



REPOBLIKAN'I MADAGASIKARA  
Fitiavana - Tanindrazana - Fandrosoana



UNITED NATIONS  
MADAGASCAR



# UNITED NATIONS SUSTAINABLE DEVELOPMENT COOPERATION FRAMEWORK (UNSDCF)

## MADAGASCAR 2021-2023





**UNITED NATIONS SUSTAINABLE  
DEVELOPMENT COOPERATION  
FRAMEWORK (UNSDCF)**

**MADAGASCAR  
2021-2023**



ANTANANARIVO



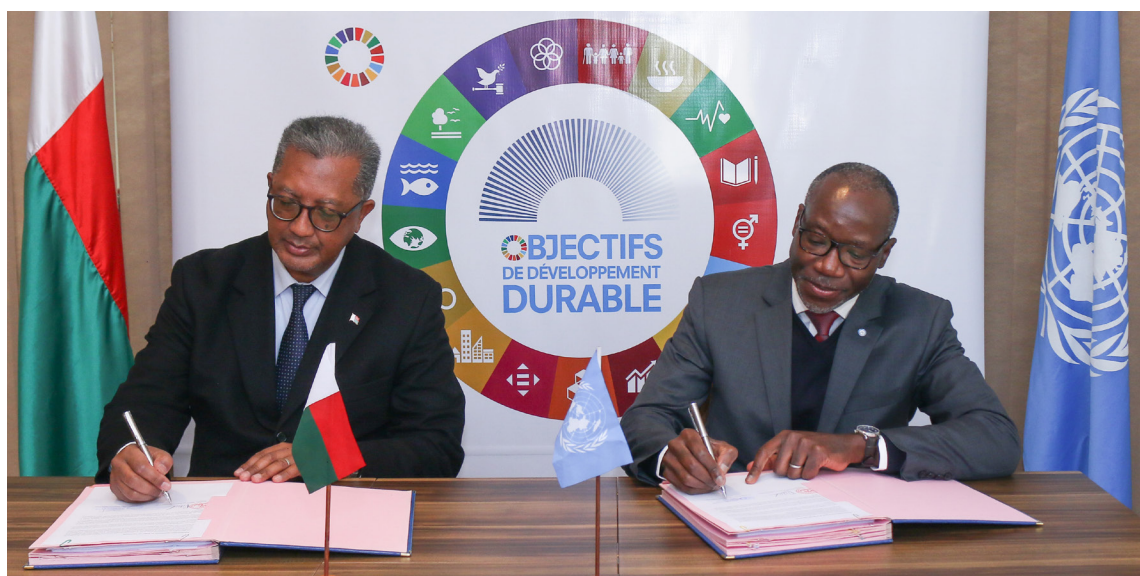
# Joint statement

This Cooperation Framework for Sustainable Development constitutes the joint and integrated support of the United Nations System in Madagascar for the emergence of the country and the fulfillment of the pledges (Velirano) made by the President of the Republic during the July 2021 - December 2023 period. At the same time, based on the commitment made by Madagascar in September 2015 with all Nations to implement the Agenda 2030 and the recommendations of the Universal Periodic Review, it reaffirms the common vision and the partnership between the Government and the United Nations System in Madagascar for achieving the Sustainable Development Goals.

In its commitment to support the action by the government, central institutions and local entities working for the country's sustainable development, the United Nations System will continue to focus on the well-being of the Malagasy population, especially the most vulnerable, as well as the enjoyment of human rights.

The formulation of this Cooperation Framework is a joint process between the United Nations System and the Government of Madagascar. The United Nations will assure that the best conditions are created to ensure the involvement and participation of all forces in the country through the result groups, the mechanisms designed to implement, monitor and evaluate and steer this cooperation framework.

By the signatures below, the Government of Madagascar and the United Nations System in Madagascar approve this Cooperation Framework for Sustainable Development (UNSDCF) as the basis of cooperation between both entities for the next two and a half years (July 2021 to December 2023).



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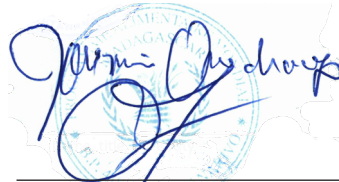
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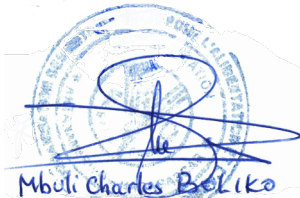
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# Executive Summary

**A new commitment** – Along Madagascar's way towards achieving the Sustainable Development Goals, the 2021 Voluntary National Review highlights some progress that emerge from efforts and reforms undertaken over the last few years. These are mainly efforts in the areas of (i) biodiversity preservation, as a result of the increase in surface reforested and the surface of terrestrial protected areas accommodating important sites; (ii) maintaining macroeconomic stability and resuming those reforms that helped accelerate investments; and (iii) in the social area, some commitments to ensure universal access to health services and to enhance the legal system on gender-based violence prevention and response. Despite these efforts though, difficult living conditions – economic, social and environmental – which the great majority of the Malagasy population endures on a daily basis, and the less than promising trajectory of most of Sustainable Development Goals, exacerbated by the highly unequal impact of Covid-19, call on all the country's stakeholders to make a new commitment in favor of the emergence of Madagascar and the achievement of the 2030 Agenda for all.

In this spirit, and in order to achieve lasting changes in the lives of people and institutions, especially the most vulnerable, while strengthening their resilience, the United Nations System in Madagascar

will make its contribution to national priorities during the July 2021 – December 2023 period through this Cooperation Framework for Sustainable Development in Madagascar (UNSDCF 2021-2023).

**The 2021-2023 UNSDCF** – Built around a series of crucial challenges identified during a broad national consultation, and on the comparative advantages of the United Nations System in Madagascar, the UNSDCF's response takes shape in 36 outputs, for 12 outcomes, achieving 4 strategic priorities, namely: (1) Strengthen good governance, the rule of law and security; (2) Ensure the development of human capital; (3) Boost labor productivity and the creation of productive jobs for decent income and a competitive economy; and (4) Strengthen sustainable, resilient and inclusive environmental management. A multi-sectoral response which will mainly take the form of (i) technical support, (ii) strengthening of the normative/regulatory framework, necessary to develop (and assess) policies and strategies, laws and standards, (iii) capacity building of those vested with duties, in order to strengthen the supply of quality services, and contribute to the full development of rights holders, and (iv) direct programs and projects benefitting target audiences.





**Horizon and targets** - The UNSDCF is designed as a springboard for the Decade of action to achieve the Sustainable Development Goals and, in the current context, the means to build back better after the pandemic.

In accordance with the profound demographic changes underway, it targets two generations of Malagasy. First, the new generation, children and young people who – by 2030 – will enter working life; the generation which must be, without discrimination, fed, protected, trained and prepared, with strategic investments in food security and nutrition, education, vocational training, health, major infrastructures, the creation of favorable macroeconomic environment to create jobs and provide security, and whom must be provided with opportunities for decent and sustainable employment and citizen and institutional participation, so it may build households free from all forms of poverty and contribute to the economic, social and environmental emergence. Secondly, the generation of those who – in today's households, communities, businesses and institutions – must be set up to succeed in creating right now the conditions to a new transformative journey for themselves and for the new generation in Madagascar.

**Operationalization** – In its directions, contents and implementation, the UNSDCF reflects and operationalize the major principles of the Repositioning of the UN development system adopted by the General Assembly (A/RES/72/279). Around the figure of the Resident Coordinator, the UNSDCF will be operationalized, on the one hand, by a new configuration of the Country Team, reinforced in number, sectoral expertise and in grassroots presence, and, on the other, by seven Operationalization Principles that (i) embody the resolved focus on inequalities and those left behind, (ii) define an integrated approach, namely by defining joint actions in Convergence Areas selected according to multiple vulnerabilities, along the Humanitarian, Development and Peace dimensions, (iii) scale up expanded and innovative partnerships, and (iv) strengthen ties with the United Nations' regional and subregional levels, and (v) enhance the United Nations' transparency and accountability in Madagascar, in combination with the UNSDCF monitoring and evaluation plan.

**Implementation and funding** – Implementing the UNSDCF under the seven operationalization principles and a logical alignment with national priorities will be done through joint work plans and agency programs and projects, in collaboration with all stakeholders : national institutions, local authorities

and regional organizations, technical and financial partners, private sector, civil society and communities, academia and the media, as well as all segments of the population, especially young people, women, children, people with disabilities and other vulnerable and marginalized groups.

A joint resource mobilization and partnership strategy, under the direct responsibility of the Resident Coordinator, as well as the resource mobilization strategies of the various agencies will be put in place to ensure the availability of the necessary funds for implementing the UNSDCF.





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# Acronyms and abbreviations

<b>CCA</b>	Common Country Analysis
<b>FAO</b>	Food and Agriculture Organization
<b>HDP</b>	Humanitarian – Development – Peace
<b>HIV</b>	Human Immunodeficiency Virus
<b>IAEA</b>	International Atomic Energy Agency
<b>IFAD</b>	International Fund for Agricultural Development
<b>ILO</b>	International Labor Organization
<b>INSTAT</b>	National Institute of Statistics
<b>IOC</b>	Indian Ocean Commission
<b>IOM</b>	International Organization for Migration
<b>LGBT</b>	Lesbian, Gay, Bisexual, Transgender
<b>OHCHR</b>	Office of the High Commissioner for Human Rights
<b>PEM</b>	Madagascar Emergence Plan
<b>SDG</b>	Sustainable Development Goals
<b>SP</b>	Strategic Priorities
<b>TFP</b>	Technical and Financial Partners
<b>UNAIDS</b>	Joint United Nations Programme on HIV/AIDS
<b>UNCDF</b>	United Nations Capital Development Fund
<b>UNCTAD</b>	United Nations Conference on Trade and Development
<b>UNDP</b>	United Nations Development Program
<b>UNDRR</b>	United Nations Office for Disaster Risk Reduction
<b>UNEP</b>	United Nations Environment Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNFPA</b>	United Nations Population Fund
<b>UNHABITAT</b>	United Nations Human Settlements Programme
<b>UNICEF</b>	United Nations Children's Fund
<b>UNIDO</b>	United Nations Industrial Development Organization
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>UNS</b>	United Nations System

**UNSDCF** United Nations Sustainable Development Cooperation Framework  
**WFP** World Food Programme  
**WHO** World Health Organization

 **SUSTAINABLE DEVELOPMENT GOALS**







# Section 1

## Progress made by Madagascar towards achieving the 2030 Agenda

### 1.1 Achieving the SDGs: insufficient achievements and trends, weakened by the Covid-19 pandemic

Along Madagascar's way towards achieving the Sustainable Development Goals, the 2021 Voluntary National Review highlights some progress that emerged from efforts and reforms undertaken over the last few years. These are mainly efforts in the areas of (i) biodiversity preservation, as a result of the increase in surface reforested and the surface of terrestrial protected areas accommodating important sites; (ii) maintaining macroeconomic stability and resuming those reforms that helped accelerate investments; and (iii) social aspect, with some commitments to ensure universal access to health services and to enhance the legal system on gender-based violence prevention and response.

Despite these efforts, the 2020 Global Report on Sustainable Development Goals (Sachs and al., 2020) ranks Madagascar 161 out of 166 countries with a score of 49.1 out of 100 in terms of progress in achieving the Sustainable Development Goals (SDG)<sup>1</sup>.

Madagascar's position portrays the delays accumulated for several years in the majority of the 17 SDGs and reflects, among other things, (i) the traps of extreme poverty, (ii) the multidimensional vulnerabilities, (iii) the marginalization of the rural sector, which represents 80% of the total population, and (iv) the Government's lack of means. In terms of evolution, current trends reveal a less than encouraging curve of the trajectory if the country is to achieve the SDGs by 2030 (see Figure 1).

<sup>1</sup> These data and those shown in Figure 1 of the World Report do not yet reflect the impact of the pandemic.

Figure 1 : Situations and trends for the 17 SDGs in Madagascar, 2020.



Source : Sachs et al. (2020).

In addition to this situation, there is the health and socioeconomic crisis induced by Covid-19, including its multiple effects<sup>2</sup>, likely to annihilate the trajectory of achieving the SDGs as we start this decade of action.

The health sector (SDG 3) is supposed to be a sound illustration. In fact, in this context of the Covid-19, the health infrastructures are expected to undergo either a drop in attendance or a strong demand. Pursuant to lockdown measures, movement restrictions and the fear of Covid-19, fewer people may go to health facilities, which would negatively impact the specific program performance indicators

(immunization, reproductive and maternal health, youth sexuality, etc., SDG5) and generally speaking, the population's health status. In addition, during the waves of Covid-19 infections, health facilities were overwhelmed and could only marginally treat non-COVID patients. At the same time, a major challenge will be to guarantee equal access to anti-Covid-19 vaccine coverage, depending on whether there is public enthusiasm or mistrust.

