at local and national levels for the mutual benefits of local livelihoods and global environment

- None of the communes have PCD with spatial planning/land use zoning and SLM strategies/policies.
- Two of the 5 communes have undertaken dune stabilization (and have stabilized 75% of their most problematic dunes), covering over 15 km².
- There exist no monitoring or census data on current migration rates but informal research shows that rates are increasing.

Outcome 1: Replicable models of SLM are developed for selected communes that are representative of the major agro-ecological sub-regions in southern Madagascar, and these are promoted elsewhere in the region.

- No work has been done in area of the pilot communes on the development of sustainable agriculture, range and fire management or sand on dune stabilization
- Testing and extension of SLM practices has not yet begun.
- Formal regulation of open access and recognition and organization of recognized transhumance patterns has yet to be initiated.
- Range management pilot sites not yet established.

- 0% of dunes stabilized.

Outcome 2: Policy enabling environment: Local regulatory and policy enhancement with national implications

- SLM practices currently exist in only a small number of localities where improved grain production and livestock forage technologies have been developed. No such initiative exists for the South, although a project to improve practices in the Upper Mandrare River Basin has produced some positive results.
- There are some traditional rules governing access to common forests, grazing lands and water points, but there are no explicit rules for sustainable management of common natural resources nor are there controls on practices resulting in land degradation.

Outcome 3: Institutions and individuals have the capacity to support and apply SLM at local, regional and national levels

- PCDs are weak, do not integrate SLM and are not being used.
- There exist no monitoring or census data on current migration rates but informal research shows that rates are increasing.

2.5. Main stakeholders

The project is funded by the **GEF**.

The project implementing agency is the **UNDP** Country Office in Madagascar. UNDP co-supervises and monitors the project in partnership with the executing agency of the project, **MEFT** and authorities designated by the regional governments.

The executing agency is the NGO **WWF**, whose office for Madagascar and Western Indian Ocean program is based in Antananarivo. WWF and UNDP are indeed used to working together on common projects in Madagascar. WWF bears the overall administrative and financial responsibility for the project.

Local consultants and contractors (NGOs, private sector ...) are recruited by the project team and the WWF, in consultation with the project partners.

WWF and UNDP are also in contact with other stakeholders in the management of land in southern Madagascar:

The **Regional Directorate of Water and Forests** (DREF) is the representation of MEFT across the region.

The **Madagascar National Parks** association, recognized of public utility, ensures the conservation and sustainable and rational management of the national network of national parks and reserves of Madagascar. It is dedicated to the fight against environmental degradation, particularly related to human pressure on the environment (wildlife farms, bush

fires, poaching) and participates with its income to the development of coastal regions and villages of protected areas.

The **Support Service for Environmental Management** (SAGE or Fampanandrosoana Maharitra) is an association dedicated to the integration of environmental issues in development and the fight against poverty, which implements projects against degradation of natural resources and biodiversity conservation (reforestation, pasture management, training and awareness of local communities, ecotourism development) in several regions of Madagascar, particularly in the Southwest. The association works closely with the GEF, UNDP and other donors.

Other **NGOs**, including the NGO **Conservation International** (CI), perform projects similar or related to the SLM project in Madagascar and are potential partners in the implementation of project activities.

2.6. Expected results

The expected project outcomes are grouped into three main components which have been detailed in Section 2.4. above and are summarized as follows:

- A development model integrating sustainable land management is in place;
- Local and regional capacities are strengthened;
- Policies favorably integrate sustainable land management and ecosystem protection.

The detail of project outcomes and results is presented in the project logical framework in annex of this document.

3. Findings

3.1. Project design and formulation

In general, repeated and significant delays encountered by the project during its design and formulation have harmed its relevance and effectiveness. The first project design was indeed held more than 10 years ago, and the political and institutional context of the country is now totally different from that of 2003/2004. It is very difficult for a project of this magnitude to adapt to successive context changes over such a long period. Consequently, although land degradation and sustainable land management are still today a major challenge in Madagascar, it was very difficult for this project to tackle it effectively.

3.1.1. Analysis of logical framework and results

The logical framework of the project and its results is presented in annex of this document.

The structure defined by the project document is reliable, since it is based on a logical division between a technical component (component 1), a political component (component 2) and a capacity building component (component 3), with a fourth transverse component dedicated to the management and the effective implementation of the project.

3.1.2. Assumptions and risks

The project document does not provide a full analysis of risks which the project might face.

3.1.3. Stakeholder participation planning

The project document gives no detailed analysis of stakeholders who can be integrated in the project, their capabilities and the support they can bring to the planned activities. However, it provides a brief review of existing projects similar to the SLM project in the target region of Atsimo-Andrefana. This inventory enabled, secondly, cooperation with these stakeholders, with institutions and with local communities.

3.1.4. Replication approach

The project formulation plans an effective sharing of knowledge and lessons learned from the project. This should be done through networking and existing information sharing forums. This includes communicating the results of the project within UNDP and GEF networks for qualified personnel working on projects with similar characteristics, for example in connection with the integrated management of ecosystems, ecotourism, co-management. This transfer is mainly digital. In addition, the project document states that the project itself identifies and feeds scientific networks, policies, etc., likely to benefit from lessons learned from the implementation of the project to improve the design and implementation of future similar projects.

The project document plans, more precisely, that the stock of lessons learned assessment activities for the project are executed with specific funds, at least once a year, and that information is passed on ad hoc networks. This approach is quite positive, and it would be desirable that it be more practiced in the implementation of the project, although the execution conditions have not necessarily allowed that to happen easily.

In practice, the project logical framework provides for testing activities of sustainable practices models are implemented in five selected municipalities in the region of Atsimo-Andrefana, on the plateau of Mahafaly and Karimbola, covering a total area of 4000 ha and representing the main agro-ecological zones of southern Madagascar. Models, after improvement by stakeholders and validation by experience, are to be spread over a much wider area of 1.15 million ha in order to have a positive impact on a large scale. It turns out that, due to the duration of the project and execution challenges, validation and dissemination of models could not be held as planned in the project document. Recommendations, to enable the sustainability of project results and models implemented successfully during project execution, will be detailed later in this evaluation document.

