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MID-TERM REVIEWS OF COUNTRY AND REGIONAL PROGRAMMES

Mid-term review of the country programme for Madagascar

Report of the Administrator

SUMMARY

The present report is submitted in accordance with Governing Council decision 89/11 of 23 February 1989, requesting the Administrator to report on a representative selection of mid-term reviews of country programmes.

I. THE FOURTH COUNTRY PROGRAMME FOR MADAGASCAR AND THE
MID-TERM REVIEW

A. Brief outline of the country programme

1. The fourth country programme for Madagascar (1987-1991) was prepared in 1986 and approved by the Governing Council in June 1987. It concentrated the support of the United Nations Development Programme (UNDP) on:

(a) Strengthening the economic management structure, in particular the Directorate General of Planning;

(b) Increasing agricultural production and productivity;

(c) Rehabilitation and improved cost effectiveness of the industrial and handicraft production capabilities; and

(d) Inception of selected activities in the social domain designed to improve employment and the basic needs situation in general.

2. Resources available for the 1987-1991 period from the indicative planning figure (IPF) amounted to \$33.902 million. This figure had increased to \$45.209 million by mid-1988. The transition between the third and fourth country programmes was harmonious, with many projects started during the third country programme continuing into the fourth.

B. Organization of the mid-term review

3. The mid-term country programme review for Madagascar was a joint exercise of the Directorate General of Planning and UNDP, with the UNDP field office assuming the secretariat role. Discussions between the Directorate General of Planning and UNDP were initiated in November 1988, and were expanded to informal consultations with the technical ministries, United Nations agencies (Food and Agriculture Organization of the United Nations (FAO), International Labour Organisation (ILO), World Health Organization (WHO), United Nations Industrial Development Organization (UNIDO), the World Bank, United Nations Fund for Population Activities (UNFPA), World Food Programme (WFP) and the United Nations Children's Fund (UNICEF) and the main donors represented in Madagascar in January and February 1989. Drafting of the review working document was undertaken in March and copies were made available to UNDP Headquarters in late March for comments, then to ministries and local agency representatives in mid-April. Formal discussions with technical ministries were undertaken by the Directorate General of Planning in late April and early May, while simultaneously UNDP was ensuring the liaison with agencies and local donors.

4. The mid-term review itself took place on 17 and 18 May 1987 at a retreat and was attended by about 40 high-level government officials, and a dozen United Nations agency and main donor representatives. UNDP Headquarters was represented by the Senior Area Officer from the East Africa Division. The first day was

devoted to an analysis of the policies and modalities pursued during the first two and a half years of the programme, the second day being used to outline future directions.

II. FINANCIAL DATA

A. IPF funds committed to new projects during the period under review

5. At the time of the mid-term review, 24 new projects had been approved against the IPF funds since the beginning of the fourth country programme, in a total amount of \$18,086,485, of which \$17,637,205 fell into the 1987-1991 period.

B. Uncommitted IPF balances

6. A total amount of \$13,227,727 out of the fourth cycle IPF was committed before 1987. With the addition of the January 1987-May 1989 commitments mentioned above and a further addition of \$1,478,574 expected to result from planned budget revisions already under way at the time of the review, the total commitment at 30 June 1989 stood at \$32,343,506 (71.54 per cent of the IPF funds), leaving an uncommitted balance of \$12,865,494 (28.46 per cent) out of the revised IPF figure of \$45,209,000.

C. Expenditures against approved projects during the period under review and unexpended balance of funds committed to projects

7. The total expenditure figure was estimated at \$14,467,751, i.e., \$6,278,000 for 1987 and about \$8,189,751 for 1988 (best estimate available at the time of the review). With a total commitment of \$32,343,506 and an expenditure figure of \$14,467,751, the unexpended balance of funds committed to projects stood at \$17,875,755. Two missions were financed out of Central Project Development Facility funds at a total cost of \$28,000.

III. PROGRAMME/PROJECT DATA

A. Projects included in the country programme

8. The fourth country programme document (DP/CP/MAG/4) listed by short titles 24 approved projects and 17 new ones. Moreover, 9 project ideas were mentioned for which the Government intended to seek financing under the programme. Out of the 17 new projects, 13 have since been approved. Among the 4 remaining projects, one, on basin-wide river training, was about to be submitted for approval; another one on food security, was being integrated in a larger project; and of the remaining two, one, dealing with quality control of industrial products, was under formulation, and the last one, on packaging, was dropped altogether (the first on the State enterprise for boat building and repair (SEGREN)).