Another illustration of the uncertainty of the path of SDGs because of the pandemic pertains to impacts on economic growth, employment and entrepreneurship (SDG8)

<sup>2</sup> For more details, see the document Immediate socio-economic response to Covid -19 in Madagascar, United Nations Madagascar (2020).

and in turn to an incidence on poverty, nutrition and food security (SDGs 1 and 2)<sup>3</sup>. The expected impacts are linked to (i) the global economic recession context (World Bank, 2021) and the limitations of trade between countries, and (ii) a domestic economic context hampered also by internal restrictions, resulting in total or partial suspension – without anticipation capacity – of formal and informal economic activities, among others, in key such sectors as tourism, mining, vanilla, transport and the textile industry.

## 1.2 A framework for multiple and persistent inequalities, exacerbated by the pandemic

Madagascar has all amplifying factors of exclusion and inequalities (Figure 2). The country has huge geographical area but no proper regional integration, especially because of gaps in the road systems, electrification of internet connection, water supply and sanitation. Madagascar is a country highly exposed to shocks, especially natural ones and the impacts of climate change. The country has one of the world's highest poverty rates and is ruled by a dominant informal sector (economy and employment). The Malagasy society is characterized by the multiple forms of social, cultural and gender discrimination that affect institutions and public policy. Thus, the traps of deprivation, disadvantage and discrimination are at the root of deep, multiple and structural

inequalities contributing to leaving behind the most vulnerable, including but not limited to, children, young people, women, the elderly, people with a disability, people living with HIV, the LGBT community, those struggling with violence and exploitation, and marginalized rural groups.

The crisis induced by Covid-19 is contributing to the exacerbation of these multidimensional vulnerabilities. Indeed, in Madagascar - as elsewhere – those most exposed are the people, entities, sectors, companies, and areas already suffering multiple vulnerabilities (i.e. economic and social) because of the lack of means and ability to deal with the consequences of the crisis.

Figure 2 : Five factors of exclusion



Source : UNSDG (2019)

<sup>3</sup> According to initial simulations (UNDP, 2020), the poverty rate would increase from 70.5% in 2020 to 72.1% in the best case, to 79.2% in the worst scenario, and that of extreme poverty from 55.6% to 57.4% respectively 66.2%.



The most vulnerable and the most excluded often find themselves where the factors of deprivation, disadvantage and discrimination (including stigma) are combined (in Figure 2, these are those located in the blue circle in the middle).<sup>4</sup>

As an illustration, the consequences of Covid-19's socio-economic crisis led to increased multidimensional vulnerability for women: the specific current challenges of social and professional survival add to previous vulnerabilities – relating in particular to precarious job conditions in the informal sector, difficulties

inherent in the rural world, aggravated by potential situations of disability, social discrimination and climate hazards.

### 1.3 The curve of the trajectory of SDG requires new collective commitments

Madagascar faces an immensity of challenges to redirect the curve of the SDG trajectory. The Common Country Analysis (CCA 2020) identified the most critical ones:

<sup>4</sup> The analysis of the multiple deprivations of children in 2018 (UNICEF 2020) clearly confirms among children that the poorest find themselves in the accumulation of unfavorable conditions relating to mothers (education, age, marital status), heads of household (gender, education, religion) and households (rural/urban area, household size, availability of land, province). The proportion of children in extreme poverty (material deprivation in at least four dimensions) is 46.7% for an illiterate single mother living in a large household (8+ members) and landless, compared to 7.5% for a child showing none of these characteristics. Thus, the proportion of children in a situation of extreme poverty is 53.4%, in the case of non-Christian and uneducated households, headed by a woman living in rural areas, and 7.4% for children with none of the vulnerability criteria above.

- ▶ Promote real national ownership, at different levels, through an operationalization strategy (customized per region) of the SDGs, resulting annually in budgeted programs following sectoral policies aligned with the SDGs and effective partnerships with the private sector and civil society in areas of concern to them.
- ▶ Secure, despite the crises mentioned above, the necessary financial resources, by developing a national development financing strategy making it possible to locate potentials for mobilization – internal and external, public and private – and ensure a balanced and sufficiently diversified mix.
- ▶ Strengthen the SDG monitoring system, also in terms of disaggregated and granular data, by building up at central and decentralized level the INSTAT, the National Statistical System (NSS), the National Integrated System for Monitoring and Evaluation (SNISE), and the mechanisms of sectoral ministries for monitoring and evaluation.
- ▶ Improve the national planning system, for an integrated approach to public policies, which facilitates the holistic consideration of issues such as social inclusion, gender, natural resources management, disaster risk management and reduction, building resilience, and youth as vectors of change.
- ▶ Improve coordination and synergies between actors and across sectors on the consistency of targets considered by sectoral policies in order to better pool approaches, means and monitoring systems.



## United Nations System support for the 2030 Agenda in Madagascar

### 2.1 The link from challenges to strategic priorities

Strategic challenges and catalytic solutions to contribute to sustainable development in Madagascar by 2030 were identified based on a range of issues discussed in the CCA and debated during the series of August 2020 virtual consultations, with all stakeholders in the sustainable development of Madagascar (Appendix 7).

By projecting in a perspective of post-Covid-19 recovery, an analytical process on the challenges and solutions, thus identified:

- ▶ focused on the alignment with the national priorities of the Madagascar Emergence Plan (PEM),
- ▶ reviewed the comparative advantages of the UNS,
- ▶ carried out the alignment of the challenges and solutions to the priority SDGs and accelerators identified at the national level,

- ▶ identified the processes to operationalize the principles of United Nations programming as a response to challenges and support for solutions (Figures 3 and 4).

Figure 3: Elements of prioritization



This process made it possible to consolidate the choice of four strategic priorities (SP), validated by the Government, which could lead to transformative and inclusive development for Madagascar.

**CHALLENGE 1** - Recurrent cycles of challenges to political legitimacy, fragile rule of law, precarious human rights, weak public transparency and accountability mechanisms lead to a situation of weak protection of laws and poor citizen participation (especially young people) in decision-making and accountability processes and weaken social cohesion and inclusion. These institutional dysfunctions constitute - at central and local level - the basis of inequalities and exclusion and weaken efforts for sustainable development.

**SP 1**  
Strengthen good governance, the rule of law and security

**CHALLENGE 2** - A population, too often without optimal access to education, victims of multiple health and nutrition problems caused by many factors, including those related to water and sanitation, cannot fully mobilize for the development of the country. This is especially true for the most vulnerable people. Beyond the structural and demographic contexts which negatively impact any attempt at sustainable development, multiple crises undermine services and social systems.

**SP 2**  
Ensure the development of human capital

**CHALLENGE 3** - The modest productivity of labor, especially in the agricultural world and the informal sector, produces insufficient income and very low yields. These determine the living conditions of the Malagasy population and the resilience of communities. The modest productivity of labor also conditions economic growth and its inclusiveness, through low competitiveness, an unfavorable business climate and for the development of the financial sector.

**SP 3**  
Boost labor productivity and the creation of productive jobs for decent income and a competitive economy

**CHALLENGE 4** - Natural resources – an important asset for Madagascar - are plundered for lack of good governance, by annuity holders and the poorest segments of the population with no alternatives. This accelerates the degradation of natural capital, jeopardizing the preservation of the environment and resources for future generations. Sustainable management of the environment is also essential to facilitate resilience in the face of climatic hazards leading to crises and natural disasters affecting the dynamics of sustainable development.

**SP 4**  
Strengthen sustainable, resilient and inclusive environmental management

Figure 4: Challenges and strategic priorities



## 2.2 Theories of change and results framework of the UNSDCF 2021-2023

### 2.2.1 Overview on the strategic priority system

For the July 2021 – 2023 programming period, the United Nations System (UNS) in Madagascar suggests contributing to the emergence of Madagascar by prioritizing four areas of intervention, in support of government action, institutions and entities working for the country's sustainable development, the well-being of the population and the enjoyment of human rights.

Geared towards addressing the above challenges and based on CCA analyses, the four strategic priorities of 2021-2023 UNSDCF are:

- ▶ **SP 1 - Strengthen good governance, the rule of law and security.**
- ▶ **SP 2 - Ensure the development of human capital.**
- ▶ **SP 3 - Boost labor productivity and the creation of productive jobs for decent income and a competitive economy.**
- ▶ **SP 4 - Strengthen sustainable, resilient and inclusive environmental management.**

These SP highlight the commitment of the UN System to contribute between 2021 to 2023 directly to the emergence of Madagascar and to achieving the pledges (Velirano) made by the President of the Republic of Madagascar (Figure 5). At the same time, they are based on the commitment made by Madagascar in 2015 with all the Nations, to implement the 2030 Agenda and the recommendations from the Universal Periodic Review, and reaffirm the common vision and the partnership between the Government and the UNS for achieving the SDGs.





Figure 5: Alignment of the UNSDCF SPs to the Madagascar Emergence Plan

As a whole, the SPs of the 2021-2023 development cooperation framework (UNSDCF) constitute a system of priorities:

- ▶ **Focused on the needs of target populations**, based on improving the population's living conditions (SP 1 and 4) and on the response to specific needs (SP 2 and 3).
- ▶ **Integrated** by considering several cross-cutting and multi-sectoral elements<sup>5</sup>.
- ▶ **Based on an idea of a two-generation life cycle**, with a strong emphasis on the generations of children and young people who, by 2030, will enter working life (SP 2 and 3), but also on today's households.

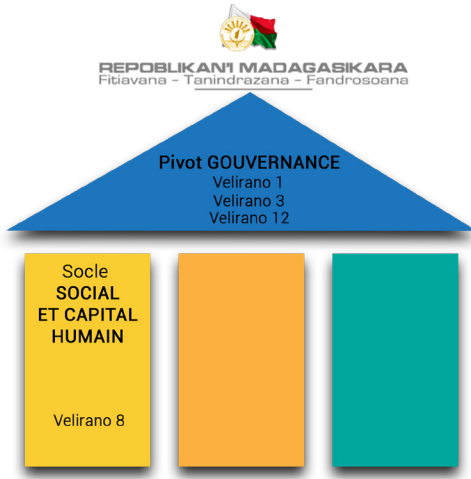
As such, the 2021-2023 cooperation framework constitutes the first step of a commitment **to the 2030 horizon** of the UNS alongside the government and the population of Madagascar to achieve the Sustainable Development Goals and the emergence of the country.

- ▶ **Geared towards the realization of the key programming principles of United Nations** (see Section 2.3).

<sup>5</sup> Among other things, being based on an idea of development which finds its foundation in the combination of creation/protection and sustainable exploitation of the country's capital, in particular institutional and civic capital (SP 1), human and social capital (SP 2), economic capital (SP 3) and natural capital (SP 4). V. Section 2.4.

## 2.2.2 SP 1: Strengthen good governance, the rule of law and security

The UNS is committed to supporting Madagascar to sustainably promote an inclusive and engaged society, central and decentralized institutions that are transparent, accountable and protective of human rights, and effective development policies. In this way, it aims to contribute to the implementation of the PEM and the achievement of the 2030 Agenda.



Through the SP 1, the UNS supports the Governance axis of the PEM – Velirano 1, 3 and 12 – and Velirano 8 on social base and human capital pillar.

SP 1 aims to achieve SDGs 10 and 16 on the effectiveness of institutions, the rule of law, the fight against corruption, and the reduction of violence and exploitations.

SP 1 targets those vested with institutional obligation, and through them, the population, specifically those subject to exclusion, discrimination and those who do not or not receive or may not receive a quality public service.



## THEORY OF CHANGE

### Assumptions

- ▶ Respect for the legal and constitutional framework by all stakeholders and creating framework conditions favorable to democratic controls.
- ▶ National-level commitment to a more inclusive, transparent, and accountable political system, recognizing, among others, the place and role of local collectivities, the civil society and the media.
- ▶ National-level commitment to the systematic integration of international principles and standards of human rights into laws and public policies.
- ▶ Effective enforcement of texts in force on decentralization and territorialization of public policies.

**If** national institutions are effective, transparent, accountable and act in a constitutional and legal framework, while complying with the rule of law and respecting human rights,

**If** public policies are aligned with the SDGs, well targeted, better implemented and effective,

**If** efficient and responsible decentralized territorial collectivities provide of the sustainable, inclusive and quality basic services and ensure harmonious and fair development of the territory,

**If** the civil society, the media, youth and women participate in a quantitative, qualitative, effective and responsible manner in the management of public affairs for sustainable development at all levels,

**THEN**

**Society will operate in a peaceful, inclusive manner. The legitimacy of institutions will be enhanced, in a framework offering a protection of human rights and gender equality; indispensable factor for social cohesion, political stability and sustainable development.**

## RESULTS FRAMEWORK

### Good governance, the rule of law and security are enhanced.

**Outcome 1.1** : By 2030, national institutions are effective, accountable, transparent and act within a constitutional and legal framework, while complying with the rule of law and respecting human rights, equality gender, environmental sustainability to ensure a foundation of political legitimacy.