3.1.5. Links between the project and other interventions in the region

Many projects of fight against land degradation and ecosystem protection are developed by various stakeholders in Madagascar. The SLM project was able to identify existing interventions on its area of action, which allowed the project team to work effectively with these partners in the implementation of project activities.

The SuLaMa project⁶

A WWF sustainable land management project coexisted with the SLM project: it is the Sulama project. The Sulama project, implemented by the WWF, was successively funded by the German Ministry of Education and Research (BMBF) for 3 years and the German Ministry of Cooperation (BMZ) for 2 years. The project also involved six German universities, 3 Malagasy universities (Antananarivo, Tulear and Fianrantsoa), and Malagasy NGOs. It began in January 2011 and will continue until December 2015.

The project of "participatory research to support sustainable land management on the Mahafaly Plateau in southwestern Madagascar" has primarily an study and scientific research objective. It took place on the Mahafaly Plateau, in and around the Tsimanampetsoa National Park. It concentrated in a first phase on agronomy, livestock, the functioning of natural ecosystems, socio-cultural issues, governance, economy and more specifically the agricultural economy, with a participatory and cooperative approach. A test phase is planned after the research phase.

The SLM project cooperated with the Sulama project in a study on sensitive areas, but the results of the Sulama project have not been able to fully benefit to the SLM project due to a time lag between the start of the SLM project and the availability of Sulama project work.

⁶ <http://www.sulama.de/>

The MSDLCP project⁷

The UNDP project "Sustainable Livelihoods and Poverty Reduction" covers common objectives and themes with the SLM project and is implemented in the same region. The project, which started in 2010, will end in December 2014. It aims to promote local development dynamic self-sustaining through the establishment of information, guidance and support to people enabling them to better understand the economic and social opportunities, and develop key sectors to promote sustainable livelihoods, including functional literacy, vocational training, employment, entrepreneurship, the private sector and water and sanitation.

The MSDLCP project and the SLM project were therefore often brought to work together, particularly in the municipality of Marolinta. Whenever possible, the managers of the two projects have sought to share the tasks allocated to each project in order not to harm the implementation efficiency of their operations.

The COGESFOR project⁸

The project, entitled "Sustainable management of natural resources for the conservation of three regions hotspot of biodiversity in Madagascar," is an initiative funded by the French Global Environment Fund (FFEM), AFD, KfW and WWF and implemented by CIRAD, WWF and the NGO l'Homme et l'Environnement. The project ran from 2009 to 2012 in three key areas of Madagascar biodiversity, including the limestone plateau of Mahafaly in the Atsimo-Andrefana region, where the SLM project was executed.

The COGESFOR project especially targeted forest resource management issues in connection with agricultural and livestock activities. It was structured around three major themes:

- The land tenure and transfer of the management of concerned areas to local communities;
- The development of environmentally sound recycling channels for agricultural and livestock activities, and improved agro-pastoral practices;
- The establishment of monitoring and traceability devices for logging providing income to local populations.

The protection program of the Ala Maiky ecoregion

Dry spiny forests of southwestern Madagascar (Ala Maiky) are identified by WWF as one of the most biologically outstanding ecoregions of the world, and as such represent a priority intervention area for WWF since 1990.

Implementation of the SLM project by WWF is part of this conservation program. Due to its long-term intervention, the NGO has a thorough knowledge of stakeholders, local communities, Malagasy NGOs, regional government agencies and other international

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http://www.mg.undp.org/content/dam/madagascar/docs/2012_povred/Dossier2013/PTA%20MSDLCP%202013%20version%20sign%C3%A9e.pdf

⁸ <http://www.cogesformada.org/>

development and conservation organizations, as well as the socio-economic, political and environmental reality of the region. This field experience has been a definite asset in the collaboration between UNDP and WWF on the project.

Finally, many other projects financed by European and American donors, and executed by Malagasy and international NGOs, exist in the region. The main actors of local development have been identified during the formulation of the project:

- Sokake, which works for the protection of the radiated tortoise of Madagascar;
- ALT (Andrew Lees Trust), which implements social and environmental projects in Madagascar, which included providing training and sorghum seeds to 1,280 families across the APEMBA SOA project;
- ASOS (Action Aid Health Organization);
- AVSF (Agronomists and Veterinarians Without Borders);
- The Libanona Ecological Center (CEL), set up by WWF and including ALT, which now has the status of NGO, and has authority to train students and professionals in environment and ecosystems.

3.1.6. Management

The project was implemented by UNDP Madagascar, in partnership with the MEFT and regional authorities and executed by WWF under the NGO Execution proceedings. WWF has delegated the administrative and financial supervision of the project to its regional office in Tulear.

Supervision and broader management of the project was provided by the Project Steering Committee (PSC). It existed before the project, since it is the Steering Committee dedicated to the Ala Maiky Program presented above. The PSC was enlarged by representatives of UNDP and MEFT, responsible for monitoring the SLM project.

The key role of the project execution went to the Project Management Team (PMT). It consisted of a National Project Coordinator (replaced during the process) (NPC), an administrative assistant, a driver and two guards and five local agents supervised by the NPC. The NPC was responsible for reporting to the WWF, the timely submission of the inputs and outputs of the project and coordination with all other implementing agencies. The PMT was assisted for most of the project by a technical advisor hired by the GEF.

The NPC was to be based in Ampanihy. A first NPC quickly resigned because he had to be in Tulear for family reasons. Following this resignation, a new person was hired to be based in Ampanihy. This person, however, chose to settle in Tulear, only moving in the project area occasionally. The project evaluation mission sought to contact the NPC to obtain an interview, particularly to address the issue of this accommodation, but the latter declined the appointment.

In the field, the project document states that the PMT is to be based in Ampanihy, which benefits from a central position among the five districts selected by the project. This specification from the project document, has not been respected by the person in charge of the PMT, which had a significant impact on the effectiveness of the implementation of the

project and the operating costs of the project team. In general, several decisions taken by the National Coordinator of the Project were too opaque or unilateral; it seems that this has not been adequately supervised by the hierarchy, including the former administrative and financial manager of WWF.

The following section details the difficulties encountered in project management, at the different levels of management of the project, and the impact this has had on the smooth running of the project activities.

