

Country brief

Madagascar

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A. Introduction and Purpose of the Brief

This paper reviews development effectiveness efforts in Madagascar. It reflects on progress, challenges and the proposed policy responses of the Malagasy Government and its development partners.

The purpose of this paper is to provide a succinct overview, primarily for a global audience. Its objective is to document progress and challenges in Madagascar, sharing the country's own learning and experience in order to contribute to the international dialogue led by the Global Partnership.

B. Country Context

With the presidential and legislative elections held at the end of 2013, the constitutional order was reestablished, the political crisis (started in 2009) is almost finished and Madagascar has been reintegrated within the International community. However, the country continues to face multiple challenges (weak governance, important corruption, high poverty rate – 52.7% –, difficulties of access to justice, collusion between business and politics, multiple natural disasters, etc.) that could lead to a relapse into instability.

The socioeconomic situation is very difficult and Millennium Development Goals (MDGs) will not be achieved by 2015. International aid, which was already low before the political crisis, has dropped seriously during the last 5 years (from 700 M – 850 M USD, before 2009, to under 500 M USD afterwards). With the democratically elected institutions, development cooperation is about to increase meaningfully, especially with the return of the budget support modality. A new strategic vision for the development of Madagascar has been established, the *Declaration of General State Policy* (PGE), which is composed of 3 axes:

Area 1: Strengthening governance, the rule of law and establishing a fair justice system

Area 2: Economic recovery via the establishment of a stable socio-political environment, maintaining macroeconomic stability and recreating an attractive business environment

Area 3: Expansion of access to quality basic social services.

In the meanwhile, a new *National Development Program* is established to give a mid-term planning, on which line ministries and development partners will align their interventions. This document is widely expected after 6 years without any country strategy paper.

C. Development cooperation and partnership framework

During the political crisis in Madagascar (2009 – 2013), development cooperation has been reduced and has avoided, for many development partners (DPs), to pass through the Government. The consequence was that the socioeconomic situation, already very affected by the political context and the international financial crisis, has deteriorated even more. For the transition period, Madagascar didn't have a national development strategy and DPs bypassed the national management system.

Despite the difficulties encountered, the country has tried to follow the principles of the *Paris Declaration* and the *Busan Partnership*. The main efforts were made in transparency and accountability. With the creation in 2008 of the Aid Coordination Permanent Secretariat (STPCA), at the Office of the Prime Minister, in charge to manage a database on aid (Aid Management Platform: AMP – Madagascar), Madagascar is capable, with the involvement of DPs, to capture and share all development cooperation projects. AMP – Madagascar is an open data web application (www.amp-madagascar.gov.mg) which contains more than 1,000 projects funded by

about thirty multilateral and bilateral collaborations, about thirty decentralized collaborations, and about twenty international NGOs.

Thanks to this database, Madagascar has been able again, after 10 years, to produce *Development Cooperation Reports* which are used as a tool for supporting decision-making in the management of development cooperation, and providing an indicators update, with maximum completeness and reliability. The reports are widely disseminated (even at international level, with English versions) to inform various actors and as many people as possible about development cooperation in Madagascar.

During these years of political troubles, Madagascar has also been present on the international scene. The country has participated to the main events or initiatives (Accra, Busan, Building Blocks, IATI and others), has contributed to various debates and studies (as the OECD surveys on monitoring of *Paris Declaration*, then of *Busan Partnership*), and has also shared its experiences and knowledge (including support missions).

Since the implementation of the Roadmap in September 2011, especially after the establishment of a National Unity Government recognized by the International Community, the partnership framework has evolved. Coordination meetings between DPs and Government have finally started again at the political level, in what is called the *Strategic Dialogue Group*. This Group is co-chaired by the Prime Minister and the UN Coordinator Resident. Ministers of transversal areas (Economy, Finances, Foreign affairs, and Territory planning + others if needed) and Ambassadors / Heads of cooperation agencies are members (+ authorized senior technicians). However, at the technical level, even if there are lots of exchanges between DPs and Government, there are still very few coordination groups. DPs have their own sectorial or thematic groups but they were waiting the end of the political transition to push for an inclusive coordination mechanism of development cooperation.

In the majority of the regions, there is some coordination between the local authorities in one hand and sometimes between the DPs in the other hand but the coordination between the various actors is not very effective. The dialogue is more between the local authorities and each partner. As at the national level, there are not updated regional development strategies.