Output 1.1.1 : Key players in the democratic system jointly establish a normative and institutional framework in accordance with international standards and have the skills and tools to promote an inclusive, transparent, accountable and stable political system.

Output 1.1.2 : Actors of the judicial and security system are equipped to promote an independent, impartial, honest judiciary accessible to the public, establish a favorable framework for gender equality and the fight against all forms of violence and discrimination and protect the fundamental rights of citizens, including those of vulnerable groups.

Output 1.1.3 : The institutions and actors at all levels of supervisory bodies have enhanced capacities enabling them to perform their prevention, education, prosecution and sanctions duties to better control corruption, money laundering and illicit flows of goods, capital and governance of international and domestic migration.

Output 1.1.4 : Populations, especially marginalized groups, know their fundamental rights and are able to claim them in order to reduce all forms of exclusion and discrimination.

**Outcome 1.2** : By 2030, central and decentralized administrations implement, in an inclusive manner and in line with their respective responsibilities, effective and efficient public policies based on the fundamental needs of the population and the priority needs of territories in order to achieve the SDGs.

Output 1.2.1 : Central administrations have skills, reliable and desegregated data, and tools, including digital ones (e-governance), to implement, monitor and effectively evaluate public policies based on the fundamental needs of the population and autonomy, accountability and the priorities of the territories with a view to achieving the SDGs.

Output 1.2.2 : Decentralized local territories have technical capacity and mobilize financial resources to ensure SDGs in an inclusive and sustainable fashion and ensure balanced development of their territories.

**Outcome 1.3** : By 2030, the civil society, media, youth and women participate in a quantitative, qualitative, effective and responsible manner in managing public affairs and achieving the SDGs at all levels.

Output 1.3.1 : Civil Society Organizations and the media enjoy an enhanced legal and organizational framework, facilitating their interventions in citizen education and mobilization, advocacy, questioning and monitoring of public policies and achieving the SDGs.

Produit 1.3.2 : Civil society organizations and the media are equipped with the technical and organizational capacity to enable them to fully play their roles in education and civic engagement, advocacy and monitoring of public policy the achievement of the SDGs.

Produit 1.3.3 : Consultation frameworks, civic fora and territorial dialogue for active and responsible participation of youth and women are enhanced and operational at all levels.

## 2.2.3 SP 2: Secure human capital development and exploitation of the demographic dividend

In support of the vision of an emerging and modern country and achieving the 2030 Agenda, the UNS is committed to supporting Madagascar to meet, without exclusion, the economic, social and legal needs of children and young people, and reduce poverty and the inequalities.



Through the SP 2, the UNS is supporting the PEM's social and human capital pillar of the PEM (Velirano 4, 5, 8, 13) and the Velirano 2 on economic and accelerated growth pillar.

SP 2 aims to achieve SDGs 2, 3, 4, 5, 6, 8 and 16.

SP 2 specifically pertains to vulnerable people, including but not limited to children, women, youth, elderly, disabled, at risk or victims of violence and exploitation, marginalized rural groups.



## THEORY OF CHANGE

### Assumptions

- ▶ Nationwide commitment (political, legislative, financial and programmatic) for basic social services, including ownership by the civil society to sustain them.
- ▶ Effective enforcement of legislation and policies.
- ▶ Availability of human and financial resources for local-level support to the specific needs of the different layers of the population (even in situations of crises); and national capacities to absorb and manage said resources.

**If** the educational system is enhanced to ensure quality, availability for all and inclusiveness,

**If** the equitable access of the populations to quality basic social services is improved, which guarantees resilient, effective, quality universal healthcare coverage (including sexual health, family planning and reproductive rights), nutrition, electrification, water and sanitation, namely through integrated social protection systems, and the effective management of the health risks and emergencies (which weaken health systems),

**If** communities, including the most vulnerable groups as well as the youth, receive adequate information to improve their individual, community and societal knowledge and practice in matters of health, education, social protection, WASH and Nutrition,

**If** the reduction of inequalities (including gender-related), women and girls empowerment, protection, including the prevention and the care for the victims of all forms of violence, abuse and exploitation are guaranteed,

**THEN**

**The Malagasy population and particularly women, youth, people with disabilities, the elderly and other vulnerable and marginalized populations exercise their rights in terms of education, health and social protection, are protected from any form of violence and exploitation, and optimize the demographic dividend to achieve the SDGs.**

## RESULTS FRAMEWORK

The development of human capital is ensured.

**Outcome 2.1** : National institutions and local entities allow the population, especially the most vulnerable, to exercise their rights in terms of health, nutrition, access to water and sanitation to capture the demographic dividend and the SDGs.

Output 2.1.1 : The health system, involving national and local entities institutions, is strengthened to ensure access of vulnerable populations to quality and resilient essential health services, namely reproductive health services (especially family planning) aimed at universal health coverage.

Output 2.1.2 : Capacities at national and local levels are strengthened to improve sustainable policies and programs for fair and sustainable access of populations to resilient and responsive WASH (Water, Sanitation, Hygiene) services, adapted to climate and environmental changes.

Output 2.1.3 : The coordination and integration of key systems (health, WASH, food and social protection) are enhanced by a multisectoral approach allowing the improvement of the nutrition of populations, mainly pregnant and breastfeeding women as well as children.

**Outcome 2.2** : National institutions and local entities implement a more integrated and inclusive national social protection system, allowing the vulnerable and marginalized as well as victims of disasters, violence or abuse and exploitation to fully enjoy their rights.

Output 2.2.1 : National institutions and local entities are strengthened to establish an integrated, inclusive, multisectoral and shock-responsive social protection system, to address the multiple vulnerabilities facing the population.

Output 2.2.2 : National institutions and local entities are strengthened reduce inequalities, including those of gender, promote women and girls empowerment, and ensure a multisectoral system to prevent and respond to all forms of abuse, gender-based exploitation and violence, including in humanitarian settings.

Output 2.2.3 : Efficient and coordinated networks and services, involving civil society and communities, are supported to ensure the prevention, optimization, support and social reintegration of the most vulnerable, leaving no one behind.

**Outcome 2.3** : National institutions and local entities implement quality, fair, inclusive, education programs accessible to any age group, enhancing the skills of the population.

Output 2.3.1 : National institutions and local entities are strengthened to improve governance and increase the availability of inclusive and fair educational services for quality learning from kindergarten to the secondary cycle.

Output 2.3.2 : National institutions and local entities as well as families have adequate guidance and information tools to improve individual, community and societal knowledge and practices for efficient human development adapted to local contexts.

Output 2.3.3 : Young people's skills are strengthened specifically in terms of leadership and participation in development programs, emergency response and peacebuilding and the capture of the demographic dividend.



## 2.2.4 SP 3: Boost labor productivity and the creation of productive jobs for decent income and a competitive economy

The UNS is committed to working alongside the Government and helping it boost labor productivity and the creation of productive jobs, especially in agriculture and the informal sector, and improve incomes and competitiveness of the economy.



Through the SP 3, the UNS supports the economic and accelerated growth pillar of the PEM (Velirano 7, 9 and 11) as well as the social and human capital pillar (Velirano 4, 6 and 8).

SP 3 aims to achieve SDGs 2, 7, 8, 9 and 12.

Target populations for the SP 3 are those who are (or will be) part of the labor force, especially those in precarious, unproductive and informal jobs, as well as SMCs.



## THEORY OF CHANGE

### Assumptions

- ▶ Effective enforcement of the institutional framework, operational structures and development policies and strategies (agribusiness, rural entrepreneurship, private sector, employment, vocational training, industries, etc.) and national commitment to transformation and modernization of the economic system.
- ▶ Effective implementation of the decentralization and of the de-concentration of the technical offices.
- ▶ Creating a business environment enabling young people to access investments in rural areas.
- ▶ Sound operation of mechanisms and institutions to guarantee Madagascar's economic integration at regional and global levels (SADC, Africa Free Trade Agreement etc.).
- ▶ Effective implementation of the strategy for young people and women's integration and professional reintegration in rural and urban areas.
- ▶ Effective enforcement of the legal framework and measures against child labor.
- ▶ Realization of infrastructural programs, including in rural areas, and effective adoption by users.
- ▶ Security requirements (including in situations of crises) guaranteed for the implementation of the interventions.

**If** employability is improved thanks to the technical, vocational and academic training systems,

**If** the green and blue economy as well as the manufacturing sector are promoted and the productive systems transformed thanks to improved production, transformation and commercialization infrastructures, a better accompaniment of the services to producers and other actors of the value chains,

**If** opportunities of decent and durable jobs are created, especially for young people, informal jobs are formalized and the formalization as well as growth of the SMCs (Small and Medium Companies) are supported,

**THEN**

**Work productivity and the creation of productive employment will be boosted for better competitiveness of the economy and sustainable and inclusive economic growth.**

## RESULTS FRAMEWORK

Labor productivity and the creation of productive employment are enhanced for decent income and a competitive economy.

Outcome 3.1 : The employability of young people, women and rural people is enhanced and aligned with local potentials and needs to improve productivity and achieve easy and fair access to the labor market.

Output 3.1.1 : Capacity building and learning mechanisms meeting the standards and needs for youth employability are developed.

Output 3.1.2 : The capacities of entities to design and deliver innovative and inclusive educational options are built.

Output 3.1.3 : The information system on the labor market and vocational and technical training is up and running.

Outcome 3.2 : More investments in productive and manufacturing systems, including blue and green economy and digitization, are promoted for inclusive, sustainable and resilient growth.

Output 3.2.1 : The capacities of actors in strategic value chains (including young people and women) are built and incubation initiatives are developed to enable them to access innovations and improve competitiveness.

Output 3.2.2 : The capacities of institutions offering local services to producers are enhanced towards modernized agricultural and industrial sectors.

Output 3.2.3 : Investment promotion strategies in strategic sectors and value chains are developed and implemented, particularly in regions with high potential, while the related supporting institutions and offices are strengthened and operational.

Outcome 3.3 : Young people's access to decent, productive, sustainable and resilient jobs is promoted through the development of entrepreneurship and the implementation of measures to accelerate the transition from the informal to the formal economy.

Output 3.3.1 : The services and mechanisms accompanying job creation and support for entrepreneurship and business networks are supported and strengthened.

Output 3.3.2 : The normative and policy framework to improve the application of the Fundamental Principles and Rights at Work, including the safety and health of workers, is updated and strengthened.

Output 3.3.3 : A capacity building program for stakeholders in economy formalization is developed and implemented and the informal economy formalization process is operational in priority sectors.

## 2.2.5 SP 4: Strengthen sustainable, resilient and inclusive environmental management

The UNS is committed to contributing, alongside the Government, to strengthening all sustainable and resilient environmental management. By doing so, it aims to contribute to the PEM and the 2030 Agenda.



Through the SP 4, the UNS supports the environmental pillar of the PEM and the achievement of the Velirano 10.

SP 4 aims to achieve SDGs 12, 13, 14, 15 and 16.

SP 4 aims the performance of the institutions responsible for the improvement, preservation and responsible enjoyment of the natural, environmental and climate potentials and, therefore, focuses on the people who should enjoy them.



## THEORY OF CHANGE

### Assumptions

- ▶ Respect for the legal and constitutional framework by all the stakeholders.
- ▶ Nationwide commitment (political, legislative, financial and programmatic) to sustainable management of natural resources, the environment, governance of risks and climate change.
- ▶ National programming focused on the needs of all and considering the major risks.
- ▶ Regional engagement on environmental phenomena and issues that affect the Southern Africa region and Indian Ocean countries.
- ▶ Sound management of the allocated resources.

**If** central and decentralized government institutions, political actors, the private sector and civil society organizations apply in an effective and coordinated fashion the principles and norms of the rule of law, human rights and good governance in managing the natural, environmental and climate capital,

**If** actors at different levels effectively enforce the measures of conservation, preservation and valorization of the country's biodiversity and natural capital,

**If** national and local authorities, multisectoral actors strengthen the governance of the risks of disasters, implement measures to strengthen resilience to climate change among communities, infrastructures and key economic sectors and increase the response capacity,

**THEN**

**The conservation of the biodiversity and natural resources will be guaranteed; the resilience of the economy, infrastructures and communities will be improved; and natural capital will become a pillar of economic growth for an inclusive and sustainable development.**

## RESULTS FRAMEWORK

Sustainable, resilient and inclusive environmental management is enhanced.

Outcome 4.1 : By 2030, all state institutions, the private sector and civil society apply in an effective and coordinated manner the principles and standards of the rule of law, human rights and good governance while managing natural capital, the environment and climate change.

Output 4.1.1 : The institutional, political and legal framework for inter-sectoral coordination of environmental and climate management at central and decentralized levels is improved.

Output 4.1.2 : The Defense and Security Forces (FDS), the courts, the Anti-Corruption System, the authorities have enhanced capacities in enforcing the texts in force and respect for the rights of communities in sustainable management of natural resources and the environment.