3.2. Project implementation

3.2.1. Adaptive management

As previously reported, the project suffered several problems and delays in its implementation.

First, the NPC recruited at project start resigned very quickly because he was unable to carry out his mission in the town of Ampanihy as envisaged in the project document. The recruitment of a second NPC delayed the actual implementation of project activities. The first agronomic tests could indeed not be realized during the 2010-2011 agro-ecological campaign, but only from 2011-2012, and again during the 2012-2013 campaign.

The recruitment of the second NPC took two re-advertisements from the WWF, because of a lack of qualified and available national experts. Signing the contract, therefore, occurred late in the project implementation process. The person hired for the replacement of the post of NPC has also performed, thereafter, management choices that the evaluation team considers questionable and which have undermined the effectiveness of the project.

Indeed, the CNP especially refused to be based in Ampanihy as planned, which resulted in additional travel costs and a reduced efficiency in project management and in the required proximity to the project beneficiaries.

The 2012 Annual Work Plan provides the following costs for the first three components of the project for the NPC and her driver.

	Daily subsistence allow - local	Travel costs
SP1	4 127	2 988
SP2	423	882
SP3	2 983	2 150
Total	7 533	6 020

In addition, the project operating costs (Component 4) for 2012 amounted to \$ 193,102 out of a total budget of \$ 390,522.

The accumulation of delays in the implementation of project activities led UNDP, in consultation with the Project Steering Committee, to decide on 31/12/2013 to stop approving project work plans, in order to end the ongoing activities and the implementation of the project (strictly speaking, the actual operational completion of the project is not possible before the final evaluation has taken place). The PSC and UNDP estimated that the project would not achieve the targets set with satisfactory results. The evaluation found that, indeed, a significant number of activities had not been carried out, and would not have been if the choice had been to continue the project (e.g. the consolidation of dunes activities). The choice of UNDP to terminate the project activities to 31/12/2013 was the good one.

Some of the activities being implemented by the project in 2013 were supported by another project overseen by UNDP in the region, the MSDLCP project. This project has enabled

continuity in the implementation of activities, which has been continued until August 2014. The WWF does not intervene in this second project. The activities related to sustainable land management will be pursued in two towns, Maniry and Marolinta, thanks to additional funding respectively under the supervision of UNDP for the MSDLCP project and WWF for the Swiss Re Foundation funding.

3.2.2. Partnerships

The implementation of the SLM project was done as part of the Strategic Investment Program (SIP) for Sustainable Land Management in Sub-Saharan Africa (SSA). As part of this project, many partnerships have been implemented to facilitate the implementation of project activities. These partnerships have involved both research organizations, local communities and the regions, districts, chief towns of districts and municipalities.

Partnerships with research organizations

Partnerships with national research centers and organizations have been only occasional and are deemed inadequate by the stakeholders of the project. Indeed, the strong experimental component of the project, through the test models of land management, agriculture and livestock practices, should have led to formalized and long-term partnerships with specialists able to facilitate the execution and success of the project activities and the dissemination of positive results.

More extensive partnerships with specialists from the Group for Research and Technological Exchange⁹ (GRET) or the National Research Center for Applied Rural Development, also called FOFIFA¹⁰ could thus have been very beneficial to the project.

Partnerships with local communities

In each of the five municipalities concerned by the project, groups were set up within communities to facilitate the participation and training of the populations concerned.

On average, the project supported 3 groups per site, with about 20 members per group, on specific themes. Information on the supported groups are given in the section on the sites below.

These partnerships have enabled the project team to benefit from local technical knowledge (on the practices, the environment ...) of the persons concerned by the various issues (breeders, farmers, etc.) and to better take into account the needs and expectations of local communities in the implementation of project activities.

Partnerships with regions, districts, chief towns of districts and municipalities

The project has yet to return to the municipalities outcomes such as the three CEP built in 2014, near which the tests are carried out (e.g. drip-feed irrigation in Maniry, nurseries,

⁹ www.gret.org

¹⁰ <http://www.fofifa.mg/>

basket-compost, etc.). It is important that the transfer agreements of the project results be signed as soon as possible.

It would have been helpful if the regional and local authorities had been more systematically involved in the project. One of the reasons for the project mixed results is due to this gap.

3.2.3. Integration of M&E in adaptive management

A comprehensive review of the project's progress was conducted in November 2011. Three detailed reviews of project implementation were conducted during the third quarter of 2012, the third quarter of 2013 and the third quarter of 2014, as part of the Project Implementation Review (PIR).

As detailed in section 3.2.5. below, monitoring and evaluation of the SLM project are considered insufficient regarding expectations. The realization of an independent MTR and more detailed annual work plans should have allowed the Steering Committee of the Project to make changes to the original project document, to adjust the activities and the project budget to the difficulties encountered and restricted execution time. The quality of annual reports produced in 2012, 2013 and 2014 is however satisfactory.

In practice, this has not been possible. It appears, moreover, that the procedures were not strictly followed by the NPC, and amendments were made to the original project document (including editing or deleting activities) without the approval of the PSC. This approach could only have undermined the smooth progress of the project.

3.2.4. Project financing

The total budget of the project was \$ 5.91 million, with GEF contribution of \$ 907,750. Other confirmed financial contributions came from the Swiss Re Foundation to pursue activities in Maniry (WWF) and from the MSDLCP project, to allow the closing of the SLM project and take over some activities in Marolinta.

In light of the costs actually incurred during the project, it appears that the GEF budget would have been significantly exceeded if the project had continued throughout the implementation period initially planned by the project document. This increase was mainly due to the increase in operating expenses mentioned above.

Additional financing

The activities of the SLM project in the target town of Maniry helped raise additional funds for sustainable land management activities. This funding, which amounts to USD 150,000 until May-June 2015, is provided by the Swiss Re Foundation and focuses on watershed management.

Stakeholders noticed that projects related to the themes of water and rice were more likely to interest donors. It may be interesting in the future to study the adequacy of these potential funding with the needs of local communities. It appears already that water is a priority in the region and a major concern for people, which should be taken into account in future actions

of UNDP. However, the introduction of rice seems poorly appropriate to the dry climate and soils of southern Madagascar; on this point, it is necessary to have a local approach.

