

Ex post evaluation – Madagascar

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Sector: Protection and sustainable use of natural resources, bio-diversity (41030)
Programme/Project: A) Ankarafantsika Reserve/Environmental Action Plan III (1994 65 194) Complementary Measure (1995 70 524); B) Ankarafantsika Reserve/Environmental Action Plan IIIa (2002 65 215)* Complementary Measure (2002 70 090); C) National Park Investment Fund (2005 65 069)*
Implementing agency: Madagascar National Parks (MNP)



Ex post evaluation report: 2016

		Project A+B (Planned)	Project A+B (Actual)	Project C (Planned)	Project C (Actual)
Investment costs (total)	EUR million	11.39	11.54	60.70	45.80
Counterpart contribution	EUR million	1.16	1.29	7.00	7.00
Funding	EUR million	10.23	10.25	**) 53.70	38.80
of which BMZ budget funds	EUR million	10.23	10.25	7.00	7.00

*) Projects in the 2016 random sample; **) Including funds of other donors (World Bank, EU)

Summary: Projects A + B: 2-phase project in the Ankarafantsika nature reserve and its surroundings with the packages of measures (i) Boundary marking of the park (ii) Development of park/administrative infrastructure (iii) Development of tourist infrastructure (bungalows, hiking trails) (iv) Construction and/or rehabilitation of social infrastructure facilities in the peripheral zone and (v) Support of alternative income possibilities as well as (vi) Consulting for park administration (complimentary measure). **Project C:** (i) Financial support of nine nature reserves in the context of a support originally designed as "basket funding" by various donors – due to the political crisis, primarily for coverage of operational expenses – and (ii) Technical consulting and qualification of MNP in the introduction of an effective and efficient management system (strategic alignment, control, financial system and administration, controlling, Monitoring & Evaluation).

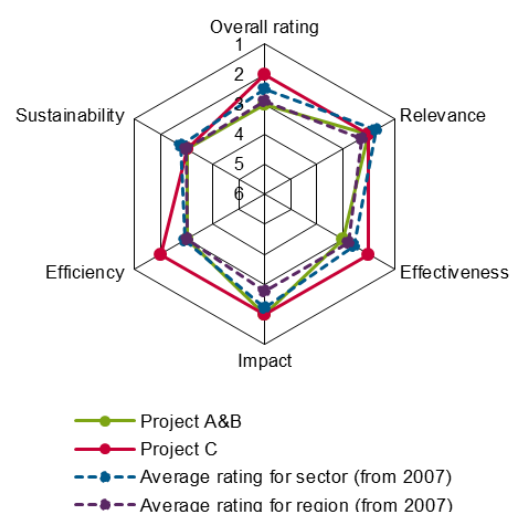
Development objectives: Projects A + B: Effective protection and/or sustainable use of nature reserves and peripheral zones ("outcome"), and thereby a contribution to the preservation of the natural eco-system and to the socio-economic development in the catchment area ("development objective"); **Project C:** Enabling MNP to manage the nature-reserve system permanently and participatively (outcome); contribution to the preservation of flora and fauna and its sustainable use, particularly through nature tourism (development objective).

Target group: Projects A + B: Local residents of the nature reserve in Ankarafantsika in particular and, more generally, the overall population of Madagascar; **Project C:** Local residents of the relevant nature reserves in particular and, more generally, the population of Madagascar.

Overall rating: Rating (Projects A + B) 3
Rating (Project C) 2

Rationale: With regards to Projects A + B, it was possible to a large extent to stabilise the key habitats and/or livestock of species that are particularly in need of protection and to improve and consolidate the relations with the local-resident communities. During the crisis years since 2009, **Project C** has supported MNP with its institutional restructuring and by taking over operational expenses, which has made a contribution to the provisional conservation of the biological diversity of the country: the loss of forest in the supported nature reserves was far lower than the national average in recent years. MNP has also succeeded in increasing its own income considerably.

Highlights: MNP has developed from a "project institution" into a functional and procedurally coherent organisation; it provides a professional image that is consolidated to an above-average degree and possesses, for the most part, highly motivated personnel on all levels. In light of the generally limited effectiveness of public structures, this must be regarded as a significant achievement. In financial terms, the implementing agency will remain heavily dependent on external funding at least in the medium term. Nevertheless, the so-called "connectivity" for further projects with MNP can be regarded as assured.