Output 4.1.3 : Civil society organizations and communities have the essential notions of their rights and the capacity to apply the texts in force for a sustainable management of natural resources and the environment.

Outcome 4.2 : By 2030, actors at different levels effectively apply measures to conserve, preserve and enhance biodiversity and natural capital so that the environment and natural resources are pillars of growth economic, sustainable development and improved living conditions for populations.

Output 4.2.1 : The sustainable management of landscapes, including terrestrial and marine protected areas, labeled areas, wetlands and watersheds, is enhanced.

Output 4.2.2 : National strategies for reforestation and management of wildfires are enhanced and implemented.

Output 4.2.3 : Green and blue economies are promoted to support sustainable and inclusive development..

Outcome 4.3 : By 2030, national and local authorities, multisectoral actors strengthen disaster risk governance, implement measures to strengthen the resilience to climate change among communities, infrastructure and key economic sectors; and increase response capacity.

Output 4.3.1 : The mechanisms of adaptation and mitigation to climate change and disasters, combining measures of ecosystem engineering and civil/physical and tools for urban and rural climate resilience, are enhanced and updated.

Output 4.3.2 : Knowledge and governance of climate risks and disasters, as well as response capacities are enhanced.

Output 4.3.3 : The fight against multiple forms of pollution is stepped up.

## 2.3 United Nations programming principles

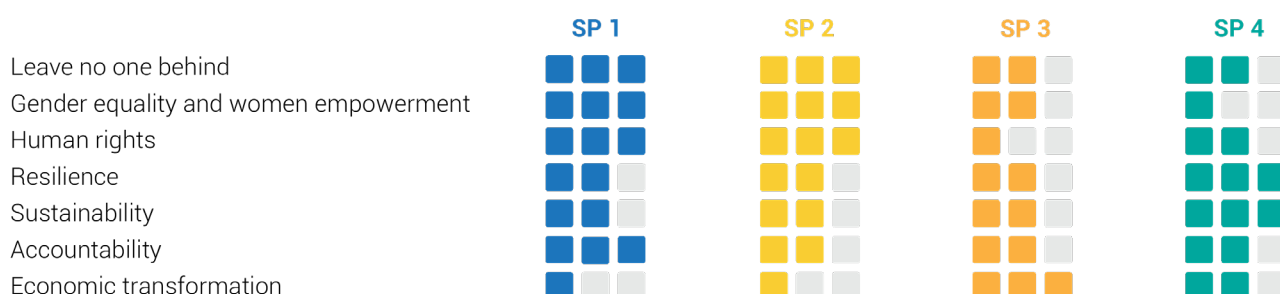
### 2.3.1 An UNSDCF geared towards the UN programming principles

Key programming principles of United Nations are central to the conceptualization and implementation of the 2021-2023 UNSDCF (Figure 6), including: (1) Leaving No One Behind principle (LNOB) in the conceptualization and the implementation of all the SPs and in particular the SP 1 and SP 2 (especially Output 2.2.3); (2) the promotion, protection and guarantee of human rights for all through all SPs (via a reference to human rights on SP 1, social rights on SP 2, labor rights on SP 3

and to environmental law on SP 4) and in particular SP 1 and SP 2; (3) gender equality and women empowerment, reflected in all SPs and in particular SP 1 and SP 2; (4) strengthening of resilience (especially of the most vulnerable) in the face of different crises and (5) sustainability of all SPs, in particular SP 3 and SP 4; (6) an implementation that guarantees accountability of UNS interventions (all SPs and in particular SP 1); (7) promoting economic transformation, in particular by means of SP 3.

The principles of LNOB, human rights, gender equality and women empowerment are emphasized in the 2021-2023 UNSDCF as operationalization principles (see Section 3.2).

Figure 6: SPs and United Nations programming principles



Note: The number of points indicates the importance of the priority's contribution to achieving the programming principle. 3 points = Very important contribution, 2 points = Important contribution, 1 point = Modestly important contribution.

### 2.3.2 Sustainability and resilience in the context of « building back better »

The 2021-2023 UNSDCF reflects on several levels its vocation for the sustainability of results. In particular:

1. Its system of theory of change projects throughout the decade of action, asserting a strong commitment of the UNS in the country for lasting results.
2. Its outputs are largely the capacity building of national institutions, local bodies, stakeholders and actors (including children, youth and women), and the technical assistance for building frameworks and strategies (institutional and operational). These are the foundations of sustainable development – integrating the social, economic and environmental dimensions into a logic of national and community ownership – which will contribute (as outcomes) to structural transformations in the curve of the SDG trajectory in Madagascar.
3. Its target populations are two Malagasy generations: a pair that – if duly supported – will create the conditions for an intergenerational development, which guarantees lasting impacts.
4. Its anchoring to national priorities and its integrated and participatory approach (including the search for synergies and complementarity, including

through strategic alliances) in the design, implementation and monitoring and evaluation of the UNSDCF, programs and projects<sup>6</sup>.

5. Reinforced intersectoral collaboration, which, beyond training and skills development, aims to support the scaling up of good practices, to fight against any discriminatory attitude and practice and to tackle multidimensional vulnerabilities.

A risk mitigation approach to achieving the SDGs is at the heart of the UNSDCF; it is built around the **notion of resilience** which is essential to cope with the abundant shocks which feature Madagascar's history (recent and past) and which constitute the main threat to the trajectory of sustainable development. The notion of resilience is materialized by (i) targeting the populations and territories most exposed and vulnerable to various shocks, (ii) strengthening institutions and entities that work for example in risk and disaster management, (iii) specific products (e.g. social protection, early warning systems for risks and disasters), and (iv) the systematic choice of solutions that can ensure high resilience.

As such, the UNSDCF takes over and integrates the response to the Covid-19 crisis, especially the 2020 UNS immediate socioeconomic response: it is designed to boost recovery and contribute to development under the principle of **building back better**. The prospect of

<sup>6</sup> The participation of stakeholders and target populations at all stages of the UNSDCF process, from design to monitoring and assessment, and capacity building at various levels, including individual, institutional and monitoring and protection in terms of human rights, a culture of peace, accountability and the preservation of natural resources in the country, are essential elements of ownership and sustainability.



building back better will be triggered through choices - political, strategic, technological, organizational, etc. - resilient and durable (e.g. the option of the transition to green and blue economy). In addition, an approach that integrates the components Humanitarian - Development - Peace Consolidation (HDP Nexus) will be (1) an innovative element and resilience-building lever, and (2) a reconstruction project after the crisis of Covid-19 and a preventive element for possible crises.

## 2.4. Synergies between the outcomes of the 2021-2023 UNSDCF

The UNSDCF results framework presents an integrated approach that is reflected around the multiple synergies, on the one hand between the outcomes of each SP and, on the other hand, between the outcomes of different SPs. Here are a few non-exhaustive illustrations :

1. In the SP 1, increased participation by the civil society, media, young people and women in the public affairs management (Outcome 1.3) will enhance (i) the legitimacy and accountability of national institutions and local entities (Outcome 1.1) and (ii) the process of developing public policies meeting the needs of the population (Outcome 1.2). Strengthening good governance and public policies directly contributes to strengthening the conditions, the space for maneuver as well as the instruments to achieve all the outcomes of SP 2, 3 and 4.
2. In the SP 2, social protection (Outcome 2.2) is the required link to provide – even to the poorest – the ability to access basic services (health, nutrition, water and sanitation) and education (Outcome 2.1 and 2.2). A healthy, educated population is the driving force behind the promotion of good governance and a structuring condition for quality citizen participation (Outcome 1.1 and 1.3); at the same time, it makes up the qualified labor force, essential for transforming the economy and making it formal (Outcome 3.1-3.3); it strengthens governance and environmental protection and can play a role in climate change mitigation and adaptation (Outcome 4.1-4.3).
3. In SP 3, vocational training aligned with the needs of businesses (Outcome 3.1) is a sine qua non condition to promote business creation and the formalization of jobs and lead to a transformation of productive systems (Outcome 3.2 and 3.3). Productive and formal jobs generate income that improves living conditions of households, avoids social exclusion of women and vulnerable, and facilitates access to basic services (Outcome 2.1- 2.3), better play their role in the management of public affairs (Outcome 1.3), intervene in the democratic control of institutions and policies (Outcome 1.1, 1.2 and 4.1), and play a role of choice in the preservation of the environment and management of crisis situations (4.2 and 4.3).

4. Finally, in SP 4, good environmental governance (Outcome 4.1) is essential for the conservation, preservation and enhancement of natural capital and an asset for mitigating and adapting to the consequences of climate change (Outcome 4.2 and 4.3). Good management of natural resource is fundamental to the green and blue conversion of Madagascar's economy (Outcome 3.2), as is the fight against pollution for the population's health conditions (Outcome 2.1).

The action plan of the National Risk and Disaster Management Strategy feeds the UNSDCF in a transversal manner, while the preparedness, social protection, contingency and humanitarian response plans are aligned, in particular at the level of strategic priority 4 (Outcome 4.3).

## 2.5. UNS Comparative Advantages and Country Team Configuration

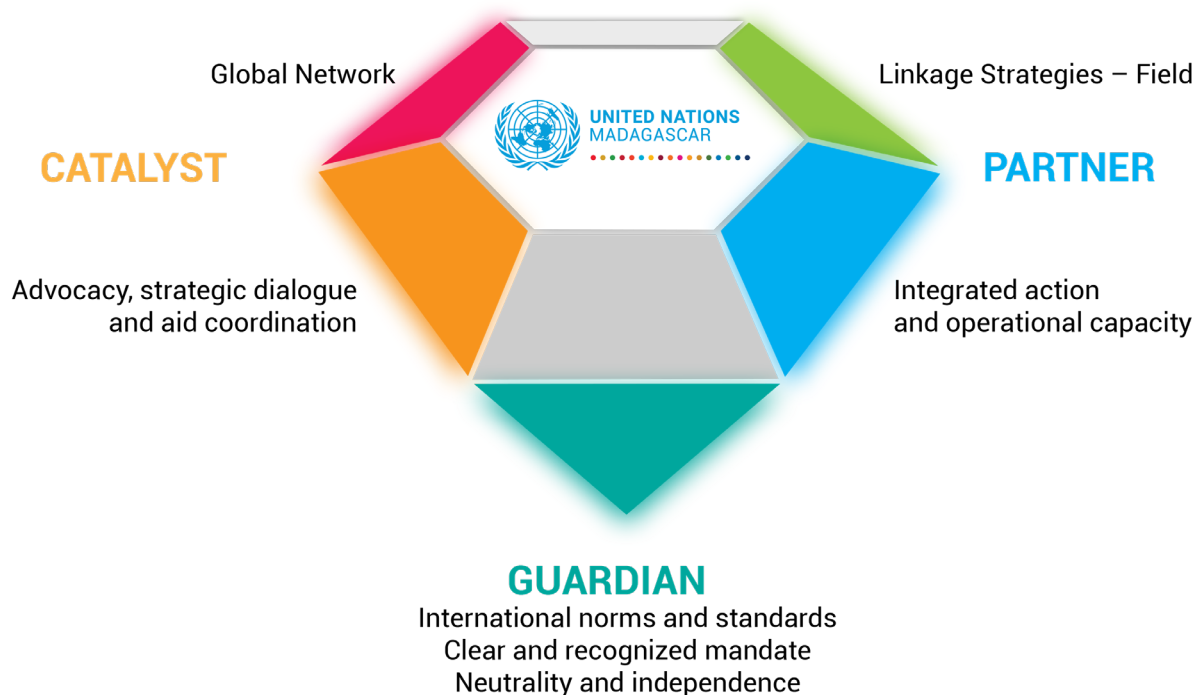
### 2.5.1 An UNS guardian, partner and catalyst of sustainable development in Madagascar

To achieve lasting changes in the lives of people and institutions, especially the most vulnerable, and strengthen

their resilience, the UNS will make its contribution to Madagascar through the 2021-2023 UNSDCF. The UNS will develop an intervention strategy in three pillars including (1) technical support (2) strengthening of the normative/regulatory framework, necessary to develop (and evaluate) policies and strategies, laws and standards, and (3) capacity building of duty bearers, with a view to strengthening the supply of quality services and contributing to the full development of rights holders. The UNS intervention triptych includes, among other things, (i) conducting diagnosis (ii) technical and financial support (iii) coordination (iv) mobilization (v) emphasis on a community approach (vi) support to emergency situations (vii) implementation and (viii) monitoring and evaluation.

This positioning of the UN System in Madagascar is built on the comparative advantages recognized by national institutions, stakeholders and other technical and financial partners. Thus, the UNS is identified as (i) the custodian of international norms and standards, (ii) a partner with strong presence at different levels in various regions of the country and in many sectors, alongside institutions and the population, as well as (iii) a catalyst in the coordination of development assistance (Figure 7).