Other financial partners may be considered for future investments in sustainable land management in Madagascar: the European Union, the World Bank and FAO in particular, but also GIZ.

Co-financing assessment table for 2010-2014

Cofinancing (type/source)	UNDP own financing (USD million)		Government (USD million)		Partner organizations (GIZ ¹¹ , EU ¹² , WWF, Swiss Re Foundation) (USD million)		Total (USD million)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	0.300	0.196			4.637	4.600	4.937	4.796
Loans								
In-kind			0.270	0.270			0.270	0.270
Other						0.150		0.150
Total	0.300	0.196	0.270	0.270	4.637	4.750	5.207	5.216

¹¹ <http://www.giz.de/en/downloads/giz2014-fr-programme-germano-malgache-environnement.pdf>

¹² <http://www.gtai.de/GTAI/Content/DE/Trade/Fachdaten/PRO/2012/08/P80071.pdf>

3.2.5. Monitoring and evaluation: initial design and implementation

Planning for monitoring and evaluation in the project document was quite extensive and detailed, incorporating both daily and yearly M & E internal to the project, and external evaluations at mid-project and at project completion. A coherent budget has been planned to ensure the functioning of M & E.

The implementation of the M & E plan however was not up to what was planned in the project document. The mid-term evaluation, optional due to the project scope (mid-size project), but originally planned, could not be carried out due to scheduling issues. It would have intervened a few months within the final evaluation, which does not make sense. This discrepancy is mainly due to the practical, institutional and political difficulties encountered in 2009 and 2010, which delayed the implementation of the activities planned in the project document.

The choice not to perform the MTR was based, at the time it was made, on valid arguments. However, it has had a negative impact on the project, since the lack of evaluation prevented the PSC from conducting a comprehensive review and appropriate modification of the project activities in the light of progress and time remaining for these activities.

3.2.6. Coordination between UNDP, implementing partner and executing partner

The collaboration between UNDP and WWF has not been a major problem, except from a purely administrative point of view. These problems of separate administrative procedures go beyond the scope of the project and are not treated unduly in this report.

This criterion is rated **MS (Moderately Satisfactory)**.

3.3. Project results

The results of the evaluation of the project are based on the stakeholder consultations and review of the literature. In parallel with these consultations, the evaluation focused on the analysis of results as deliverables, based notably on the 2009 project document.

3.3.1. Overall results

The project document, as it was originally developed, is ambitious, but corresponds to the concerns of people affected by land degradation.

It is difficult to assess comprehensively the achievement of results for this project because the situation varies greatly depending on the components and activities considered. Indeed, if some activities, such as testing new farming and animal husbandry practices, have been implemented effectively and led to very satisfactory results, others, such as the fight against erosion and desertification, have not been successful or not at all been implemented.

However, it should be noted that activities, including agricultural tests, were implemented in each of the five municipalities targeted by the project, covering as planned major agro-ecological zones of southern Madagascar.

Review of main project results

The study of available documents, interviews with stakeholders and visits to the project target municipalities have helped to highlight the following results in terms of success and failure of activities implemented by the project.

The most satisfactory results of the project relate to the first component: tests on the themes of agriculture and livestock have been completed successfully, thanks to the support and fruitful partnerships with other projects or other stakeholders. Although all practices have not been assimilated, the involvement of the people in these models and in different activities in the field is a guarantee of continuity for these new practices.

Conversely, the main difficulties encountered during the implementation of the activities themselves were logistical and management problems that have prevented the full development of practices implemented. The shortening of the project duration has also reduced the duration of the tests, and thus their reliability and impact. Finally, it is regrettable that some activities, including planned activities of erosion control, have been stopped unilaterally by the NPC. Closer consultation with the PSC and stakeholders would have enabled to review the structure of these activities, which were obviously oversized, without cancelling them altogether.

Success factors and obstacles

The success of the field tests is mainly to be attributed to technical expertise carried out in partnership with organizations such as the Groupement Semi-Direct de Madagascar (GSDM) and FOFIFA. This kind of technical partnership is to preserve, and even to promote, for future UNDP projects. Agrarian diagnoses made by GRET beforehand in the various project action areas were also a key factor in the success and effectiveness of the models, since they have avoided the project team trial and error during their first attempts. The systems developed were, from the outset, the most suitable as possible to local contexts.

One of the main obstacles to the implementation of activities was the gap between the growing season of Madagascar and the UNDP financial operation schedule. This organization "detail" is actually of paramount importance and to take into account absolutely in future UNDP projects related to agriculture in Madagascar.

A second difficulty factor was the training of local communities. This aspect would indeed have deserved to be better addressed by the project so that partnerships are put in place. This would have allowed additional financial and human investments, so that the created groups and the tests have more long-term impact. Local communities are very interested in the project activities, demanding on the challenges of food security and the fight against desertification, and responsive to the actions of the project team, but it is difficult to establish a true partnership with them on a short duration of action. The provision of equipment and technical advice should be continued beyond the project duration.

Finally, technical partnerships implemented were very effective, but too few. More consultation with interested research organizations and parties would have benefited the technical efficiency of the project, but also its sustainability, since many of these stakeholders are permanently on the ground.

Status review of implemented activities

- Ankilizato:

Peanut, mucuna, millet, sorghum and cassava crops were introduced and tested by the SLM project, with results to be confirmed.

The technique of *basket-compost* was also tested, with positive results (increased number of tubers harvested). However, the technique has not been developed on a larger scale due to time issues.

Finally, five weavers groups were trained and helped initiate the population, mainly women, to the cultivation of silkworms. The activity was, again, interrupted too early to fully achieve its objectives.

- Maniry:

Three groups were formed on the themes of vegetable crops, food crops and rainfed rice, involving a total of sixty people. Testing by the project helped to introduce several plants in local cultural practices: a forage plant, a windbreak shrub with edible seeds (*Cajanus indica*), and beans. 76 drip kits have also been provided to the population.

Watershed management committees have also been set up. They also include about 60 people. Their activities will be continued after the project thanks to the funding provided by the Swiss Foundation to WWF for this municipality.

- Ampanihy:

Three groups were formed on the themes of sheep, rain fed rice and poultry. The results remain mixed.