Rating according to DAC criteria

Overall rating: Rating level

(Proj. A+B)	3
(Proj. C)	2

General conditions and classification of the project

In the so-called "State Fragility Index"¹, Madagascar is in the top third, ranked 56 out of 178 countries ("high warning" status), and so the country is accordingly classified as "fragile" by the German Federal Foreign Office. Although initial steps have been taken toward establishing a stabilised state system (parliamentary and local elections, new appointments to the second chamber), the state structures have been considered fragile since the coup at the end of 2008. Overall, the functioning of the public authorities can only be described as rudimentary, which is reflected in the education, health, and transport systems, among others, which function only to a limited extent and possess only meagre budgets at best. The extensive withdrawal of support from donors (in particular, budget aid) following the above-mentioned coup coupled with the - in some cases - persistently secretive behaviour within government circles tended to make the situation even more acute.

Up to 2008, the sector of nature conservation enjoyed high political priority and was supported decisively by the government. For instance, the previous Ravalomanana government resolved in 2003 decided to expand the system of nature reserves from the previous area of 1.7 million ha to over 3.5 million ha ("Durban Declaration"), whereby this expansion related primarily to nature reserves in subordinate categories (i.e. zones that can also be managed sustainably and according to rules of use agreed with the relevant municipalities). The authority responsible for the majority of the "original" nature reserves, the "Madagascar National Parks" (MNP), currently manages only a small portion of the "new areas" covering over 2.0 million ha, because its financial and staffing capacity is already utilized to a large extent by the "old" nature reserves. The management of the newly added nature reserves is primarily the responsibility of NGOs and/or local or regional structures. The MNP has the legal status of an "association" which means, on the one hand, that it has greater scope for action in its financial and staff management – for instance compared with the forestry service; on the other hand, the staff at MNP – unlike the forestry service and the police – do not have the power to give orders as so-called "agents verbalisateurs". This means that the MNP is not entitled to file charges or to make arrests itself, but rather must rely on the above-mentioned services. The lack of transparency within the government referred to above is also reflected (according to several essentially identical assessments by interviewees) in the fact that the illegal use of high-demand natural resources (e.g. rosewood, reptiles) is at least tolerated by politicians. This makes the position of the MNP as the authority responsible for protection in its nature reserves all the more difficult (see "Effectiveness" below). Moreover, the MNP has not received any funding from the government budget since 2009, but relies on its own income and external funding (generally from donors).

Breakdown of total costs

	Proj. A (Planned)	Proj. A (Actual)	Proj. B (Planned)	Proj. B (Actual)	Proj. C (Planned)	Proj. C (Actual)
Investment costs *) (EUR million)	6.89	6.66	4.50	4.88	60.70	45.80
Own contribution (EUR million)	0.24	0.08	0.92	1.21	7.00	7.00
Funding *) (EUR million)	6.65	6.58	3.58	3.67	53.70	38.80
of which budget funds (BMZ)	6.65	6.58	3.58	3.67	7.00	7.00

*) **Proj. A + B:** incl. complementary measure and transfer and/or influx of residual funds;
Proj. C: incl. contributions of other donors

¹ <http://fsi.fundforpeace.org/rankings-2016>

Relevance

In Madagascar, untouched natural landscapes with their predominantly endemic fauna and flora can scarcely be found anymore outside the nature reserves. Their unique qualities are undisputed, but so is the pressure to exploit them arising from the developed surroundings: the population density in the surroundings of the FC-supported nature reserves is between 20 and over 50 inhabitants/km², and the level of poverty among the local residents, living mainly on agriculture, cattle breeding, and fishing, stands at between 60 and almost 100%. For these families, natural resources are a crucial element in their means of subsistence. Particularly in the south and west of the country, the situation is worsened by the migration tendencies from the dry zones in the south-west, which are repeatedly hit by famines: For instance, the population in the peripheral zone around Ankarafantsika has increased from about 25,000 during the project appraisal of the first phase (1994) to over 70,000. The nature reserves in Madagascar are threatened essentially (in varying order, depending on the particular area) by unauthorized, selective timber felling, forest clearance, arson, and poaching (not least of the endemic lemurs) and/or illegal trading with animal species (including reptiles and amphibians).