9. Out of the nine project proposals, two have been approved and the other on renewable energy resources and a third one has been integrated in a more important project that has been approved in the mean time (fish-farming). The remaining six proposals have not had any follow-up so far.

B. Projects not included in the original country programme

10. Nine new projects have been approved that were not foreseen explicitly in the fourth programme document. However, four of these projects are the continuations of activities which were ongoing at the beginning of the programme and the five others are consistent with the priority areas of the programme (strengthening of economic management capacity, promotion of handicrafts and industry, enhancement of productive capacity).

C. Progress in programme implementation and results

11. The activities undertaken during the first two years of the fourth country programme constitute the logical continuation of the previous country programmes. Thus, among the 34 ongoing projects at the inception of the fourth country programme, one project had been started during the first country programme (1972-1976), and two during the second (1977-1981). Among the 31 remaining projects, 11 had started in 1982, 10 in 1984, 7 in 1985, and 3 in 1986. It is worthy of note that out of a total of 24 projects started since the beginning of the fourth country programme, 11 projects are extensions of activities that were ongoing during the third country programme.

12. Out of 46 projects identified and approved during the third country programme, (MAG/82/001 through MAG/86/008), 40 were ongoing in 1987, 34 in 1988; expenditures were planned for 24 in 1989, 9 in 1990 and 3 in 1991. The total expenditures for these 46 projects during the third country programme amounted to \$15.2 million, and the expenditures on the 40 of these which were being extended into the fourth programme were estimated to be \$19.6 million between 1987 and 1991.

13. The expenditures of \$6,278,000 for 1987 represent only 14 per cent of the increased IPF for the five years of the programme (\$45,209,000) but 19 per cent of the original IPF for 1987-1991 (\$33,902,000), not counting the savings carried over from the previous cycle and the increases of 1988. In order to gain a better idea of the growth and consolidation of the programme in 1986 and 1987, this figure should be compared to the totals of \$3,070,960 and \$4,714,910 spent in 1984 and 1985 respectively. The temporary expenditure figure of \$8,189,751 in 1988 represents a little more than 18 per cent of the IPF, which is an indication of the future growing pattern of IPF expenditures during the three remaining years.

IV. PROGRAMME ANALYSIS - MAJOR FINDINGS OF THE REVIEW

A. Progress in programme implementation

1. Economic management

14. Whereas individual projects were generally kept in line with their programmes, the review revealed that it was unlikely that the group of ongoing projects in the economic management sector would attain sufficient critical mass to help establish continuous flows of information, consultation and feedback between the different planning and programming entities of the various ministries and the government decision-making bodies they were supporting. This is a problem which the Government had identified as an important bottle-neck. UNDP is practically the only donor active at field level in the planning area, with the exception of one French Official Development Assistance project dealing with regional planning. This therefore had implications for the government implementation of the structural adjustment policies, and for the eventual transformation of the adjustment process into a sustainable development programme. It was found that the traditional project concept, with its relatively autonomous objectives, activities and inputs, may in some cases have contributed to increasing the isolation of the departments the project was intended to support. In any event, it was clear that most projects in this sector lacked the flexibility required to adjust rapidly to the evolving implications and repercussions of the adjustment process.

15. The Government consequently requested UNDP to focus its resources in this field on strengthening its planning, programming, and budgeting capability. It was also asked to introduce a different implementation modality which would preclude the excessive compartmentalization experienced in the structural adjustment context when the traditional project concept was used.

2. Agricultural production and productivity

16. Analysis of the projects related to the agricultural domain showed evidence of new vigour, attributable to improvements in agriculture derived from liberalization of (and increase in) producer prices, the lifting of commodity and crop state trade monopolies, and to the success of the buffer-stock policy pursued by the Government with the support, inter alia, from WFP and the United States Agency for International Development (USAID). Food self-sufficiency should be attained by 1990 and although some export commodities will continue to suffer from a congested world market (coffee, cocoa, clover) there is a strong demand for other products (pepper, shrimp, fresh fruit, crabs, lobster). A third category has good markets but the export capability remains to be consolidated (off-season fruit and vegetables, fish, tropical woods, livestock).