The CEP is built, but no longer benefits from a volunteer as was the case until now, and it is important that the relay is taken as soon as possible by the municipality or the regional office of Rural Development (DRDR), who is demanding.

- Marolinta:

The project contributed to the establishment of six groups of farmers and ranchers, but only three are still active at the end of the project, corresponding to about 60 beneficiaries. The themes concerned are goat farming, drip-feed irrigation and culture of subsistence. Following the resumption of project activities by the MSDLCP project, the groups approach should be continued and greatly expanded to eventually reach a total of 60 groups and 1,200 beneficiaries.

The results obtained from the work of the group of goat farmers are particularly promising. This grouping was formed on 8 April 2012, with support from CSA¹³. The income of the group members increased by 40% thanks to the project, which among other things introduced earrings for goats, drugs, and an enclosure (separating the sick goats from the goats in gestation, and male from female goats to avoid inbreeding). Some members of the group received training, including veterinary. There was also a reforestation activity by acacias. The group's livestock has tripled between the beginning and the end of the project.

The project, on the other hand, tested cassava cultivation in *basket-compost*, non-local varieties of sweet potatoes, beans and pistachio.

It introduced micro-irrigation (drip), but only one demonstration kit is installed. The kits have tanks of 200 liters for 200 m² of culture. There remain 15 to install, that the MSDLCP project should be able to recover for distribution, under the supervision of the United Nations Volunteer (UNV) of UNDP arrived recently in Marolinta and whose skills are already recognized.

- **Androka:**

Three groups have been set up by the project in the municipality: 2 farmer groups with 50 members altogether, and a group for the protection of the forest grouping 260 members.

A CEP was built in the town, and agricultural models were tested, but at present 1000 holes are dug for *basket-compost* without being planned to put cassava tubers.

The implementation of anti-erosion barriers was planned on the town, but was not carried out by choice of the NPC.

More generally, the views of stakeholders are mixed on the *basket-compost*. The results of this technique have not been proven in the long term, and it would seem that it is not appropriate for all situations. Project implementation difficulties in terms of funding and access to seed have anyway questioned the development of this practice on a large scale in the municipalities.

On the other hand, there is a major problem of added value of agriculture and livestock products on markets. Thus, cassava is sold 500 ariary / kg in the project sites, and 5000 in Tulear for the same amount. This question of the promotion of local production must be taken into account in future UNDP actions.

Finally, with regard to erosion control, it is important to highlight two elements that may justify the suspension of activities. The first is the size of the dunes, which requires large-scale actions in the fight against desertification, much more than was originally planned by the project. The second is the difficulty encountered by the project team in the recruitment of a qualified expert on desertification and erosion issues, and having a good knowledge of local

¹³ Les CSA sont des ONG financées par le ministère de l'Agriculture et sont gérés par un comité de pilotage et par un comité exécutif.. <http://www.madagascar-tribune.com/Lancement-officiel-des-Centres-de-13595.html>

issues. The expert from the DREF initially in partnership with the project team died during the project. These elements should have been reported more effectively to the PSC and discussed with stakeholders to find a solution and adjust the project document accordingly.

3.3.2. Relevance

According to the criteria of the GEF, the project's relevance is the extent to which the project is consistent with GEF operational programs or strategic priorities under which the project was financed; and the extent to which its activities are adapted to local and national development priorities and organizational policies, including changes over time.

The relevance of the project is obvious, as the food issue is major in the southern region of Madagascar. The choice to test and develop models, including subsistence agriculture, is justified. However, in light of the results of the project, it appears that there is an ancestral know-how in the field of livestock in the region, and that it is the activities related to livestock that were most beneficial: testing and improvements proposed by the project have been much easier to introduce as new practices than testing in the field of agriculture.

Moreover, from a purely practical level, the crop calendar in the south has an offset with the administrative and financial calendar of UNDP, and this has been poorly anticipated. This lack of anticipation had significant consequences: the period of seed purchases indeed extends from December to February, a period during which UNDP disbursements are more difficult, since it is the validation period of the AWP of the year to come. This shift has greatly complicated the implementation of activities related to crops. The purchase of seeds has been hampered by the lack of financial resources during the purchase period, which is further coupled with more general problems of supply and seed prices.

This criterion is rated **S (satisfactory)**.

3.3.3. Effectiveness

According to the criteria of the GEF, the effectiveness is the extent to which the objectives of the development intervention have been achieved, or are to be, given their relative importance.

This evaluation report explains the various reasons that led to the lack of effectiveness and efficiency observed in the implementation of project activities. It is not a problem intrinsic to the team or project implementation and execution agencies, as all have demonstrated motivation and involvement in the implementation of the SLM project.

However, a combination of external factors, including in particular the gap between the agricultural calendar and the UNDP administrative calendar, recruiting difficulties at project inception and in the field, and external factors such as the lack of availability of seeds, the political context and insecurity met in the region, led to significantly slowing the progress of the planned activities.

Despite the qualities of the non-governmental partner and its appreciated presence in the region, this particular execution modality has often led to reducing the effectiveness of the

actions taken in the field and at the institutional level. Indeed, in one case as in the other, the project team could not benefit from the institutional interaction capacity a major political government authority would have provided.

In addition, the PSC has encountered difficulties in the recruitment of the NPC. The recruited person resigned in 2010, and the WWF was forced to launch a second recruitment procedure. The project was thus fully effective in 2011.

Thus, at the end of the project, many activities, some of priority, could not be implemented or remained unfinished, like cassava *basket-compost* planting trials.

This criterion is rated **MU (Moderately Unsatisfactory)**.

3.3.4. Efficiency

According to the criteria of the GEF, efficiency is the extent to which resources (funds, expertise, time ...) of the project were converted to results in a thrifty manner.

In view of the unsatisfactory results of the project, it appears that the resources spent have not been sufficiently efficient, both in terms of budget (the budget was fully used) and in terms of time and expertise of various consultants and employees recruited by the project.

The project evaluation indicates this is mainly due, firstly, to excessive operating costs considering the activities carried out, and on the other hand, to inadequate management and anticipation for the design of work plans and the implementation of the activities. This was particularly apparent through the late financing of agricultural activities yet intrinsically linked to the calendar.