The status of MNP as a largely independent institution under public ownership ("association" – see above) calls almost without fail for a participative form of cooperation on nature conservation, because park rangers possess only severely restricted powers to give orders (see above). There is no real alternative to working as amicably as possible with the affected inhabitants, and the continuing scarcity of staffing and financial resources also restricts the scope for action of the MNP even further. Already at the time of the project appraisal, the predecessor of MNP, the former "Association Nationale de la Gestion des Aires Protégées" was regarded internationally as one of the pioneers of participative nature conservation. However, the corresponding approaches remained in the test phase until the end of the 90s and were gradually standardized and institutionalized – not least with external support. The need to underpin participative approaches with appropriate incentives was also taken fundamentally into account in the design of the projects covered here.

The intervention logic which suggests that a sustainable management of the nature reserves helps to preserve the affected eco-systems in the long term makes perfect sense for both projects, even today. This also applies to the improvement in the living conditions as postulated with projects A and B insofar, as crucial contributions may be expected from the selectively supported nature tourist industry, especially in the core area along the route of the main road. Moreover, the reserve is highly significant for the water resources in the lower reaches of the Betsiboka Valley (second largest rice-cultivation area in Madagascar).

The fact that this matches the specifications of the national sector policy can be seen in the relevant documents and official statements, but must also be appraised in light of the severe restrictions placed on the functioning of state structures since 2009 (see above). According to the available information and assessments, coordination between the local players and donors has worked well: This applies particularly to Project C, which relied in its original design, i.e. before the crisis in 2009, on a division of work among the various donors (especially the Worldbank and the EU) at the nature reserves that were to be supported.

In terms of its approach of supporting selected nature reserves in coordination with other players and improving the institutional efficiency of the implementing agency, Project C can be regarded as a contribution to a form of "sector basket funding". However, it became necessary from 2009 onward to adjust the conceptional orientation in order to help secure and/or stabilize the functioning of MNP and the selected nature reserves (nature reserves supported by Project C: Andringitra/Pic d'Ivohibe, Ankarafantsika, Betampona, Beza Mahafaly, Kalambatrira, Manombo, Marotandrano, Marojejy/Anjanaharibe Sud and Mananara) under far more difficult conditions. This became all the more necessary after most of the donors had withdrawn their support, at least temporarily. From today's perspective, the new focus areas – the institutional conversion of the implementing agency from a "project institution" into a functional organisation that is coherent both in terms of its content and its processes, and the support with ongoing operational expenses – were chosen correctly and were appropriate in light of the prevalent circumstances

Relevance rating: All projects **2**

Effectiveness

The achievement of the outcomes defined in the project appraisal can be summarized as follows:

Projects A + B (indicator)	Status PA	EPE
Execution of the specifications from the mgmt/working plans*) on patrolling, local resident participation, surveys, operation of equipment/infrastructure	Rudimentary	Carried out continuously, verified by external checks; no signs of illegal interventions in recent times during sporadic local inspections of nature reserves

Project C (indicator)	Status PA	EPE
(1) Execution of the specifications from the mgmt/working plans*) (e.g. patrolling activities, activities to promote local resident participation, maintenance, etc.)	Rudimentary	Carried out continuously, verified by external checks; no signs of illegal interventions in recent times during sporadic local inspections of nature reserves
(2) Functioning standardized finance planning and administration	Only to some extent and project-specific.	Standardized planning processes and procedures, checked regularly by external appraisals/audits.
(3) Specifications for participative nature-reserve management introduced and implemented comprehensively	Sporadic/project-specific	Standardized regulation for the entire nature-reserve system of MNP, 90+% implemented and institutionalized
(4) Allocation of 50% of the nature-reserve own income in each case to "micro-projects" for the local-resident zone	Not available	Sporadic only since 2014, <20% due to financial bottlenecks at MNP

*) Actually more suited to "output" measurement (with a tendency even to "input" for nature-reserve operations), but in view of the restricted powers of MNP (see text) this is the most easily applicable indicator for functioning nature-reserve operations