17. The review concluded that pragmatism should continue to prevail in the sector, in addition to the systematic injection of the environmental sustainability concept, which should become the link between UNDP's various projects in agriculture, forestry, fisheries, etc.

3. Industrial and cottage industry rehabilitation

18. Although projects in this field were proceeding in accordance with their workplans, their impact remained limited, apparently because of a constricted local market and limited investment. Despite favourable steps taken as part of the adjustment process (currency convertibility, unrestricted import of spare parts and required inputs, devaluations leading to a competitive export position on the subregional market), wage stabilization and inflation have reduced the purchasing power of salary-earners. In addition, imported textiles and some other consumer items were being dumped at unfair prices, the quality of local products remained erratic, access to credit was restricted to the larger companies and investment concessions were only moderately attractive, with the result that both local supply and local demand had decreased rather than increased, and evolving export opportunities had largely been missed so far.

19. The review concluded that UNDP's resources should be concentrated on (a) improved credit access for the informal sector and small enterprises; (b) improved quality control and promotion in food, food processing, and commodities, both for export and for internal consumption; and (c) enhanced service capability in the tourism sector.

4. Social services and employment

20. The dispersion of the projects related to this sector prevented the review from producing a satisfactory programme analysis, even though individual projects were on the whole performing well. The review concluded that UNDP resources should be concentrated on alleviation of what were perceived to be the negative consequences of the country's dire economic straits and the detrimental impact of the adjustment process on the most vulnerable social groups (farmers in regions with insufficient production sustainability. The informal sector and small salary earners in urban areas).

B. New execution modalities

21. As already noted above, the traditional project concept was found wanting not only in economic management but also in other cross-sectoral activities such as improvement of access to credit and un- and under-employment reduction, because these activities relied on the collaboration of several ministries and United Nations agencies, while the project tended to replicate and reinforce the relative isolation of the administrative unit in which it was being implemented. Since such a situation was not consistent with UNDP's mandate, the review process looked at other possible modalities and it was agreed that the master-programme approach which entails sub-contracting of individual tasks to United Nations agencies and non-governmental organizations (NGOs) in their respective areas, should not be pursued but that there should be a common funnel through which all must pass to function properly, which offered a promising alternative.

22. Although not mentioned in the report, government execution was also discussed. The Government noted that it had used this modality at the time of the second country programme, but had in recent times advised against it because the experience had not been positively conclusive in Madagascar. More specifically, it was found that in order to avoid paying taxes on imported equipment, or to avoid having local consultants pay taxes on their salaries, the Government agency concerned would usually ask the UNDP office to do the contracting and disbursement. This was compounded by the difficulty experienced by government agencies in obtaining hard currency with which to pay for services or equipment provided or purchased abroad. The UNDP office thus ended up handling almost all the financial transactions without being properly equipped to do so, and the financial reporting was often not done properly, leading to frustration on both sides.

23. As designed in 1986, most of the programme's projects relied on at least one expatriate expert who, in addition to his technical tasks, was also expected to co-ordinate project activities. The low level of remuneration of the United Nations system as perceived by candidates for assignments in Madagascar resulted in extraordinarily long recruiting delays (13.25 months) as one candidate after another withdrew, and also in a very high turnover (13.22 months on average) once candidates finally took up the assignment and found that it did not match their expectations. As these experts were required to organize the projects and commit funds for other project expenditures, the difficulties in recruitment and retention resulted in generally low disbursement levels for Madagascar.

24. It was agreed as a result of the review that increased use of expatriate short-term consultants in combination with more local NGOs, consultants, or experts, would be the most efficient way of overcoming this problem, particularly as the experience with local experts has been good. It was agreed also that greater use should be made of experts recruited through the Department of Technical Co-operation for Development of the United Nations Secretariat as this was a particularly cost-effective way to expand programme operations.