This criterion is rated **MU (moderately unsatisfactory)**.

3.3.5. Country ownership

The country ownership means the relevance of the project in relation to national environmental and development programs, and the commitment of the recipient country.

The Special Development Status (SDS) of the project has led to a reduced coordination between UNDP and WWF on the one hand and local, regional and national government authorities on the other hand. Some decisions (choice of CNP, municipalities targeted ...) and activities had, by necessity, to be implemented without the full agreement of the Malagasy authorities. Closer cooperation of UNDP and the WWF with the government would certainly have allowed the project to be more appropriated by the institutions at all levels, and thus would have ensured more sustainability to the achievements of the project; it would also have been possible to integrate more easily the challenges of sustainable land management into policies and regulations.

However, it must be stressed that the involvement and ownership was very satisfactory locally: both from the regional offices of Rural Development (DRDR), Water and Forests (DREF) and from local communities. All were very involved in the project, and actively

participated in the implementation of the project: the DR provided political and institutional support, and local communities through various groups.

At the request of the Government, the AWP and reports were sent to it for information, albeit in SDS the Government has no authority over these documents. Since 2012, exchanges between the Government and the project team were more numerous, but the flow of information remained difficult (more on the corporate scale than on the technical scale).

3.3.6. Sustainability

Sustainability measures the extent to which the benefits of a project or a particular program may last inside or outside the scope of the project, after the end of external assistance from the GEF.

The models tested in the project have created expectations vis-à-vis the population to manage. Priorities must be established, following the project, about the activities and the challenges that must be addressed by future actions of UNDP and other project leaders. Project sustainability is assured, but must be driven by concerted and effective actions. In particular, it is necessary to determine, among the practice models that have been put in place but not completed, which should be finalized.

The evaluation of the SLM project has shown that the beneficiary population was motivated by the project: the SLM project is an asset to the region and is experienced as such. For its impacts to be beneficial and sustainable will require among others ensuring a formal transfer of the activities, equipment and infrastructure in place. The positive results of the project should be used to expand SLM practices to other areas of the region.

The section below, which presents the recommendations of the evaluator on the follow-up to the project, details these actions to be implemented.

This criterion is rated **MU (moderately unlikely)**.

3.3.7. Impact

Impact refers to the extent to which the project achieved or is moving towards achieving verifiable results, particularly in terms of improvement of the ecological state of soils, reduction of the pressure on ecological systems, or indicators of progress in this direction.

The low level of implementation of project activities did not allow to achieve, at present, verifiable impacts on soils and on ecological systems, but could lead to under certain conditions.

The positive results of the project must be consolidated: in particular, the results of tests on agricultural and livestock systems should be disseminated to allow replication of new practices. The transfer of equipment and infrastructure put in place by the project must take place.

More generally, in order to ensure the sustainability of project impacts, actions to fight against poverty and food insecurity must be pursued in consultation with local communities.

4. Conclusions, recommendations and lessons learned

Project rating table (reminder)

Criterion	Rating	Comment
Monitoring and evaluation		
Overall quality of monitoring and evaluation	MS	Monitoring and evaluation actually carried out were of satisfactory quality, but the project should have led to more monitoring, including at least one MTR. PIR 2012-2014 are of good quality, but the AWP are inadequate. These elements would have allowed to review the framework of project activities before project closure, and thus to get more positive results in the project.
Monitoring and evaluation design at pipeline entry	S	Monitoring and evaluation have been properly planned, according to the criteria of UNDP and the GEF. The project document included a satisfactory schedule and budget for monitoring and evaluation.
Monitoring and evaluation Plan Implementation	MS	The monitoring and evaluation carried out are satisfactory, but insufficient. The MTR, whose TOR were written, should have taken place.
IA & EA Execution		
Quality of UNDP implementation	S	The project implementation has not raised any particular problem.
Quality of Execution by the WWF	MU	Project execution has been jeopardized by many difficulties which are detailed in this evaluation report. If the quality of WWF's work as a whole is not to question, certain decisions were taken in too opaque and unilateral a way by the Coordinator of the Project, without proper supervision by the hierarchy.
Overall quality of implementation and execution	MS	Project supervision by UNDP was successful. The implementation as a whole was also smooth, but the decision-making and execution was not always done satisfactorily, and some obstacles detailed in the report were poorly anticipated.
Assessment of Outcomes		
Overall project outcome rating	MU	Only part of the activities planned under the project was successfully implemented. We must capitalize on these positive results for future UNDP projects.
Relevance	S	Project relevant to the needs of people and tensions (strong presence of WFP to supply the region and ensure food security), in that the SLM project was designed to promote food crops.
Effectiveness	MU	The gaps between the cropping calendar and the UNDP administrative calendar have caused significant delays in the implementation of activities, which added to delays in inception of activities.

Criterion	Rating	Comment
Efficiency	MU	Financial and human resources involved in the project have not been used in a sufficiently efficient manner, given the low achievement of objectives.
Sustainability		
Financial resources	MU	Several financial partners, especially international, could fund new activities on the themes of water, and the pursuit of some project activities.
Socioeconomic	MU	
Institutional framework and governance	ML	
Environmental	ML	
Overall likelihood of sustainability	MU	The sustainability of the project results should be guaranteed by the involvement of the population and government authorities in the activities; however, it must be consolidated by ensuring good continuity of SLM practices, including the management of stock and infrastructure provided by the project.

The project was the subject in 2013 of a closure decision from UNDP. An extension of eight months, however, permitted the implementation of certain activities planned under the project. The decision to close the project in December 2013 was justified under the circumstances. In conclusion, one can retain the following main points:

- The SLM project allowed the towns of southern Madagascar to test new models of sustainable land management, effectively involving local communities, regional authorities and technical partners.
- The operation of the project was hampered by the NPC recruitment difficulties, and questionable choices later on the part of the recruited person, which consisted in moving to Tulear while the mission was based in Ampanihy, and make changes to the project document without the full agreement of the Steering Committee.
- Project expenditure has not been followed accurately enough, particularly during the development of the AWP, which has led to cost overruns, particularly in terms of operating costs.
- The project had not sufficiently grasped the administrative problems caused by the shift between the growing cycle in the South of Madagascar and the administrative and financial calendar of UNDP.
- The MTR, and the consequent reformulation of the project document, which could have helped integrate the difficulties encountered and reframe the project activities, have not taken place.