Figure 7: The comparative advantages of a guardian, partner and catalyst UNS



As part of its role as **guardian** of international norms and standards, promoter of universal values and principles (such as LNOB) and coordinator of global aspirations (such as SDGs), the UNS in Madagascar has the following comparative advantages :

### 1. Implementation of international norms and standards and leadership in the areas of SDGs, LNOB and of other programming principles

- Clear and recognized mandate (United Nations Charter)
- Institutions and mechanisms for promoting and monitoring implementation

- Strategic and political leadership of the Resident Coordinator and the United Nations Country Team
- Recognized neutrality and independence
- Knowledge and skills
- Links between principles and operations

In its role as a **partner**, following are the main comparative advantages of the UNS :

## 2. Facilitation of the link between strategic visions and realities on the ground

- Active presence, at strategic, operational, central and local levels, promoting relevance, coherence, effectiveness and efficiency of the action.
- Support in the relay between pilot initiatives and scale-up.
- Field knowledge to feed national policies and strategies.

## 3. Ability to integrate the different themes in a holistic development approach

- Proven expertise/recognized leadership at key sectors (e.g. health, humanitarian emergency, human rights) and complex challenges for sustainable development (including crises).
- Multisectoral character and expertise of UN Country Team.
- Integration of cross-cutting elements (gender, adolescence, climate change) and humanitarian and peacebuilding dimensions in the development dimension (HDP nexus).
- Joint programming and joint programs.

- Production, management and sharing of data, reports, studies, early warning and consultation mechanisms.

## 4. Operational capacity

- Rigor and transparency in management procedures and support capacity in terms of procurement and logistics.
- Relative speed in the resource mobilization.
- Networks consolidated at central, decentralized and local levels with actors (institutional and not), stakeholders and other partners.
- Mobilization of required expertise at all times (also through the United Nations voluntary service system).

Finally, the UNS is a **catalyst** and coordinator of the efforts of other partners and stakeholders thanks to the following comparative advantages :

## 5. Mobilization of partners and networking

- Power of mobilization around major themes, norms and standards related to sustainable development.
- A global and regional network.
- Promotion and facilitation of South-South cooperation and regional initiatives.

## 6. Advocacy, strategic dialogue and support for development coordination

- Advocacy based on evidence, knowledge and know-how in favor of inspired decision-making.
- Support to the Government in the coordination, consistency and evaluation of development aid (Strategic Dialogue Group, Coordination Group, thematic/sectoral groups/platforms).
- Support for emergency preparedness, coordination and response.

### 2.5.2 The configuration of the Country Team

The change of strategic, programmatic and operational direction of the 2021-2023 UNSDCF required the review of the composition of the Country Team and of all the means available to ensure (i) technical and functional capacity – both at the sectoral and intersectoral (transversal) level – that the system needs to accomplish the priority results foreseen in the UNSDCF, (ii) a commitment from each agency aligned with the new orientation and an effective contribution to achieving the outputs and outcomes of the UNSDCF, and (iii) a capacity to integrate/coordinate the actions of the different agencies for a transformative, transparent, efficient and effective contribution of the UNS.

Following this exercise<sup>7</sup>, the Country Team has been strengthened, to ensure a UNS in Madagascar that is even better suited to the needs and the achievement of the UNSDCF. Indeed:

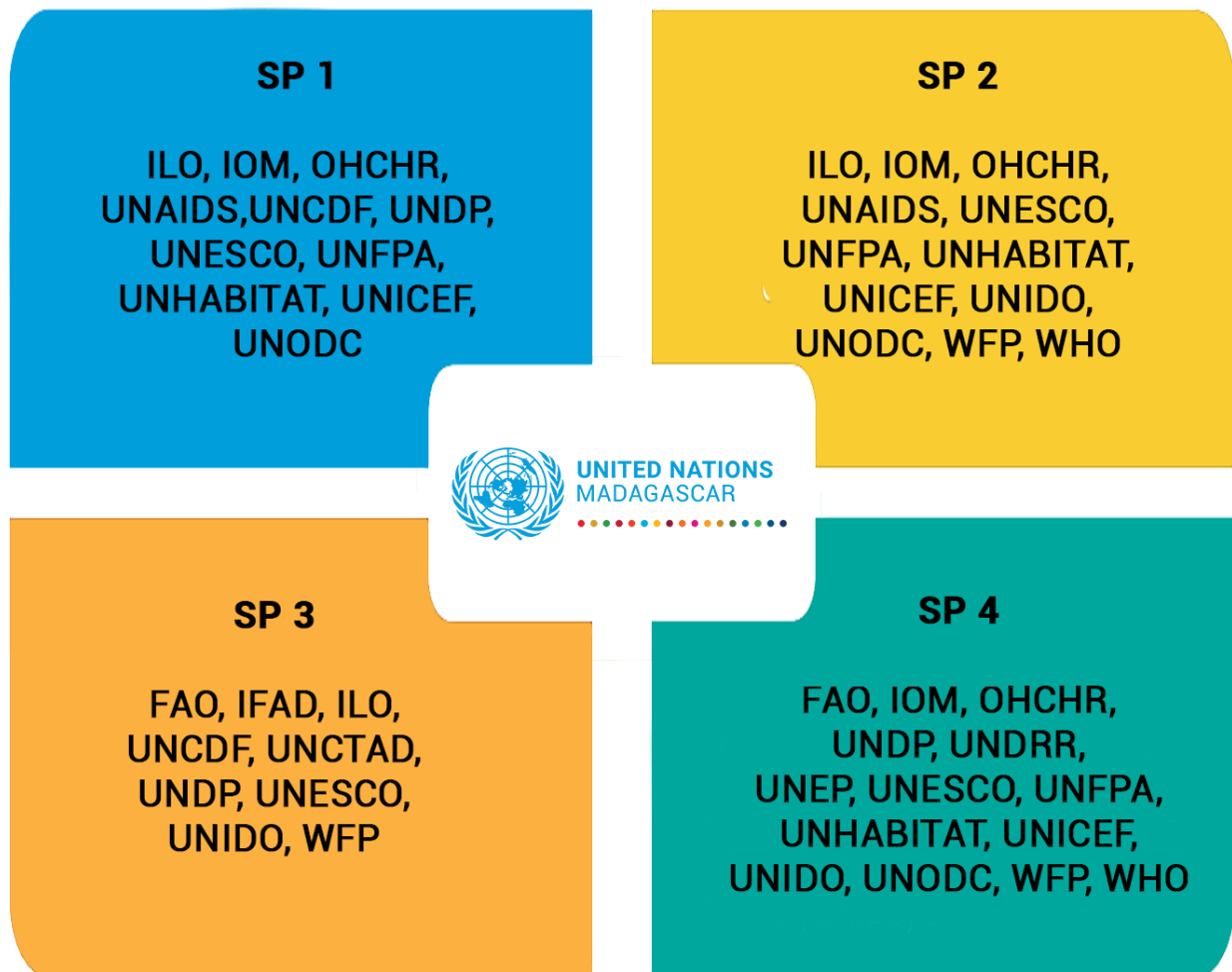
- The agencies already present were joined by 4 **new agencies**, namely the United Nations Office for Disaster Risk Reduction (UNDRR), the United Nations Office on Drugs and Crime (UNODC), the United Nations Environment Program (UNEP) and the United Nations Conference on Trade and Development (UNCTAD). These new arrivals will strengthen the SNU, by ensuring (i) the coverage of important sectoral niches to meet the specific needs of the country, and (ii) the exploitation of important synergies with the existing capacities.
- **Resident agencies** went up from 10 to 11 following the host agreement between IFAD and the Government.
- Among the 8 **non-resident agencies**, 5 guarantee a physical presence in Madagascar. The remaining three will work, at least initially, from the outside, but relying on and exploiting synergies with the in-country agencies.
- Some resident agencies are intensifying their **presence at the local level**.

<sup>7</sup> The Country Team reconfiguration exercise was the subject of consultation with the Government and country stakeholders during the first session of the Joint Steering Committee. For details, refer to the document "Joint Concept Note of the United Nations System in Madagascar on the Configuration of the Country Team".

With these changes, the UNS in Madagascar, under the lead of the Resident Coordinator and the Country Team, has the technical and functional capacities necessary to respect its commitments

with the people, institutions and the Government of Madagascar, in particular, for the realization of the 36 outputs and the contribution to achieving the 12 outcomes of the 2021-2023 UNSDCF.

Figure 8 : Agencies implementing the 2021-2023 UNSDCF per SP





# DÉCENNIE >>>> D'ACTION



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## Section 3

# 2021-2023 UNSDCF Implementation Plan and Strategic Partnerships

The 2021-2023 UNSDCF in its directions, content and implementation, reflects and operationalizes the major principles of United Nations System Repositioning for development as adopted by the General Assembly (A/RES/72/279). In particular, the UNSDCF (i) establishes a new generation of Country Team (Section 2.5.5), (ii) revitalizes the role of the Resident Coordinator system (Section 3.1), (iii) strengthens the link with the UN regional and sub-regional level (Section 3.3.3), (iv) improves the strategic direction, transparency and accountability of the UNS (Sections 2 and 4), (v) scales up broad and innovative partnerships (Section 3.3).

### 3.1 Provisions on management, implementation and liability issues

#### 3.1.1 Governance mechanisms

The 2021-2023 UNSDCF will be implemented at the national level under the general coordination of the Ministry in charge of the Economy, which is also the

government entity in charge of technical coordination with the UNS. Ministries, NGOs national and international and United Nations agencies are implementing partners.

The UNSDCF is implemented through establishing joint work plan<sup>8</sup>, per SP, between the agencies and the coordinating ministries at the sectoral level, via the work plans of the various projects in which the results to be achieved are described, and which, if necessary, serve as an agreement for the use of resources across UN agencies and implementing partners. United Nations agencies and their partners are sticking as much as possible to documents strictly necessary to achieving program activities, namely the signed cooperation framework plan and the joint work plans and signed project documents..

The **Joint Steering Committee**, co-chaired by the Minister in charge of the Economy and the UNS Resident Coordinator, is the structure at the highest level in charge of<sup>9</sup> :

1. Ensuring the supervision and strategic direction of the UNSDCF

<sup>8</sup> In accordance with standard operating procedures (SOP) issued by the United Nations Development Group for the benefit of countries that have adopted the "Delivering as One" approach.

<sup>9</sup> The terms of reference of the joint steering committee provide detailed information on the attributions, composition and functioning



implementation.

2. Supporting resource mobilization as well as development funding opportunities.
3. Monitor the progress, challenges, opportunities and ensure the UNSDCF is assessed.

It is made up of senior Government officials, the representatives United Nations agencies, civil society, private sector and technical and financial partners.

Overall coordination within the UNS is ensured by the Resident Coordinator System, made up of the Resident Coordinator, the Country Team and the Office of the Resident Coordinator<sup>10</sup>.

At operational level, the coordination mechanisms of the UNSDCF are as follows (Figure 9) :

▶ The **Program Management Team (PMT)**, gathering senior program officers within agencies, ensures the overall work coordination necessary for the implementation, including resource mobilization and partnerships.

▶ The **results groups** will be set up around the four SPs of the UNSDCF. They are responsible for improving internal coordination and ensuring that the entire UNS applies the SPs in a consistent manner. As much as possible, they coordinate with

industry groups under government leads. In addition, they ensure the development of joint work plans and the monitoring of the progress made upon implementing these joint work plans.

▶ The **Information Management, Monitoring and Evaluation (GISE)** group ensures the identification of needs for (joint) data collection, the availability of data and information necessary to monitor the SDGs and the UNSDCF, at various levels (including the UN INFO platform, see Section 4.1), and technical support for data and monitoring-evaluation.

▶ The specific **thematic groups** ensure the integration, consideration, implementation and monitoring of a series of cross-cutting aspects: Youth, Gender, Human Rights, HIV. Under the lead of lead agencies and through joint programming (UNSDCF and joint work plans) and joint programs, they operate while considering existing national strategies or policies and United Nations programming principles.

▶ The **Operations Management Team (OMT)**, which gathers the agencies' senior operations officers, ensures the implementation of the Business Operation strategy (BOS 2.0).