C. Economic and political circumstances

25. There had been no major changes in economic and political circumstances; instead there had been a continuous evolution towards the creation of a better macro-economic environment for productive endeavour through progressive liberalization of government controls in the context of a structural adjustment programme. Between the start of the fourth country programme and its mid-term review, agricultural produce prices had risen significantly, while at the same time Madagascar's theoretical export position had improved considerably following two important devaluations. It is expected that improvement of the macro-economic climate should continue in this direction with the Government now working on a new investment code to attract locally-owned foreign capital as well as foreign-owned capital. Within this context, the original programme objectives remain valid but need to be focused more sharply, both to avoid massive loss of opportunity because micro-economic measures (export and import modalities, business creation, ownership practices and legalities, etc.) are not yet consistent with the approved macro-economic policies. Furthermore medium- and long-term vision is required to

ensure the attainment of economic and environmental sustainability as well as social harmony beyond the structural adjustment process and after it is completed. The review concluded that the original programme objectives continued to be as valid as ever but that, because of their conceptual broadness or wide span, there was a danger of an excessive dispersion of activities within the new context. It was therefore agreed that the objectives should be focused more narrowly, as described in the following section.

D. Programme objectives

26. These may be succinctly stated as follows:

(a) In the field of economic management, the programme should focus more in future on improving horizontal flows between ministries with respect to the preparation of their sectoral and subsectoral plans and action programmes;

(b) In the domain of agricultural production and productivity increases, the programme should place greater emphasis on environmental sustainability in its field activities;

(c) With respect to the rehabilitation of cottage and small industries, the programme should focus on improving the access to credit of small- and informal-sector entrepreneurs, and help the Government further to improve the environment for private investment;

(d) For the social domain, the programme should focus on assisting the most vulnerable groups to withstand the impact of the economic crisis, the indirect results of the structural adjustment and the disruptive effects of the sharp rise in demographic growth, with an emphasis on employment and health.

E. Actions required to ensure that the programme attains its objectives

27. As already noted, the programme has not deviated significantly from its original objectives but the mid-term review helped to focus those objectives more sharply. It was therefore agreed to redefine the scope and content of the programme objectives as follows:

1. Master-programme to strengthen planning and economic management capability

28. The review recommended that UNDP consider approval of a single large-scale economic management master-programme project which would encompass all the various activities of data-gathering and processing, evaluation, co-ordination, opportunity assessment, sectoral and subsectoral planning, programming, budgeting, legal reform and internal resource mobilization, and administrative and public sector reform. Such a project should serve both technical and central ministries, under the

flexible guidance of the Ministry of Economy and Planning. The project should also help identify the various ministries' technical co-operation needs in respect of the programming of their activities, help analyse them with a view to setting up linkages so as to improve co-ordination, distribute the various tasks thus identified to the competent United Nations specialized agencies, using inter-agency agreements as a private contractor would subcontract individual tasks. a/ The project will also help the Government to study the institutional exigencies resulting from given macro-economic policy options and identify any weak links between these options and the short-term objectives which must be met in order to implement them. The programme should result in improvement both of horizontal flows between ministries and of vertical flows within the administration.

2. Environmental sustainability programme

29. The package of projects in this programme should be consistent with the environmental action plan which the Government is prepared to implement with support from a consortium of donors, and in conjunction with the tropical forestry action plan which was originally developed with the technical assistance of FAO.

3. Promotion of small private enterprises

30. An improved credit access master-programme project should be established to sustain other UNDP projects, wherever and whenever these relate to existing or potential entrepreneurs, so as to create new opportunities by combining the technical know-how of the traditional projects with the financial support of the credit master-programme project. Joint funding for this programme by UNDP and the United Nations Capital Development Fund was envisaged. It should assist, inter alia, the productive sectors, cottage and small-scale industries, housing, tourism, food-processing, agriculture and commodities. Once the modality has been tested the review was confident that the programme would enjoy support from other funding agencies, viz., USAID, the Canadian International Development Agency (CIDA) and the World Bank. Special provision was made for the training of existing or potential women entrepreneurs.

4. Social action programme

31. The effort in this field will be undertaken jointly with other agencies (UNICEF, UNFPA and WFP) and bilateral donors and take the form of a large-scale social action project which would rely principally on local NGOs as sub-contractors to carry out labour-intensive activities that would enhance production-capacity. This will help Madagascar to reduce un- and under-employment in the immediate future and stimulate productive incomes in the medium term. Health will also continue to receive strong support from UNDP, including the reduction of sexually transmitted diseases, development of low-cost medications derived from locally available plants and herbs, and improved drinking water supply.