Lessons learned and recommendations are:

1. First, the positive results of the project are to be valued and transmitted. The CEP and micro-irrigation systems, planting seedlings and cuttings, and other hardware and infrastructure put in place by the project must be supported by appropriate regional and local partners. The transfer must be formal, and provide adequate budget for equipment maintenance. WWF, present on the spot, could be one of the vectors of this transfer of experience. Writing a capitalization document is in progress for this purpose. It will be based on this report, detailing all project elements that must be maintained and made more sustainable.
2. Cooperation between UNDP and regional and national authorities should be continued and strengthened on themes similar to those covered by the SLM project. Partnerships with research organizations and other technical partners must be strengthened in future projects. More generally, coordination with donors and other development and conservation actors in southern Madagascar must be improved. The appraiser will soon receive a study report on the cactus sector in Ampanihy pledged by the General Secretary of the Atsimo-Andrefana Region. It is important to identify areas of intervention with regional partners to support rural populations in the South who are among the poorest of Madagascar.
3. Future projects should take into account the risk related to the lack of availability of experts and trainers in the field. Local capacity building should be a priority for UNDP.
4. As part of the next program cycle, it is recommended to focus transversely on the themes of water, market access and promotion of regional products, adaptation to climate change, promotion of crafts, related to rural development and agriculture, especially livestock.

5. Annexes

5.1. Detailed timetable of the field mission

Date	Place	Stakeholders present
Tuesday 7/10	Antananarivo, UNDP Madagascar	Andriamihaja Ralinoro (MSDLCP coordination), Verosoa Raharivelo (program officer) Fanomezantsoa Rakotoarisoa Andrianaivoarivony (TL), Alpha Amadou Bah (M&E specialist)
Wednesday 8/10	Antananarivo, UNDP Madagascar	Jonas Mfouatie (RRA), Andriamihaja Ralinoro (MSDLCP coordination)
	Antananarivo, WWF Madagascar	Simon Rafanomezantsoa (DNP) et Bernardin Rasolonandrasana (eco-region leader)
Thursday 9/10	Tuléar, UNDP	William Randriafara (MSDLCP Tuléar)
	Tuléar, WWF	Mme Domoina Rakotomalala (Landscape Leader)
	Tuléar	Docteur Edaly (Regional Director of MADR)
	Tuléar	Volatiana Rahanitriniaina (MEFT)
	Tuléar	Thiarson Mamonjy (Director of Regional Development for the Region Atsimo Andrefana)
Friday 10/10	WWF	Sylvain Laha (socio-organizer)
	Municipality of Ankilizato, village of Bekako Nord	Basket compost and cover crop group Weaver group's president
	Municipality of Ampanihy	Romain Joseph, technical volunteer Angélique, CEP volunteer
	Municipality of Marolinta	Fandraza, technical volunteer Mahatratse, goat farmers group's leader
Saturday 11/10	Municipality of Androka	Luc Ravalomana (mayor of the municipality) Abraham, technical volunteer
Sunday 12/10	Tuléar, UNDP	William Randriafara (MSDLCP Tuléar)
Monday 13/10	Tuléar	Thiarson Mamonjy (Director of Regional Development for the Region Atsimo Andrefana), Mrs. Secretary Genral of the Region
Tuesday 14/10	Antananarivo, MEFT	Herivololona Ralalarimanana (National Focal Point UNCCD)
	Antananarivo, UNDP Madagascar	Debriefing meeting with Fanomezantsoa Rakotoarisoa Andrianaivoarivony (TL)

5.2. Logical framework¹⁴

<p>Long-Term Goal of the SIP Programme: The sustainable management of lands and resources in southern Madagascar provides a resilient base for the livelihoods and the economy of the arid South. Impact Indicators as per TerrAfrica/SIP indicators:</p> <ul style="list-style-type: none"> ▪ Land degradation rate reduced by at least 40% in project area; ▪ At least 10% increase in soil organic carbon in pilot area ▪ At least 25% increase in agricultural productivity of land (vegetation cover enhanced with rainfall use efficiency) increased in pilot areas ▪ At least 40 % improvement in the social and economic conditions of communities in project area ▪ at least 50% improvement in the score on Composite Index for the SLM Enabling Environment against the baseline; this includes local governance, policy changes and availability of financial resources to address SLM at national level
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Description	Description of Indicator	Baseline Level	Target Level at end of project
To enhance capability of resource users mainstream SLM in development practice and policy at local and national levels for the mutual benefits of local livelihoods and global environment	1. Evidence of the adoption of spatial planning/land use zoning and SLM strategies/policies in the Communal Development Plans (PDCs) [Indicator revised or dropped later, if no baseline can be established]	None of the communes have PCD with spatial planning/land use zoning and SLM strategies/policies.	5 communes have revised their PCDs incorporating landscape functionality analysis, spatial planning/land use zoning, commune-level strategies/ policies for SLM and adaptive management systems relative to planning and governance. This puts approx 3 450 ha under direct SLM (project area) and another 1.15 million impacted by policy change and up-scaling By mid-term: The mapping for the “terroirs” covering the 5 target communes has been prepared as a preparatory measure towards incorporating spatial planning/land use zoning. SLM strategies/policies, adaptive management strategies into the PCDs.
	2. Level of stabilization of dunes (focus on live dunes) and surface of stabilized dunes in the 2 littoral communes in the project area	Two of the 5 communes have undertaken dune stabilization (and have stabilized 75% of their most problematic dunes), covering over 15 km².	50% of dunes that were live in 2004 in the other 5 littoral communes in the project area have been stabilized, covering over 75 km². By mid-term: 20% of dunes in the two littoral communes have been stabilized, roughly 5 km².