D. Progress in Effective Development Cooperation

Since the Busan Forum in late 2011, Madagascar has done many progresses but the political situation has limited the visible results. Fortunately, with the democratic elections of 2013 and the nomination of a Government in May 2014, the relations between Government and DPs are hotter. If there is not a new instability, lots of progresses would be made in the next months.

Nevertheless, the main results obtained since the Busan Forum are following:

Organization: An immediate result was the creation of the *Post-Busan Group* (even if the official text was ready only one year later) which is a technical joint ministerial group. It is composed of the Office of the Prime Minister (STPCA), and the Ministries of Finances¹, Economy, Foreign Affairs, and Land planning (+ UNDP). This technical group is in charge to facilitate the implementation of the *Busan Partnership* at the national level and to contribute to the international dynamic around the issue of cooperation effectiveness.

Appropriation: A (non-official) short term national development strategy (SNRD) was prepared in 2013 to fill the gap between the end of the political transition and the upcoming mid-term strategy (*National Development Program*). It was used by the new Government to establish the *Declaration*

¹ In the *Post-Busan Group*, the chair is assumed by a senior manager of the Ministry of Finances, and the STPCA (Office of the Prime Minister) is only the facilitator.

of *General State Policy* which was at its turn the reference for the elaboration of the new *United Nations Development Assistance Framework* (UNDAF 2015 – 2019). Other DPs will align their news strategies on the *National Development Program*.

Results: Without a national development strategy, the Government of transition had had difficulties to adopt a results based management. The DPs could not align their interventions but they had their own strategies, even if those were not very updated (extensions of the previous ones, not new strategies), so they still worked on the principle of the results based management. However, the *Development Cooperation Report 2012*, based on a study about the results obtained by the cooperation in Madagascar, showed that the DPs do not use a harmonized framework so the results are very difficult to aggregate and to be used in the National integrated system of monitoring and evaluation (SNISE). The progress is that now everyone is aware of this situation and concerned by the fact it has to be improved as soon as possible.

Inclusiveness: Even if it was a coincidence between the international and national agendas, the first result after Busan Forum was the recovery, in December 2011, of the official coordination, at the political level, between the Government and the DPs within the *Strategic Dialogue Group*. The political context did not permit to extend the inclusiveness process to other actors or at the technical level because the International Community wished to keep some pressure on the Government to go to the elections. Now that the political transition is finished, the inclusiveness process is on track and should reach soon to an inclusive coordination mechanism, with representatives of the 6 groups of development actors (Government / Multilateral and bilateral cooperation / Parliament / Local authorities and decentralized cooperation / Private sector / Civil society and International NGOs).

Transparency and accountability: As it has been done for the *Paris Declaration*, Madagascar has conducted the national monitoring of the *Global Partnership* through the OECD-UNDP survey. Government has also decided to lead national surveys which could be done between the international ones.

AMP – Madagascar was upgraded (2.3 version), data of many International NGOs and all decentralized cooperation were be introduced in the database, a gender indicator and a field for South-South/Triangular cooperation have been added, and a module for the Mapping of food security and nutrition (MAFSAN of FAO) has been integrated to AMP – Madagascar. Moreover, Madagascar has joint IATI in 2012 and is an active member. The matching between AMP – Madagascar and the profile of the country in IATI's directory is regularly done.

With AMP – Madagascar, 2 new *Development Cooperation Reports* (2010-2011 and 2012) have been produced and a third one (2013) is almost finished. There are widely dispatched, on Internet but also during the advocacy meetings on cooperation effectiveness, in the capital city and in the regions.

The coordination mechanism of development cooperation permits a mutual accountability on progresses and challenges. It would be more effective as soon as it will be more inclusive and that the *National Development Program* will be approved.

Building Blocks:

Madagascar is member of 4 Building Blocks:

- Managing diversity and Reducing fragmentation (most active participation)
- South-South and Triangular Cooperation
- Transparency
- Results and Mutual Accountability

In 2013, for the OECD-UNDP survey on the monitoring of the *Global Partnership*, the results for Madagascar were:

N ^o	Indicators	Source
1	Development co-operation is focused on results that meet developing countries' priorities	<ul style="list-style-type: none"> - Existence of a National integrated system of monitoring and evaluation (SNISE) - Existence of a National Statistic System - Use of the result monitoring framework by DPs - No use of the budget support and of the program approach
2	Civil society operates within an environment which maximizes its engagement in and contribution to development	CIVICUS : <ul style="list-style-type: none"> - Medium involvement of citizens - Medium level of organization - Medium level of practice of values - Low perception of impacts - Moderate positive environment
3	Engagement and contribution of the private sector to development	World Bank Institute: <ul style="list-style-type: none"> - Existence of a Public Private dialogue framework - Good representation of the private sector in this dialogue framework - Weak results from this dialogue framework
4	Transparency: information on development co-operation is publicly available	IATI and OECD-DAC secretariats: <ul style="list-style-type: none"> - An aid information management system is functional - The database is accessible by all the stakeholders - Madagascar is member of IATI.
5a and 5b	Development co-operation is more predictable	<ul style="list-style-type: none"> - Low aid predictability - Political situation not very conducive for predictability
6	Aid is on budgets which are subject to parliamentary scrutiny	<ul style="list-style-type: none"> - From 46% (2010) to 77.9% (2012)
7	Mutual accountability among development co-operation actors is strengthened through inclusive reviews	<ul style="list-style-type: none"> - Absence of a national aid policy - Existence of a political dialogue framework (GDS)
8	Gender equality and women's empowerment	<ul style="list-style-type: none"> - Absence of a formal system to insure gender equality - Existence of a national gender equality policy and of main institutional mechanisms in charge of advocate for the gender equality
9a	Quality of developing country PFM systems	World Bank CPIA: From 2,5 (2010) to 2 (2012)
9b	Use of country PFM and procurement systems	<ul style="list-style-type: none"> - Very low use of the public finances management system
10	Aid is untied	OCDE/CAD : 92% (2010)

Platform of International NGOs (PINGOS):

Coordination and fluid communication are crucial to strengthen synergies between development partners. In this aim, around 40 international NGOs and national NGOs benefiting of international funds have formed a platform, since 2011, named Mada PINGOS. This platform has quarterly meetings where members share information and exchange about issues that affect their activities.

PINGOS' objectives are:

- Facilitate exchange of information, coordination and fluid communication between International NGOs;
- Opportunity to better know each other actor in aim to promote most coherent and coordinated answers;
- Identify and fix key challenges which are obstacles to the implementation of activities;
- Elaborate positions/speeches to influence development policies for Madagascar;
- Be a think-tank and do advocacy to donors and the Government.

Some realizations:

- Three salary surveys in aim to harmonize and rationalize staff payrolls;
- Participation to the elaboration of national strategies;
- Creation of a database on areas and zones of intervention of the members : Who/What/Where/When (WWW);
- Open door day to present realizations of the platform members and answer to the public to their questions about the role and actions of international NGOs.

E. Development Effectiveness Agenda

With the democratically elected institutions, Madagascar is now focusing on the recovery of the good governance and of a strong socioeconomic situation. DPs are programming an increase or a come-back of their interventions in aim to support the efforts of the new Government. In the field of the development effectiveness many initiatives are starting:

- Finalize the *National Development Program* which will give a mid-term results framework, and promote the alignment of DPs on this national strategy (including budget support and program-approach). Prepare new regional development strategies (probably after the so expected local elections delayed to mid-2015).
- Improve the links between the national system of monitoring and those of the DPs, by a more harmonized framework, in aim to determine the contribution of development cooperation in the achievement of the expected results of the national strategy.
- Transform the present coordination mechanism of development cooperation in an inclusive development coordination mechanism, at the 4 levels: political, technical, regional, and technical support. Revitalize the regional coordination mechanisms.
- Benefit from this change to do, in the same time, the division of labor in aim to have a functionary mechanism (not too much participants in the meetings) and reduce the transaction cost due to the fragmentation of the development cooperation.

- Finalize the development cooperation national policy and produce a procedures manual to give a mid-term vision and a stable framework.
- Improve again AMP – Madagascar: implement the MAFSAN module, update the national nomenclature (based on the upcoming national development strategy), implement the monitoring module (related to national development strategy, Sustainable Development Objectives, and *Global Partnership* indicators), introduce data of the private sector (probably foreign direct investment) and of international NGOs not registered yet (+ new DPs as IMF who is back in Madagascar), strengthen the quality of data (especially at the regional level and for the gender issue), adopt a geocoding system, improve the matching with the IATI's directory, and exploring other improvements possible (ex.: link with the Public Finance Management System – PFMS)
 - + Extend the use of AMP – Madagascar (number of users and nature of usages)
 - + Organize in Madagascar an international workshop² on aid databases.
- Realize national surveys to monitor the progresses in the implementation of the *Global Partnership* in alternation of the internal surveys (OECD – UNDP).
- Continue to produce, and improve the content (ex.: with *Global Partnership* indicators) and the dissemination of *Development Cooperation Reports*, and launch a bi-annual newsletter to share more frequently information about development cooperation.
- Continue to contribute at the international dynamic (networks, events, studies, etc.) and to advocate for a better development cooperation / development effectiveness, especially about the use of the national management system by the DPs (after some evaluations, such as the PEFA), the involvement (and the support) of other stakeholders (private sector, CSOs, etc.), and the gender equality.