▶ The **communication group (UNCG)** which gathers communication officers from the United Nations agencies, is responsible for coordinating the update and implementation of UNSDCF

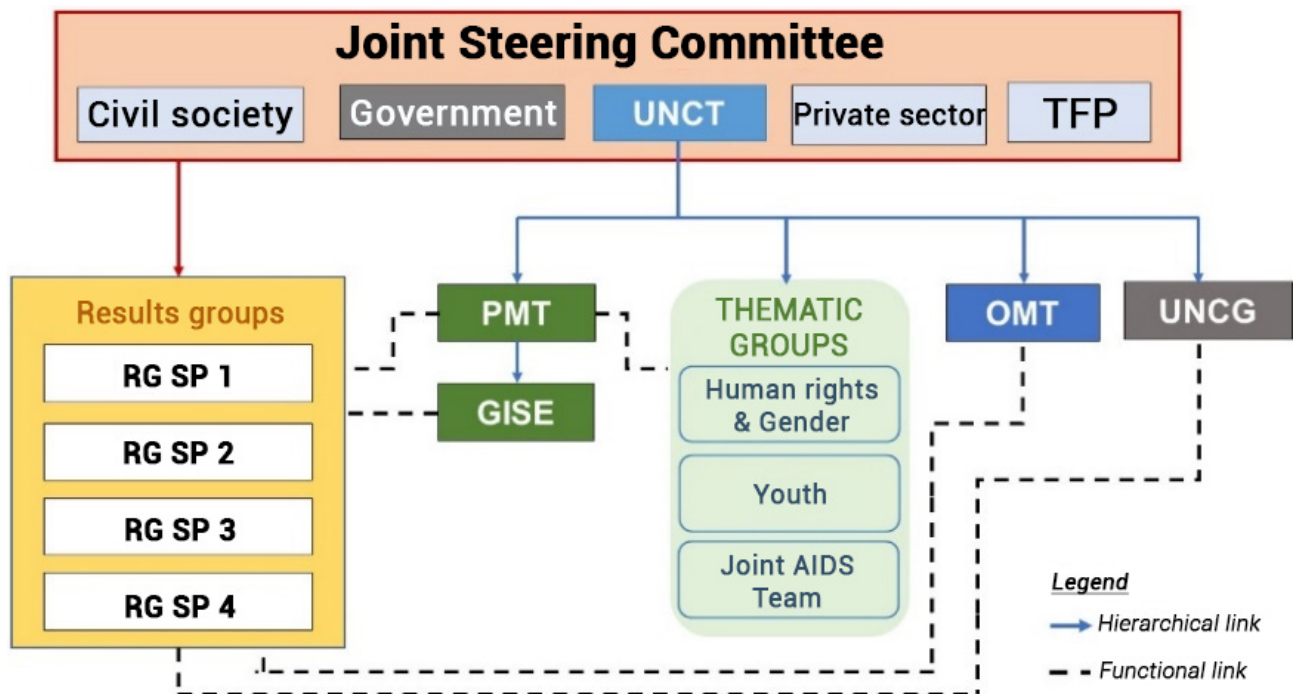
<sup>10</sup> See UNSDCG (2019). Management and accountability framework of the UN development and Resident Coordinator System.

communication strategy and related activities through various channels (website, etc.).

▶ **Contributions from non-resident agencies:** For agencies that do not have representations in the country but contribute to the UNSDCF implementation, a code of conduct specifying their roles, rights and responsibilities (including participation in the different groups of coordination,

data production for coordination and monitoring, accountability system, etc.) will be established. They will actively participate in result groups as part of the development of joint work plans, the review of progress of the evaluation. This is to ensure ideal coordination with the actions of resident agencies, including for operational coordination at intervention areas

Figure 9: UNSDCF coordination and operationalization mechanism



### 3.1.2 Clauses on the Harmonized Approach to Cash Transfers (HACT)

The clauses concerning the modality of execution of the programs called “Harmonized Approach to Cash Transfers” (HACT), the mechanisms which result from it are obligatory for the United Nations agencies which follow the procedures relating to this policy. For Madagascar, these UNDP, UNFPA, UNICEF. The details are listed in Appendix 5.

## 3.2 The operationalization principles of the 2021-2023 UNSDCF

The UNS’ commitment in the four SP will be done by way of seven operationalization principles (OP). These OP partly take up the United Nations programming principles by supplementing them and adapting them to respond specifically to the particular needs and context of Madagascar, as well as to the necessities of the post-pandemic phase. They are a strong commitment towards an integrated intervention approach of the UNS following the spirit of United Nations reform. Their application will materialize through joint work plans, programs and projects of the agencies.

The 2021-2023 UNSDCF OPs are as follows:

- OP 1 – Work together in a number of Convergence Zones for catalytic results .
- OP 2 – Boost joint/strongly coordinated programs.
- OP 3 – Operationalize a nexus HDP approach, in particular in the Great South.
- OP 4 – Target inequalities (LNOB, human rights and gender equality and women empowerment).
- OP 5 – Engage (with) the private sector.
- OP 6 – Engage (with) the civil society and the most vulnerable.
- OP 7 – Engage (with) the regional and sub-regional levels.

The last three OPs, on engagements, are addressed in Section 3.3 pertaining to partnerships.

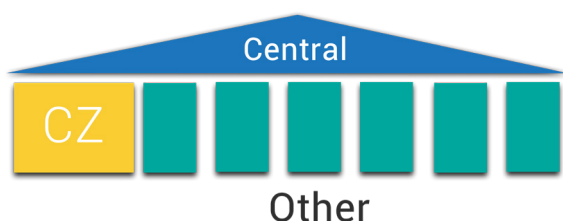
### 3.2.1 Territorial targeting, joint programs and HDP nexus (OP 1, 2 and 3)

Consistent with 2021-2023 UNSDCF, which is intended as a springboard for the decade of action, the first three OPs will be realized as a proof of concept meant to develop and test the (1) joint UNS intervention, (2) first in convergence zones, (3) most of which will be chosen by considering the multiple vulnerabilities along the Humanitarian, Development and

Peace dimensions, and will thus provide the main space where the HDP nexus approach will be operationalized. In short (see Appendix 2 for all details) :

(i) Following the spirit of integrated support on the same target population for behavioral, transformative and catalytic changes, actions at the central level and those that meet specific needs in specific places, zones or territories (according to the respective mandates of different agencies and complementarity with other TFPs) are complemented **by joint interventions** targeting the **convergence zones** (CZ, Figure 10).

Figure 10: Three intervention schemes



(ii) An **HDP nexus approach** will be developed and implemented. It will be based on (1) an integrated vision of development and peacebuilding process and operations that systematically encompass the likelihood of shock – natural, health, social, economic, and political – and therefore the humanitarian component (and vice versa), and (2) inter-sectoral approaches coordinated between actors working in the three fields.

### 3.2.2 LNOB, human rights and gender equality and women empowerment (OP 4)

Considering the sum and integration of interventions (outputs), to lead to institutional reforms, social transformations, and transformative and catalytic changes in behavior, it would also be necessary (1) to ensure a **systematic and transversal consideration of inequalities** in each area of intervention and (2) establish how these inequalities constitute a barrier to the achievement of sustainable development objectives.

This means :

- (i) Examining the issues under a "gender lens".
- (ii) Ensuring the proposed strategies leave no one behind (LNOB).
- (iii) Mainstream human rights issues.

To this end, interventions under the 2021-2023 UNSDCF should be built around the specific needs of different groups and target women, girls, boys, children and men belonging to these different socio-economic groups, reflecting distinct vulnerabilities, needs, strategic interests. In addition, the implementation of OP 1-3, in particular the selection of Convergence Zones, joint programs and the HDP approach, will be based on taking the multiple forms of vulnerability and

inequalities into account. The 2021-2023 UNSDCF aims to make sure gender is not addressed apart from other sector but rather seen as a collective responsibility, which will entail high-level advocacy to engage the Government of Madagascar on the respect for and ratification of international instruments on the defense of women's and girls' rights, and an inter-agency synergy to intensify strategic planning, resource allocation and cross-cutting monitoring in favor of gender equality and women's empowerment. Appendix 3 describes the details for each SP.

### 3.3 Strategic partnerships and principles of operationalization of the partnerships

The UNSDCF implementation will rely on a multi-actor, holistic and proactive approach of partnership (Figure 10). This partnership concept (i) is based on a broadening of the usual partners by engaging other forces and visions of society, politics and economy, (ii) considers partners in their roles as co - change agents, with their comparative characteristics and advantages, to be put in synergy with those of the UN System, and (iii) plans to engage proactively throughout the process (from programming to implementation, up to monitoring and evaluation of results) and at different territorial levels (regional, in particular the Indian Ocean, national, local).

The operationalization principles of the partnership with the private sector (PS), civil society (CS) regional organizations are presented below. Appendix 4 contains details with related specific actions. The implementation will be monitored through the programs of the different agencies (in the forms described in the Box). In view of the current context of health crisis, the partnerships to be established will highlight "building back better". It will be noted that the partner categories mentioned here have been affected by this pandemic, but also contribute heavily to implement and consolidate solutions to lead the recovery challenges that can ensure the sustainability of development.

Figure 11 : Concept of partnership



### 3.3.1 Government, TFPs and International Financial Institutions

Right upon the UNSDCF development phase, the UNS in Madagascar has effectively integrated and involved the Government, TFPs, civil society, the private sector, the scientific community, the media, representatives from such specific groups as women, young people, people living with disabilities, in identifying the country's major challenges and proposing possible solutions for sustainable development. Their participation in the joint steering committee further strengthens their roles in monitoring implementation.

The Government will be the Resident Coordinator's ultimate interlocutor in the overall coordination of the UNSDCF. Sector ministries deconcentrated and decentralized structures as well as presidential, legislative and judicial institutions will be the implementing partners. For multilateral international PTFs and International Financial Institutions, fields of action and convergence sectors have been identified (v. Appendix 6) for better coordination and exploitation of synergies. This cooperation will address, among other issues: (i) the strengthening of coordination at the strategic and programmatic level to mitigate common risks and identify opportunities to exploit (ii) coordination at the sectoral, intersectoral and territorial level in common target areas (iii) implementation of concrete actions (with or without co-

financing) highlighting the comparative advantages and characteristics of each organization in a complementary logic. The UNS intends to strengthen existing partnerships while capitalizing on opportunities for contributions from emerging and new partners as well as innovative funding mechanisms. In 2019, the country's development aid was made up of 66% multilateral aid. The UNS is the 2nd largest multilateral partner<sup>11</sup>.

### 3.3.2. Engagement with the Private sector, the Civil society, vulnerable people (OP 5 and 6)

The partnership with the **Private Sector** is based on the principles that the PS is not only a source of funding for certain activities but supported to be a lever for sustainable development. The private sector will be (i) involved in planning and monitoring, as well as (ii) an implementing partner. The PPP partnership, within the limits of the regulations and ethics of the UNS, will enhance its core business. The PS can also be a service provider, respecting the existing procedures.

These principles apply to the four strategic priorities in a specific manner :

▶ SP 1 : The private sector actor is called upon as a holder of rights and taker of responsibilities in the enjoyment and respect of the constitutional and legal framework, in the implementation

<sup>11</sup> Bulletin Farimbona N. 6, Technical Secretariat for Aid Coordination, Prime Minister's Office, September 2020.

of public policies, and in the facilitation of participation, especially by young people and women, in public life. These elements are an absolute prerequisite for a favorable business environment.

▶ SP 2 : The dimension of investments for the financing of basic services (including social protection), in terms of private service offer and/or PPP for the creation and strengthening of services are highlighted here.

▶ SP 3 : Here, the private sector actor becomes the main actor of technological innovation, economic diversification and transformation (green, blue, social), of the formalization of their activities in terms of decent, productive, sustainable and

resilient employment. There is also the role of businesses as providers of technical and vocational learning opportunities, especially for young people.

▶ SP 4 : The private sector actor is called upon, both for a sustainable exploitation of natural resources, and for the application of concrete conservation measures, preservation of the environment in its production processes and marketing practices. Its expertise and knowledge of the territory at the local level also make the private sector a key partner in disaster response.

### Forms of partnership with the United Nations System.

The UN system agencies will provide support to the development and implementation of activities within the Cooperation Framework, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, monitoring and evaluation, training activities and staff support. Part of the UN system entities' support may be provided to non-governmental [and civil society] organizations as agreed within the framework of the individual workplans and project documents. Additional support may include access to UN organization-managed global information systems, the network of the UN system agencies' country offices and specialized information systems, including rosters of consultants and providers of development services, and access to the support provided by the network of UN specialized agencies, funds and programmes. The UN system agencies shall appoint staff and consultants for programme development, programme support, technical assistance, as well as monitoring and evaluation activities. Subject to annual reviews and progress in the implementation of the programme, the UN system agencies' funds are distributed by calendar year and in accordance with the Cooperation Framework. These budgets will be reviewed and further detailed in the workplans and project documents. By mutual consent between the Government and the UN development system entities, funds not earmarked by donors to UN development system agencies for specific activities may be re-allocated to other programmatically equally worthwhile activities

The Government will support the UN system agencies' efforts to raise funds required to meet the needs of this Cooperation Framework and will cooperate with the UN system agencies including: encouraging potential donor Governments to make available to the UN system agencies the funds needed to implement unfunded components of the programme; endorsing the UN system agencies' efforts to raise funds for the programme from other sources, including the private sector both internationally and in [name of country]; and by permitting contributions from individuals, corporations and foundations in [name of country] to support this programme which will be tax exempt for the Donor, to the maximum extent permissible under applicable law.

The commitment of the UNS in Madagascar for an increased role of the most vulnerable and of civil society in sustainable development and for the decade of action is an operationalization principle (PO) of the 2021-2023 UNSDCF. It is focused on three complementary levels :

1. Strengthening the civil society in its ability to represent the most vulnerable and marginalized population and achieve the LNOB principle in strategies and development actions.