Local-resident participation ("co-gestion") is now fully institutionalised not only in Ankarafantsika (Project A + B), but also nearly comprehensively in all the other nature reserves managed by MNP. For this purpose, so-called "comités locaux du parc" (CLP) exist on the level of the respective municipalities, with a so-called "Conseil d'aire protégé" (COSAP) as the umbrella organisation on the level of the respective nature reserve. The CLP members are elected at village meetings (mostly after being proposed by the community leader). Their main task is to carry out regular inspection visits and/or patrols in respectively allocated nature-reserve sections and local-resident zones – together with MNP rangers, and at times also independently, to monitor reserve borders, fire breaks, etc. and to take part in the ecological monitoring, i.e. the registration of key species and habitats. For their deployment, the CLP members receive an allowance which converts to between EUR 1.50 and 2.50 per day from MNP, which the majority of the visited CLP regard as too low. The range of tasks of the CLP is essentially focused on the above-mentioned areas of operations, while micro-projects are generally agreed with MNP at village meetings, following coordination at the COSAP level. The discussions at local level did not reveal clearly enough exactly what support the CLP receive in the communities. It was not possible to conclusively dispel the impression that they are regarded both from their own perspective and also externally as the "auxiliary troops" of the MNP. A sufficiently accurate assessment – and, if required, a necessary intensification of the cooperation with the local residents above and beyond the CLP – would require a more thorough investigation.

Within the scope of Projects A + B, over 260 **micro-projects** in and around the NP Ankarafantsika have been supported from FC funds (especially social and/or economic infrastructure, village forestation and income-generating measures). According to the assessment of both the representatives of MNP and also of the interviewed representatives of the local residents, the infrastructure measures and forestation initiatives primarily achieved the desired results and are in operation, whereas the total of approx. 110 income-generating measures have largely been discontinued. The primary quoted reason for this was that the complementary (follow-up) support for the introduction of new management practises was not sufficient². According to the available information and/or assessments, about half of the supported micro-projects are still in operation or can be regarded as at least partly successful. Not least because of differing project experiences, MNP has been considering for some time (partly due to its own scarce resources) to stop carrying out such interventions under its own auspices in future, but rather to assign them to third parties (e.g. NGOs with relevant experience). However, this changeover is still in the early stages. Since the resumption of micro-projects based on internal funds (in 2014 – see above), MNP has put 29 measures into practice in the nine nature reserves supported by Project C.

Management systems, internal processes (e.g. coordinated job descriptions, target agreements, performance assessments), financial administration, and reporting and auditing systems at MNP have improved considerably due to the support of Project C. Generally, all information that is relevant for decision-making is always available in real time for both the respective nature reserve and also at head-office level. The internal Audit department received certification to ISO 9001 in 2014. The implementation of the planning specifications on the nature-reserve level is reviewed every year with internal evaluations using the "Protected Areas Monitoring and Evaluation Tracking Tool" (PAMETT) of the IUCN. Since 2015, MNP has been changing over from doing these reviews internally to having them carried out by teams from other nature reserves ("croise-évaluations"). According to the PAMETT reviews so far, the nature reserves supported by FC were able to achieve considerable improvements in the implementation of their targets.

As the most important "management form" for most of the nature reserves, **tourism** has been increasing again slowly but surely under the supervision of MNP following a collapse due to the political crisis (2008/09 approx. 100,000 visitors; 2011: just under 40,000) for the nature reserves – whereby the visitor figures (2015: just under 150,000) are distributed very unevenly across the various nature reserves. The proportion of tourism income in relation to the total budget of the MNP stands at about 10-15%; a (fundamentally desirable) increase beyond that level seems unrealistic at present – indeed, all the more so as the MNP is beginning to resume its practise that has been suspended since 2014 due to a lack of funding of deploying the parks' own income on a pro-rata basis for so-called "micro-projects" in the peripheral zones (target: 50%).