¹⁴ Tel qu'il apparaît dans le rapport d'étape 2014 du projet

Description	Description of Indicator	Baseline Level	Target Level at end of project
	[Indicator to be revised or dropped later]	[Baseline and targets will be revised with respect to the results of the on-going study. The study will also determine whether it is cost-efficient to invest in dune stabilisation in the project zone or whether this should be dropped from the strategy.]	[Baseline and targets will be revised with respect to the results of the on-going study. The study will also determine whether it is cost-efficient to invest in dune stabilisation in the project zone or whether this should be dropped from the strategy.]
	<p>3. Improvement in outmigration patterns in the 5 target communes</p> <p>[Indicator revised]</p>	<p>The project has established the resident population in the 15 Fokontany where there are demo sites: there are 1 500 households directly impacted by the project with a mean size of 5-6 persons/household.</p>	<p>[Note on indicator evolution]</p> <p>The original target read as follows:</p> <p>“By project end, there is no significant level of outmigration in the 15 Fokontany covered by the project, i.e. the mean size of households does not decrease by >5% vis-a-vis the baseline.”</p> <p>In the 2014 PIR, the following had been reported:</p> <p>“[...]The problem is that baseline data is not available and effort have to be made to promote wiser migration follow-up at local level with local authorities. Should this not be possible, the indicator should be dropped.”</p> <p>Therefore, in 2013, we added:</p> <p>Not possible to quantify progress.</p> <p>The project has agreed with the two concerned districts to postpone activities linked to the out-migration follow-up. This has been planned for before end of June 2013 but for now the district and local authorities are very busy on the process of preparation of the upcoming election. The training and the setting-up of the out-migration follow-up system is postponed to August or October 2013 depending on the election's calendar.</p> <p>The project has established for the 15 pilot villages a baseline on the population prior the out-migration follow-up.</p> <p>In terms of activities that can potentially produce improves in outmigration patterns, there are quite a few to be</p>

Description	Description of Indicator	Baseline Level	Target Level at end of project
			mentioned: 3a) - the testing of SLM models will help create the conditions for improving agricultural livelihoods and retain people (especially young people) in the rural areas and being productive. 3b) - the project's support to social organization and self-help. 3c) - the project's activities on stabilizing live dunes.
Replicable models of SLM are developed for selected communes that are representative of the major agro-ecological sub-regions in southern Madagascar, and these are promoted elsewhere in the region.	4. Adoption of Viable models of sustainable agriculture in the white littoral sands AEZ, the Red Soils AEZ and the Crystalline AEZ.	No work has been done in area of the pilot communes on the development of sustainable agriculture, range and fire management or sand on dune stabilization	Viable models of sustainable agriculture are developed for the white littoral sands AEZ, the Red Soils AEZ and the Crystalline AEZ. By mid-term: Models are actively being tested with farmers and herders in each of the AEZ in the pilot communes in both the Mahafaly and the Tandroy areas.
	5. Level of active testing of SLM practices by farmers – target population is the residents in the 15 Fokontany covered by demo actions in the project [Indicator revised]	Testing and extension of SLM practices has not yet begun.	Target by project end: 30% of farmers in target Fokontany have tested one or more of the SLM practices contained in the project's 'toolbox model'. By mid-term: 10% of farmers in target Fokontany are testing key SLM practices.
	6. Level of adoption of norms and regulations on access to and use of land in targeted communities	Formal regulation of open access and recognition and organization of recognized transhumance patterns has yet to be initiated	Long-distance transhumance and short-distance rotation range management models, norms, and supportive measures are formally developed and applied in targeted communities of the pilot communes in relation to the functionality of the land. By mid-term: Norms are developed and applied for open access in priority conservation and restoration zones and transhumance patterns and organization strategies are identified
	7. Maintenance of forest cover in the 2 communes (Marolinta and Androka)	Forest cover in Marolinta and Androka is respectively 31 178 ha and 161 064 ha	Forest cover in Marolinta and Androka is either maintained at baseline level by project end

Description	Description of Indicator	Baseline Level	Target Level at end of project
	[new indicator proposed]		
	8. Level of natural regeneration in range management pilot sites compared to unmanaged areas.	Range management pilot sites not yet established.	Natural regeneration of preferred forage species is 50% greater on range management pilot sites compared to unmanaged areas. By mid-term: Range management trials just becoming operational.
Policy enabling environment: Local regulatory and policy enhancement with national implications	9. Level of adoption of land use self-governance mechanisms at community level -- e.g. rules governing access to common forests, grazing lands and water points, adoption of Natural Resource Management (NRM) Plans, etc., including their enforcement	There are some traditional rules governing access to common forests, grazing lands and water points, but there are no explicit rules for sustainable management of common natural resources nor are there controls on practices resulting in land degradation.	NRM structures are legally empowered, are implementing their NR management plans and maintain records on the enforcement of rules. By mid-term: Recently established community structures are beginning to enforce agreed upon rules for sustainable use of common resources and for controlling practices contributing to land degradation.
Institutions and individuals have the capacity to support and apply SLM at local, regional and national levels	10. Improved capacity for SLM at different levels will be illustrated through the following sub-indicators: (i) Local level: extension workers dissemination of techniques from the SLM toolbox (ii) Regional level: PCDs level of incorporation of SLM (iii) National level: project featuring in Madagascar National Action Plan (NAP) for combating desertification	(i) Local level: extension workers disseminate techniques that can hardly be branded as SLM. (ii) Regional level: PCDs are weak, do not integrate SLM and are not being used. (iii) Madagascar's current National Action Plan (NAP) for combating desertification is from 2001 and it has not incorporated new thinking and COP guidance produced in the realm of the UNCCD, neither does it show how learning can be enhanced from on-the-ground national experiences.	(i) Local level: extension workers voluntarily disseminate techniques from the SLM toolbox after project end (ii) Regional level: PCDs are living documents (adaptive management) and have evidence of the incorporation of SLM principles in it (as per reporting in indicator 1) (iii) National level: project results are showcased in Madagascar's new National Action Plan (NAP) for combating desertification
	11. Number of households impacted by the project	Zero - The project has not yet started.	A total of 1 500 households are directly impacted by the project in at least 3 Fokontany per each of the 5 communes covered by the project.
Project effectively implemented and achieves results within budget and timeframe	12. Level of project success	The project has not yet started and the baseline analysis remains valid.	Project final review reports that all project outcomes and impacts have been achieved and can be sustained

Description	Description of Indicator	Baseline Level	Target Level at end of project
			By mid-term: MTR reports implementation progress on track

5.3. Pictures