F. Major problems faced in the implementation of the programme

32. The implementation of the fourth country programme faced no major problems. Minor problems included the expert recruitment and retention difficulties already mentioned, the inertia of the traditional project concept when confronted with non-sectoral challenges, and difficulties experienced by the Government in fielding project-level national team leaders and in freeing counterpart cash contributions, all of which have been or are being resolved.

G. Consistency of the programme and linkages with macro-economic framework

33. Madagascar has a five-year development plan which predates the country programme by one year. The national plan was thus available at the time country programme preparations were begun. It follows that the country programme was closely inspired by the plan. To illustrate this, suffice it to note that the plan's four development priorities were as follows: (a) support to planning and public administration; (b) support to production systems; (c) rehabilitation of existing infrastructure; (d) improvement of living conditions. All these were essential in order to reach the following three 1986-1990 development objectives: food self-sufficiency, increase of exports, and improved living conditions.

34. Although these objectives and priorities are fully maintained, the structural adjustment process has modified the context somewhat, leading concurrently to a sharper focusing of UNDP's programme objectives.

V. EVALUATION

35. The review yielded no indications that further evaluation would be likely to improve the process or the product.

VI. RECOMMENDATIONS

A. Proposed adjustments in the country programme

36. No adjustments of a magnitude requiring Governing Council approval were identified during the mid-term review. Only a minor focusing of objectives was deemed necessary. The fact that these sharper objectives are central to the Government's concerns today results in higher expectations from the programme. In order to match these heightened expectations it will be essential that the United Nations system's inputs should be of high quality, which requires the strengthening of the UNDP field office at the intermediate level and an improved capacity to recruit and retain high-level personnel for the projects.

B. Final remarks

37. The mid-term review has constituted a climax in the ongoing country programme review process. It has signalled important issues to higher levels of Government and to donors present in Madagascar. The results point to prospects for a new and innovative UNDP leadership role in Madagascar, as the Government and donors see it: that of leading a multidonor effort to facilitate the country's transition from structural adjustment to sustainable development.

Notes

a/ UNDP recently suggested that possible use of the services of private firms or independent institutions might also be envisaged.

Annex I

FINANCIAL SUMMARY

Millions of dollars

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

<u>Total resources taken into account for programming at time of approval of the country programme</u>		33.902
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<u>Resources taken into account for programming at time of mid-term review</u>		50.000
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IPF allocations	45.209	
Programme cost-sharing		
Government project cost-sharing		
Third-party cost-sharing	1.300	
Other sources (MDP/CDF)	3.500	

<u>Net change in resources</u>		16.098
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II. USE OF RESOURCES

	<u>Start of country programme</u>	<u>Mid-term</u>
Approved projects	8.700	32.400
Project proposals	16.200	23.600
Unprogrammed reserve	9.002	(6.000)
Total	<u>33.902</u>	<u>50.000</u>

Annex II

DISTRIBUTION OF RESOURCES BY OBJECTIVES

Millions of dollars

<u>Country programme objectives</u>	<u>Allocations</u>	<u>Actual expenditure at mid-term</u>	<u>Revised allocation as a result of mid-term review</u>
Economic managt.	5.000	4.289	11.600
Environment sustain.	16.500	6.604	19.000
Private sector	6.500	4.621	14.100
Social action	4.000	4.857	11.300
Undetermined	<u>1.600</u>	<u>nil</u>	<u>nil</u>
	33.600	20.371	56.000

Annex III

PROGRAMMES AT MID-TERM REVIEW: LIST OF PROJECTS a/

Master-programme to strengthen planning and economic management capability

MAG/82/001	Assistance à l'établissement d'un institut de planification
MAG/82/004	Surveillance de la dette
MAG/82/010	Etudes de pré-investissement pour le développement industriel
MAG/84/013	Appui à la réforme de l'éducation
MAG/84/016	Programme de bourses multidisciplinaires
MAG/85/007	Planification du développement des télécommunications
MAG/85/008	Assistance aux services postaux
MAG/85/014	Assistance à l'administration des pêches et de l'aquaculture
MAG/86/002	Renforcement de la Direction Générale du Plan dans l'évaluation des projets
MAG/87/006	Renforcement de la Direction Générale du Plan dans l'appui à la coordination de l'aide extérieure
MAG/87/012	Information des données du commerce extérieur
MAG/87/013	Système permanent de statistiques agricoles
MAG/88/026	Appui à la Direction de la Planification sociale de la Direction Générale du Plan
MAG/89/001	Programme-Cadre
MAG/89/006	Enquête permanente auprès des ménages