Another important action planed is about the organization. If before the *Busan Forum*, the development effectiveness agenda was lead only by the STPCA, it is now the responsibility of the *Post-Busan Group*. That is a very good thing, even if this group has to be more inclusive. Nevertheless, before the political crisis, the development effectiveness agenda was financially supported by 3 or 4 DPs, but currently, only UNDP is directly supporting this issue in Madagascar (even if others contribute at the international level; usually organizers of events). That has to change, and not only because of the lack of resources, but essentially because it can be seen as the UNDP initiative which is not. UNDP supports the *Results framework on development cooperation effectiveness* of the *Post-Busan Group* and its annual work plans. For a better appropriation of this results framework by all the actors, it has to be funded by them, and at least by the Government and many DPs.

F. The Global Partnership and its contribution to the development effectiveness agenda at country level

The *Global Partnership* has played an important role for the development effectiveness agenda in Madagascar but not as much as it should has been if the political situation were normal.

Actually, in Madagascar, the main contribution of the *Busan Partnership* is to push to much more inclusiveness in development cooperation, because for the other issues, the *Paris Declaration* would have been probably enough.

² The objective of the workshop is to exchange about national practices but also to generate a debate on how to have more coherent and sustainable systems, and be less dependent of providers and DPs for maintenance and upgrades of those databases.

However, more than the *Busan Partnership* itself, as a better agreement, the *Global Partnership*, as an international network, is the source of the real positive change.

First, with all the information shared through various documents, events, missions, and on line debates, it contributes to develop the national capacities and to give many ideas for national implementation. The *Post-Busan Group* members, first involved people, are trying to reinforce the capacities or the commitments of others at the national level.

Secondly, the considerable activity of the *Global Partnership* at the international level (completed by other initiatives) is doing a regular buzz. The *Post-Busan Group* uses this buzz to do advocacy about the development cooperation effectiveness and reminds the international commitments that have to be implement at the national level. It is a very good reference during meetings for decisions making, especially at the time being when Madagascar is starting to establish a new development framework after the political crisis.

Finally, the *Global Partnership* was a great source of energy for the people involved in this issue in Madagascar. With the international network, they do not fill alones to be daily concerned by its practical implementation at the national level, particularly during the political transition. This professional community gives the motivation to push for progresses, even when everything seems to be blocked.

Madagascar expects that the *Global Partnership* will continue to be the arena of debates and exchanges. The expectation is also that it still be a reminder of the commitments, with the *Busan Partnership* as the reference of the principles to adopt.

G. Conclusions and recommendations

Madagascar was in a political transition, for the past 5 years, so that was an obstacle for big changes in the way of development cooperation could be managed. Nevertheless, the country has made lots of progress during this trouble period. Many results have been obtained and lots of others are about to be accomplished due to the preparation done during the last years.

The recommendations of Madagascar are the following:

At national level:

- Have an official and permanent program to implement the development cooperation effectiveness agenda, managed by a dedicated joint team and funded by various actors (Government, DPs, companies, Etc.).
- Prepare the new generation of managers to be aware and involved in the development - cooperation - effectiveness agenda.
- Create a partnership spirit between actors instead of a confrontation of ideas.
- Look for solutions / experiences in other countries (South – South and triangular cooperation)
- Opt for open data as much as possible and share the information with others, particularly if it comes from abroad.
- Be ready to give a brief (in English and French) of the national experiences.
- Interact more with other initiatives specialize in some issues (gender, private sector, CSOs, public finances, etc.).

At international level:

- Joint support team (OECD – UNDP) has to relate problems of some countries with solutions of others, and facilitate the exchanges (including the funding of missions).

- Joint support team shares an updated note about the best practices and has on Internet templates (ex.: cooperation national policy) in addition of key documents.
- International events have to be planned and organized enough time in advance.
- International commitments have to be reminded to DPs and those have to remind / inform their representatives in the country offices.
- Create more interactions between international initiatives (IATI, Building Blocks, Etc.) and avoid duplications (UNDCF is legitimate but not necessary).

H. References

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