2. Involvement of vulnerable and marginalized and mainstreaming the LNOB throughout the programming process, in particular in the identification, implementation and monitoring-evaluation of projects that concern them, at the UNSDCF and UNS agency country programs.

3. Partnerships and development actions that make it possible to include vulnerable and marginalized groups in all decisions that concern them).

The partnership with the civil society will thus follow the principles according to which the civil society will be both an implementing partner, a relay to reach the vulnerable layers, people at risk of being left behind, rural areas, for decentralized actions, for advocacy and it will be supported to be a force for sustainable development. The partnership with these entities, having already been strengthened from the UNSDCF design process, will continue through cross-cutting and specific actions by PS as detailed in Appendix 3.

Dialogues with different platforms of SP, private business groups, members of the initiative "United Nations Global Compact" (UNGC) and civil society platforms were initiated for better coordination of the partnership. Their implementation in the programs/work plans of the projects of the United Nations agencies will be monitored and related broad communications will be planned.

### 3.3.3 Commitment at the regional level (OP 7)

Facing the challenges and opportunities common, regional cooperation is an efficient strategy for increasing the capacities of each stakeholder in a win-win scheme. As such and considering the multiple challenges and opportunities that Madagascar has in common with the neighboring countries, and considering the presence and the regional organization of the United Nations, the UNS as part of 2021-2023 UNSDCF will (see Appendix 3) :

1. Identify and implement, with the Country Teams of the region's countries, concrete actions of cooperation in high impact areas. This is in consultation with the Government of Madagascar and, to the extent possible, within the framework of the action of international and regional organizations of which Madagascar is member (in particular, IOC, SADC, COMESA, AU, IORA).

2. Organize regular exchanges with Country Teams from other countries in the region for knowledge sharing and



monitoring of joint initiatives and with the aim of contributing to South-South dialogue.

Exchanges with UNS in western Indian Ocean are underway, as well as with the regional organizations to implement this principle within the UNSDCF.

### 3.4 Funding the 2021-2023 UNSDCF

A joint strategy for resource mobilization and partnership, under the direct responsibility of the Resident Coordinator, as well as the resource mobilization strategies of the various agencies will be implemented to guarantee the availability of funds required to implement the UNSDCF.

Resource mobilization will consider the principles of strategic partnerships established. The following resource mobilization approaches have already emerged :

- (i) The approach of convergence zones.
- (ii) The choice of niches through the SP, by identifying catalytic sectors, lever sectors, specific initiatives to be shown as good practices for the overall work of the UNS.
- (iii) The strengthening of coordination could be achieved by strengthening the system 's information sharing concerning the ongoing resource mobilization and pipeline of each agency.



(iv) In order to reduce competition, criteria have been established to facilitate the choice of fields, projects and participating agencies during joint resource mobilization opportunities.

(v) The UNS and its various agencies will also continue to implement initiatives that support the country in establishing and implementing an integrated framework of SDGs financing, as well as the operationalization of innovative financing mechanisms for its sustainable development.

### 3.5 Joint work plans

The UNSDCF will be implemented through joint work plans to be developed per SP by the results groups. The joint work plans define products, related activities, responsibilities and accountabilities respectively, the resources required, available and to be raised. They allow the UN System to improve coherence, exploit synergies, coordinate interventions to avoid overlap around the achievement of outcomes, and support transparency and accountability. In developing these plans, the results groups should ensure the effective application of the operationalization principles and United Nations programming principles.

### 3.6 Strategy of the operational activities (Business Operations Strategy - BOS)

The evaluation of the Business Operation Strategy, implemented from 2017 to 2019, highlighted avoided costs of \$ 2,162,774. The new BOS 2.0 validated by the country team, provides 35 opportunities for collaboration and an estimate avoided costs of approximately 7,162,000 USD over 5 years.

The OMT (Operation working group) and the Office of the Resident Coordinator assures the monitoring of the implementation of these measures and joint services. An annual work plan is developed for this purpose, and the implementation status is reported to the country team level, after being reviewed within the OMT. An independent evaluation, to allow assessing the achievement of the indicators in the results framework, is planned at the end of the implementation period.



# Section 4

## Monitoring and evaluation plan

Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UN system agencies. To that effect, Implementing Partners agree to the following :

- i. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in specific clauses of their engagement documents / contracts with the UN system agencies' ;
- ii. Programmatic monitoring of activities following the UN system agencies' standards and guidance for site visits and field monitoring ;
- iii. Special or scheduled audits. Each UN organization, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating Ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.

### 4.1 Monitoring plan

The UNSDCF monitoring mechanism will be mainly fed by the national statistical system and supplemented by data produced by UN agencies and other partners. As part of this cooperation framework, the UN System has planned to enhance the statistical capacity of the national statistics system (NSS) so as to fill the void in methodological shortcomings, data production, collection and analysis, as well as the availability of updated desegregated data per gender, age, residency area, priority population group and others (Output 1.2.1). As to indicators not covered by the available data sources, gathering data will be systematized every year, especially in emergency situations.

The mechanism will allow regular review of the progress made in terms of outcomes and outputs on the basis of the indicators defined in the results framework. It will make it possible to follow the evolution of assumptions and risks, whether they materialize or not, to draft, in case of significant variations, the appropriate recommendations, allowing the implementation of the necessary adjustment measures both in terms of the theory of change and for joint planning in order to optimize the expected outcomes.



The mechanism will allow regular review of the progress made in terms of outcomes and outputs on the basis of the indicators defined in the results framework. It will make it possible to follow the evolution of assumptions and risks, whether they materialize or not, to draft, in case of significant variations, the appropriate recommendations, allowing the implementation of the necessary adjustment measures both in terms of the theory of change and for joint planning in order to optimize the expected outcomes. Data collection instruments and sources that should be used to measure progress at the outcome level will include (i) the CCA which will be updated during the 2021-2023 period<sup>12</sup>, (ii) Government-led data production activities (surveys, voluntary national reviews of SDGs), (iii) national reports to human rights mechanisms (treaty bodies, universal periodic review or UPR<sup>13</sup>, updates on the follow-up to the recommendations of the special procedures that visited the country), (iv) the recommendations and concluding observations of the United Nations treaty bodies, (v) the reports of the working groups on the UPR and the reports of the Special procedures of the United Nations and (vii) the other assessments by UN agencies and partners.

An **UN database and analysis**<sup>14</sup> will be established at the Office of the UN System Resident Coordinator. It will contain (i) data related to the SDGs and (ii) the various analyzes produced, updated and communicated by UN agencies.

Different tools such as the integrated monitoring and evaluation plan, joint work plans, semi-annual and annual results reviews and annual results reports will be developed. Joint monitoring fields missions/visits will also be organized for project areas and programs. The Interagency Group for Information Management, Monitoring and Evaluation (IMEG group)<sup>15</sup> will provide technical support in the design and implementation of the integrated monitoring and evaluation plan, insurance data quality, and give technical guidance to result groups and the UN Country Team on evidence-based progress reports.

The joint annual review of the UNSDCF will be carried out by holding statutory meetings of the Joint Steering Committee to review the progress made and make the necessary adjustments in the UNSDCF implementation.

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<sup>12</sup> The results of the current DHS survey and the analyzes planned for 2021 (LNOB analysis, Conflict analysis, Foresight analysis) will make it possible to determine the ideal period for updating the CCA.

<sup>13</sup> The UPR consists in periodically reviewing the country's achievements in the area of human rights. The Human Rights Council (created by UNGA Resolution 60/251) is charged with "carrying out a universal periodic review, on the basis of objective and reliable information, of the manner in which each state fulfills its human rights obligations and commitments so as to guarantee the universality of its action and the equal treatment of all states".

<sup>14</sup> Called the « Repository for data and analysis ».

<sup>15</sup> The IMEG group is composed by the UN agency focal points, specialists in data management, monitoring and evaluation.

**UN INFO** - an online planning, monitoring and reporting platform that digitizes the UNSDCF and its corresponding joint workplans – will be one of the platforms used to track progress. This online platform will provide an overview of progress at country level and reflect the efforts by the UN System to improve transparency and accountability, as well as better respond to the needs and priorities of UN Member States. Furthermore, to the extent possible, digital tools will be established for real monitoring, and to capture insights from beneficiaries (population of the target areas, civil society, private sector, young people, women, people living with disabilities, etc.) on UN interventions in the field.

#### 4.1.1 Risks and opportunities

Following are the main risks that could affect the achievements of the UNSDCF and the achievement of the SDGs in Madagascar :

- ▶ Socio-political instability and the non-respect of the constitutional framework.
- ▶ Non-optimal functioning of public administrations due to insufficient human and financial resources.
- ▶ Poor coherence of public policies at all levels (national, sectoral, local) and poor integration of the SDGs into these public policies.
- ▶ Insecurity affecting rural producers and/or stakeholders.

- ▶ Natural disasters, calamities and the effects of climatic hazards.
- ▶ Insufficient investment in the infrastructure necessary to economic development (roads, electricity, water and sanitation, etc.)
- ▶ Reduced donor resources and lack of coordination of partners involved in the development in the country.
- ▶ Poor coherence of policies and actions at regional and sub-regional actions in the face of common challenges, such as economic, social or environmental crises and shocks.

For each of the risks identified, mitigation measures will be put in place to ensure the success of the UNSDCF. This will involve carrying out advocacy actions, mobilizing the various stakeholders, and strengthening policy dialogue with the Government and the various implementing partners, setting up prevention and contingency plans linked to the occurrence of disasters and climatic hazards.

#### 4.1.2 UNSDCF review and reporting

Each year, the four (4) results groups will review progress towards achieving the outcomes and outputs of the UNSDCF, based on the joint work plans. An **annual United Nations report on the results** will be submitted to the Joint Steering Committee. The report will focus on the progress made in achieving the outcomes and outputs of the UNSDCF, through the collection

and analysis of data by the IMEG group and the results groups. In addition, it will consider new opportunities or changes in the external context that may require expansion or contraction of UNS priorities/ programs. It will also assess the overall quality of implementation, operational delivery, performance of resource mobilization and partnerships that are essential to the UNSDCF implementation.

An **annual review meeting** will be organized by the Joint Steering Committee where the UN System will present the country performance report to the Government and other stakeholders. During the annual review, the co-chair of the Joint Steering Committee (Minister in charge of Economy and Resident UNS Coordinator) will determine whether formal reviews of UNSDCF are needed and recommend any modifications. The CCA will be updated each year to feed into the annual review. To this end, the UN data and analysis repository created will provide data and sources for more frequent analytical products. It will combine various United Nations analytical resources which will be regularly updated and made available online. The repository will also be used to update the CCA each year.

These reports will enrich the thematic sectoral reports from the Government and the voluntary national reviews.

## 4.2 Evaluation plan

The UNSDCF evaluation mechanism provides for a final evaluation to be carried out independently in 2023, i.e. by a team of independent experts (consultants). This assessment will consider the assessment standards and rules<sup>16</sup> established by the United Nations Evaluation Group (UNEG<sup>17</sup>), namely on the procedures for evaluations carried out in the United Nations system and in the context of the 2030 Agenda.

The evaluation of the UNSDCF aims to assess whether the expected results have been achieved, whether other (unintended) results have been observed and whether a useful, coherent and sustainable contribution has been made at a lower cost to the collective achievements of the UNS and national development activities undertaken to achieve the 2030 Programme. It must allow the UNS to determine whether it complied with the UNSDCF guidelines, both in terms of activities and results. By identifying synergies, gaps, overlaps and missed opportunities, it provides the basis for critical thinking with the aim of continuously improving performance and results. It also helps ensure the proper implementation of social and environmental guarantees. Finally, it helps shape the vision of the future which will serve as a basis for the next cooperation framework, as well as the theory of change and the strategic priorities that will be defined on this occasion.

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<sup>16</sup> Document downloadable at the following link: <http://www.unevaluation.org/document/detail/1914..>

<sup>17</sup> The UNEG is a professional network of the entities **tasked with** evaluation in the United Nations system, including specialized agencies, funds, programs and affiliated organizations.



The **evaluations of country programmes** of different agencies and eventually the evaluations of joint programs, will be carried out upstream so their findings and conclusions contribute to the assessment of the UNSDCF. All UNSDCF stakeholders, including the Government, the UN System, civil society, the private sector and PTFs will be involved in the assessment process, through participation, planning, information gathering, quality assurance,

report validation and use of evaluation products.

Following the final evaluation of UNSDCF, the UN System publishes a response from the administration<sup>18</sup> and an action plan, which are the main accountability tools. They are responsible for making the final assessment public as part of an overall communication and information dissemination strategy.



<sup>18</sup> Called the *Management response*.



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# Appendices

## A1. UNSDCF 2021-2023 matrix indicators



Note : SP, effects and products are abbreviated for ease of reading.