Environmental sustainability programme

MAG/80/012	Canal des Pangalanes
MAG/82/014	Rizipisciculture
MAG/82/015	Mise en valeur des Savoka
MAG/82/016	Production de semences améliorées
MAG/84/001	Opération microhydraulique
MAG/84/002	Formation d'ingénieurs halieutes
MAG/84/007	Energies nouvelles et renouvelables
MAG/84/011	Complexe sylvo-industriel du Haut Mangoro
MAG/84/015	Quarantaine végétale
MAG/85/004	Entretien des pistes-matériaux locaux
MAG/85/006	Sériciculture
MAG/85/018	Promotion de l'utilisation des engrais
MAG/86/003	Production de semences améliorées
MAG/86/004	Formation en microhydraulique
MAG/86/005	Développement intégré Lac Itasy

a/ The projects are given in French as they appear in the Compendium of Ongoing Projects (UNDP/Series A/No. 19, of 31 December 1988).

MAG/86/006 Factibilité aquaculture crevettes
 MAG/87/001 Relance de la culture des oléagineux
 MAG/87/003 Cultures de rente - café et poivre
 MAG/88/005 Privatisation production d'alevins
 MAG/88/006 Aquaculture des crevettes - ferme pilote
 MAG/88/007 Réserve de la biosphère - écosystèmes
 MAG/88/025 Energies nouvelles et renouvelables II
 MAG/88/012 Viabilité des pépiniéristes privés
 MAG/88/014 Ingénieurs agronomes sans terres
 MAG/88/022 Préservation héritage culturel
 MAG/88/032 Aménagement bassins versants
 MAG/89/004 Développement de l'élevage
 MAG/89/005 Education rurale

Small private enterprises promotion programme

MAG/82/005 Développement de l'artisanat
 MAG/82/007 Promotion de la petite et moyenne industrie I
 MAG/82/008 Appui en maintenance industrielle I
 MAG/82/009 Promotion des matériaux locaux de construction
 MAG/85/011 Appui à l'INPF
 MAG/86/007 Promotion de la petite et moyenne industrie II
 MAG/86/008 Promotion des échanges internationaux
 MAG/87/004 Appui en maintenance industrielle II
 MAG/87/005 Promotion de la qualité des exportations
 MAG/87/009 Atelier fabrication panneaux bois (SECREN)
 MAG/88/002 Formation petits entrepreneurs tourisme
 MAG/88/024 Colloque sur le crédit logement
 MAG/87/008 Promotion de l'industrie de l'emballage
 MAG/88/029 Formation femmes entrepreneurs
 MAG/89/002 Epargne-crédit pour micro et petite entreprise
 MAG/89/003 Incubation de petites entreprises
 MAG/89/007 Formation professionnelle niveau maîtrise
 MAG/89/009 Programme formation industrie du tourisme
 MAG/89/010 Etude factibilité infrastructure touristique
 MAG/89/011 Etude impact environnemental et socio-économique des projets touristiques
 MAG/89/013 Promotion des petits industriels du bâtiment
 MAG/89/014 Education ouvrière

Social action programme

MAG/76/007 Formation du personnel d'assainissement
 MAG/84/005 Systèmes de santé de base
 MAG/84/014 Renforcement du Conseil National de Secours
 MAG/84/017 Centre National de Recherches Pharmaceutiques
 MAG/85/001 Réadaptation et réinsertion des handicapés
 MAG/85/010 Travaux publics à haute intensité de main-d'oeuvre I

MAG/85/012	Initiatives de base
MAG/87/002	Eau potable en milieu rural
MAG/88/001	Travaux publics à haute intensité de main d'oeuvre II
MAG/88/009	Promotion de la qualité alimentaire
MAG/88/015	Réinsertion professionnelle
MAG/88/017	Programme de santé de base
MAG/88/027	Appui aux organisations non-gouvernementales de développement
MAG/89/008	Centre National de Recherches Pharmaceutiques II
MAG/89/015	Santé et éducation familiales