The **boundaries** of all the nature reserves supervised by MNP are almost completely marked with information signs, generally positioned at intervals of 500 metres. The visit to the NP Marojejy revealed that these intervals may be too great on terrain with a steep gradient, and may in some cases not fully prevent violations such as timber felling or forest clearance. **Patrols** are an important element in the specifications defined in the management and working plans, but can ultimately only be regarded as a necessary prerequisite for the effective protection of the parks. They are carried out according to previously defined route plans and are then logged in written form. Insofar as violations are detected, they must be filed with the police and/or the forestry service as the MNP possesses only limited powers to give orders and apply sanctions (see above) and thus cannot take action itself directly against the culprits. In surveys, the cooperation with the above-mentioned law enforcement agencies was described as good in the majority of cases, but the respondents also referred in various ways to a more or less prevalent reticence in the relevant agencies – especially in relation to the felling of high-grade wood (especially rosewood or palisander) or the illegal trade in valuable animals (for example, turtles). In this regard, they even reported interventions by political decision-makers, apparently with the aim of preventing the investigation of such offenses. If the alleged violations are actually brought before court, the proceedings reach a verdict only in a minority of cases (apparently < 10%) – again, another expression of the overall weakness of the state authority (see above). In light of these circumstances, the local, almost constantly high commitment of MNP and the CLP deserves all the more appreciation. Apart from the references to the generally highly selective vi-

² In the case of the Bemanevika reserve which was also visited and is managed by an NGO ("Peregrine Fund"), income-generating measures (especially poultry farming, horticulture) have achieved more evident effects according to the assessment of the NGO and sporadically surveyed local residents – apparently because of more intensive and supportive advice provided over the long term.

olations mentioned above, the sporadic visits did not reveal any indications of any other illegal use on a noteworthy scale. It therefore appears that the desired protection of the reserves has been achieved, as far as possible given the circumstances.

In the course of Project A, 59 families were relocated from the central zone of Ankarafantsika National Park to rice-cultivation areas to the north of the park. In discussions with representatives of 12 **relocated families**, it became clear that – at least in the case of the direct discussion partners – the formal entry of the new areas under land law in the Land Registry had not been completed despite the expiry of the ten-year waiting period specified in such cases; in addition, the equipment for arable farming that had apparently been pledged for the relocation has not yet been distributed. It was recommended to MNP to check the above-mentioned statements as soon as possible and, if necessary, to promptly initiate remedial measures.

Effectiveness rating: Projects A+B 3
Project C 2

Efficiency

In the case of the Ankarafantsika NP (Project A + B), the appropriateness of the costs (10.5 million euros in two phases) for a nature-reserved area of 1,350 km² is essentially undisputed; the high expenses for consulting and institutional support standing at over 40% of the investment costs (i.e. excluding complementary measures within the precise meaning) is appropriate in light of the institutionalised local-resident participation that is also exemplary for other nature reserves and the introduction of new management and monitoring systems. For Project C, the high proportion of operational support (nearly 30%) and the advisory and consulting costs (64%) may be regarded as appropriate insofar as MNP would scarcely have been able to survive the period of crisis after 2009 in a comparable way without such support – while in the process it considerably improved the institutional effectiveness (cf. "Effectiveness" section). With hindsight, it is difficult to evaluate whether alternative approaches to the conceptual "change of strategy" due to the crisis would have been appropriate, if at all. The production efficiency of both projects can be rated as "good".

In terms of the allocation efficiency, it can be concluded for both projects that they played at least a partial role in preserving the unique biological diversity as a global asset. The available data indicate a considerable stabilization and, in some cases, improvements in the achievement of the protection targets in the relevant nature reserves and – at least in some places – improved living conditions for the local population (see below – "Impact" section). Certain reservations arise in terms of Projects A + B due to the reduced effectiveness of the local-resident support, whereas the allocation efficiency for Project C can be assessed as good.

Efficiency rating: Projects A+B 3
Project C 2

Impact

Targets are defined for the nature reserves managed by MNP (e.g. maintaining and/or stabilising the levels of selected species of lemurs, the preservation of high-quality/representative forms of vegetation, etc.). The evaluations carried out in the past with the help of the above-mentioned PAMETT demonstrate considerable improvements in all the supported nature reserves. The assessment of deforestation is more critical, as it also took place in the supported nature reserves between 2005 and 2013 (and intensified noticeably from 2009 on) but to a far lower degree than compared to the rest of the country: When differentiated by the type of forest, there was a cumulative reduction of 1.7% for FC-supported regions of "humid rainforest/forêt humide" vs. 4.6% nationwide, for "deciduous dry forest/forêt sèche" 4.4% vs. 17.1%, and for "thorn forest/forêt épineuse" 9.8% vs. 12.8%. On a cumulative basis, the loss of rainforest nationally in the same period amounted to 12.4% and only 2.7% for the FC-supported nature reserves. During the same period, the other nature reserves supported by MNP registered a cumulative loss of forest of 6.9% – and thus performed far better than the comparative national values, but not as well as the "FC areas". However, a methodologically reliable comparison is hindered by differences in location, topography, socio-economic environment, etc. As a rule, the above-mentioned cumulative calculations do not take any

recent regeneration into account, as could be confirmed by the evaluation of satellite images of "former" forest fire sites in Ankarafantsika.

Projects A + B (indicator)	Status PA	EPE
Preservation of selected habitats and/or stocks of key species	endangered by violations and forest fires	Stabilisation achieved according to PAMETT
Recovery of regenerating forest stocks	Restricted	Demonstrable thanks to remote survey data
Increase of nature-reserve income by over 20% up to conclusion of project	PA Proj. A: 0; PA Proj. B: EUR 12,500	Approx. EUR 50,000

Project C (indicator)	Status PA	EPE
(1) Development of vegetation cover and key species in the supported nature reserves	Data available only sporadically	Protection targets according to PAMETT largely achieved; level of deforestation far below average
(2) Increase of internal income in the nature-reserve system of MNP	Approx. 7% of the MNP budget	Approx. 15% of the total MNP budget

The increase in internal income is a pleasing development, particularly for Projects A/B, but in view of the continued difficult financial situation and resource availability at MNP it is still just a necessary and certainly not sufficient contribution.

Although no specific indicators were defined for the area of "Living conditions in the local-resident zone", it is possible to derive certain contributions at least plausibly, even though they are not evenly distributed, e.g. in the remuneration for CLP patrol activities or the creation of jobs in nature tourism. In the case of Projects A/B, it is also worth noting the immediate benefit that is arising for the Betsiboka rice-cultivation area in the lower reaches.

In summary, all of the projects have made a positive impact.

Impact rating: All projects 2

Sustainability

As an institution with above-average stability in the national comparison, MNP leaves a professional image and possesses for the most part highly motivated personnel on all levels. In view of the prevalent circumstances which must be classified as potentially fragile and the – at best – limited effectiveness of public structures, this must be regarded as a significant achievement. Although no prospect of sustainability is foreseeable particularly in financial terms, the so-called "connectivity" for further protection projects is assured with MNP. At least in the medium term, MNP will remain heavily dependent on external funding, whereby it is not yet foreseeable whether and/or to what extent the state announcements concerning nature conservation and its significance will also be underpinned with budgetary support. The major international interest in the protection of the flora and fauna of Madagascar, however, makes it reasonable to assume that "bridging aid" will remain available.

An essential component in the continued existence of the nature-reserve system is a permanent, successfully functioning cooperation with the communities of local residents. It was not possible in such a short time to judge unequivocally to what extent the established CLP will form a suitably strong link in this regard, i.e. above and beyond the involvement in nature-reserve patrol and similar. However, the discus-

sions that were held (see above – "Effectiveness") indicated that there is at least a need for improvement here and, in some cases, for further investigation.

Sustainability rating: All projects **3**

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being **relevance, effectiveness, efficiency** and **overarching developmental impact**. The ratings are also used to arrive at a **final assessment** of a project's overall developmental efficacy. The scale is as follows:

Level 1	Very good result that clearly exceeds expectations
Level 2	Good result, fully in line with expectations and without any significant shortcomings
Level 3	Satisfactory result – project falls short of expectations but the positive results dominate
Level 4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
Level 5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
Level 6	The project has no impact or the situation has actually deteriorated

Rating levels 1-3 denote a positive assessment or successful project while rating levels 4-6 denote a negative assessment.

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The **overall rating** on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (level 3).