## STRATEGIC PRIORITY 1 : Strengthen good governance, the rule of law and security

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Outcome 1.1: By 2030, national institutions are effective, accountable, transparent and act within a constitutional and legal framework, while complying with the rule of law and respecting human rights, gender equality, environmental sustainability to ensure a foundation of political legitimacy.</b>			
<b>Indicator 1.1.1:</b> Percentage of the population of the intervention area expressing confidence in the judicial system	À déterminer (2021)	Reference value + 10 percentage points(pp.)	Survey - Ministry of Justice (MINJUS)
<b>Indicator 1.1.2:</b> Corruption Perception Index	25/100 (2020)	26/100	Transparency International
<b>Indicator 1.1.3:</b> Voter turnout in the presidential election	1 <sup>er</sup> tour : 54,23% 2 <sup>ème</sup> tour : 48,09% (2018)	1st round: 60% 2nd round: 60%	CENI report
<b>Indicator 1.1.4:</b> % of recommendations accepted from the 2019 Universal Periodic Review (UPR) that have been implemented	0 (2020)	60%	MINJUS Report - Interdepartmental Committee tasked with drafting human rights reports
<b>Indicator 1.1.5:</b> Number of policies, strategies and normative provisions updated/drafted to ensure respect towards women's and girls' rights and promote the women empowerment and the fight against gender-based violence.	1 (law 2019-008 on GBV))	5 <sup>19</sup>	MPPSPF/NA/UNS
<b>Output 1.1.1: Key actors in the democratic system work together to implement a normative institutional framework in line with international standards, and they have skills and tools to promote an inclusive, transparent, accountable and stable political system</b>			
<b>Indicator 1.1.1.1:</b> Number of normative, institutional and political frameworks of the electoral system updated/improved as per international standards	0 (2021)	TBD	MINJUS/AN/UNS
<b>Indicator 1.1.1.2:</b> Number of democratic control institutions equipped and provided with the skills to exercise their mandates and functions (government action control, public policy evaluation, etc..)	0 (2020)	5 (National Assembly, Senate, CNIDH, HCDDDED, OFFICE OF OMBUDSMAN)	Reports produced by the NA/Senate/CNIDH/HCDDDED/Office of the Ombudsman/UNS

<sup>19</sup> 1. Implementing decree for the GBV law, 1 national policy for gender equality, 1 law on gender equality, 1 national GBV strategy, 1 ratification of the Maputo protocol.

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Indicator 1.1.1.3:</b> Number and proportion of the population (including women and youth aged 18 and over) in the voters' list	10,299,583 including 46% women and 42% youth (2019)	11,000,000 including 48% women and 45% youth	CENI report
<b>Output 1.1.2: The actors in the judicial and security systems are equipped to promote an independent, impartial, integrated judiciary accessible to the public, create a favorable framework for gender equality and the fight against all forms of violence and discrimination and protect the fundamental rights of citizens, including those of vulnerable groups.</b>			
<b>Indicator 1.1.2.1:</b> Number of new actors in the judicial system (magistrates and court officials) and security forces with adequate technical and operational skills to provide quality services to the populations.	3 <sup>20</sup> (2020)	11 <sup>21</sup>	MINJUS/MINSP/SNU
<b>Indicator 1.1.2.2:</b> Number of new actors in the judicial system (magistrates and court officials) and FDS with adequate technical and operational skills to promote gender equality and GBV.	35 (2020)	70	MINJUS/MINSP/MPPSPF /SNU
<b>Indicator 1.1.2.3:</b> Number of new actors in the judicial system and the FDS with adequate technical and operational skills to promote fundamental rights and fight against all forms of discrimination.	0 (2020)	680 <sup>22</sup>	MINJUS/MINSP/MPPSPF /SNU
<b>Indicator 1.1.2.4:</b> Additional number of people having access to justice through a formal and informal conflict resolution mechanism.	Formal justice system: 0  Informal justice system: 0 (2021)	Formal justice system: 40,000 (55% women; 20% PVAH);  Informal justice system: 10,000 (55% women; 20% PVAH)	Annual statistics from the Ministry of Justice

<sup>20</sup> 3 Actors of the judicial system.

<sup>21</sup> 6 Peace committees reinforced (UNESCO).

<sup>22</sup> 680 actors of the judicial system and the FDS, namely 150 magistrates, 150 lawyers, 100 prison administration officers, and 280 elements of the FDS (OHCHR).

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Output 1.1.3: The institutions and actors of the supervisory bodies, at all levels, have enhanced capacities enabling them to perform their prevention, education, prosecution and sanctions duties to better control corruption, money laundering, illicit flows of goods and capital, and governance of international and domestic migration.</b>			
<b>Indicator 1.1.3.1: Availability of a national strategy to combat money laundering</b>	0 (2020)	1	MINJUS/MINSP/UNS
<b>Indicator 1.1.3.2: National migration policy available and operational</b>	0 (2020)	1	MINJUS/MID/UNS
<b>Indicator 1.1.3.3: Number of control institutions able to exercise their functions (corruption, money laundering, ...)</b>	5 <sup>23</sup>	10 <sup>24</sup>	MINJUS/MINSP/UNS
<b>Indicator 1.1.3.4: Cases of reported offenses (corruption, illicit trafficking) compared to total number of cases of crimes tried by control institutions (in %)</b>	Corruption: 50% Illicit trafficking: TBD (2020)	Corruption: 75% Illicit trafficking: TBD	MINJUS/PAC/UNS
<b>Output 1.1.4: Populations, especially marginalized groups, know their basic rights and are able to claim them in order to reduce all forms of exclusion and discrimination.</b>			
<b>Indicator 1.1.4.1: Number of national institutions for human rights protection and promotion capable of supporting populations in understanding and defending their rights.</b>	1 (2020)	3 <sup>25</sup>	Reports produced by the CNIDH, HCDEDED, Office of the Ombudsman, and UNS
<b>Indicator 1.1.4.2: Number of new people knowing their fundamental rights and the redress mechanisms available to them to ensure that they are respected.</b>	0	3 000	Reports produced by the CNIDH, HCDEDED, Office of the Ombudsman, legal clinics, and the UNS
<b>Indicator 1.1.4.3: Proportion of complaints processed compared to complaints received within human rights protection institutions</b>	0 0% (2020)	65 %	Reports produced by the CNIDH, HCDEDED, Office of the Ombudsman, legal clinics, and the UNS
<b>Outcome 1.2: By 2030, central and decentralized administrations implement, in an inclusive manner and in line with their respective responsibilities, effective and efficient public policies based on the fundamental needs of the population and the priority needs of territories in order to achieve the SDGs</b>			
<b>Indicator 1.2.1: % of fund transfers to CTDs (regions and municipalities)</b>	3% (2012)	10%	MID/MEF

<sup>23</sup>Corruption: 4 institutions (CSI, BIANCO, PAC, SAMIFIN) and 1 CSO (TI); Money laundering: 0.

<sup>24</sup>Corruption: 5 institutions (sector ministries) and 5 CSOs; Money laundering: 0.

<sup>25</sup>HCDEDED and Office of the Ombudsman will join the CNIDH.

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Indicator 1.2.2: Local governance index in intervention areas (rate: 0 to 10 points)</b>	TBD	Reference value + 2 pp.	MID/MINSAN/
<b>Output 1.2.1: Central administrations have skills, reliable and disaggregated data, and tools, including digital ones (e-governance), to implement, monitor and effectively evaluate public policies based on the fundamental needs of the population and autonomy, accountability and the priorities of the territories with a view to achieving the SDGs.</b>			
<b>Indicator 1.2.1.1:</b> Number of guidance texts integrating the basic needs of the population and the autonomy, accountability and priorities of the territories with a view to achieving the SDGs	0 (2020)	2 (Policy document & National Decentralization Program)	MID/NA/UNS
<b>Indicator 1.2.1.2:</b> Number of public policies integrating the basic needs of the population without discrimination of gender, ethnicity, or origin, and the autonomy, accountability and priorities of the territories in order to achieve the SDGs	0 (2020)	4 <sup>26</sup>	MID/NA/UNS
<b>Indicator 1.2.1.3:</b> Number of new central institutions having tools (including digital) and skills to implement and monitor the implementation of public policies	0 (2020)	5 <sup>27</sup>	MID/UNS
<b>Indicator 1.2.1.4:</b> Number of ministries newly supported for operational statistical systems	0 (2020)	TBD	UNS
<b>Indicator 1.2.1.5:</b> Proportion of indicators of priority SDGs targets informed	72% (2020)	85%	Baseline reports, ENV, others
<b>Output 1.2.2: Decentralized local territories have technical capacity and mobilize financial resources to ensure SDGs in an inclusive and sustainable fashion and ensure equitable development of their territories.</b>			
<b>Indicator 1.2.2.1:</b> Number of CTDs with adequate resources (transfers and own resources) to implement their development plan	0 (2020)	4 (Regions)	MID/MEF/UNS
<b>Indicator 1.2.2.2:</b> Number of CTDs with a coordination and partnership mechanism for operational multi-stakeholder territorial governance	0 (2020)	12 (Regions)	MID/UNS

<sup>26</sup> Including 2023-2027 HIV/AIDS National Strategic Plan (UNAIDS).

<sup>27</sup> General Directorate of Decentralization; National Institute for Decentralization and Local Development; Local development fund; General coordination of projects and partnerships; Parliamentary committee for public policy evaluation.

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Indicator 1.2.2.3: Additional number of people in target areas with increased access to basic public services (land certificate, civil servant status, civil status) disaggregated by gender.</b>	Great South: Land certificate: 0  Civil Servant Status: 0  Identity documents: a) Birth certificate: 0 b) ID card: 0 (2021)	Great South: Land certificate: 3 500 (40% of women)  Civil Servant Status: 22,000 (30% of women)  Identity documents: a) Birth certificate: 25 registrations/1,000 habitants/year. b) ID card: 400,000 (60% women)	UNS Report
<b>Outcome 1.3: By 2030, civil society, media, youth and women participate in a quantitative, qualitative, effective and responsible manner in managing public affairs and achieving the SDGs at all levels.</b>			
<b>Indicator 1.3.1: Percentage of women participating in decision-making in elective (mayors) and nominative (Governor, District Chief, Prefet) positions in relation to the total number of positions</b>	TBD	Reference value + 5 pp.	MID
<b>Indicator 1.3.2: Number of CSOs and media involved in the management of public affairs and the achievement of the SDGs at all levels</b>	3 <sup>28</sup>	11 <sup>29</sup>	MJS/MCC
<b>Indicator 1.3.3 (SDG 16.7.2): Proportion of the population (disaggregated by gender, age, type of disability and population group) who believe that decision-making is responsive and inclusive</b>	TBD	Reference value + 20 pp.	MPPSPF
<b>Output 1.3.1: Civil society organizations and the media enjoy an enhanced legal and organizational framework, facilitating their interventions in citizen education and mobilization, advocacy, questioning and monitoring of public policies and achieving the SDGs.</b>			
<b>Indicator 1.3.1.1: Number of legal and organizational frameworks relating to the role of CSOs and media developed or updated</b>	1 <sup>30</sup>	2 <sup>31</sup>	MCC / MINJUS / UNS

<sup>28</sup> UNFPA; 2; UNESCO: 1 subsidized Trandraka Magazine.

<sup>29</sup> UNFPA; 4; UNESCO: 3 Press houses/rooms operational 1 Magazine Trandraka maintained. 3 CSOs supported in the prevention and the fight against corruption.

<sup>30</sup> Communication code (UNESCO).

<sup>31</sup> Universal Access to Information Act (UNESCO)..



Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Indicator 1.3.1.2:</b> Number of legal and organizational frameworks relating to the role of CSOs accompanied by adequate mechanisms for their implementation	0	1 <sup>32</sup>	MCC
<b>Output 1.3.2: Civil society organizations and the media are equipped with the technical and organizational capacity to enable them to fully play their roles in education and civic engagement, advocacy and monitoring of public policies and the achievement of the SDGs.</b>			
<b>Indicator 1.3.2.1:</b> Number of CSOs trained and able to carry out relevant and effective actions <sup>33</sup> in the fields of education and citizen mobilization, advocacy and public policy monitoring and the achievement of the SDGs	2	4	SNU
<b>Indicator 1.3.2.2:</b> Number of programmes, articles and press clubs <sup>34</sup>	10 programmes <sup>35</sup> 40 articles 0 press club (2020)	38 programmes <sup>36</sup> At least 150 articles At least 15 press -club	UNESCO/UNIC/OMS/ UNFPA/UNDP
<b>Indicator 1.3.2.3:</b> Number of journalists newly trained	0 (2020)	600	
<b>Output 1.3.3: Consultation frameworks and space for civic dialogue for active citizen participation of youth and women are enhanced and operational at all levels.</b>			
<b>Indicator 1.3.3.1:</b> Number of regions with a framework for consultation and operational dialogue	0	20	MID, MJS, UNS
<b>Indicator 1.3.3.2:</b> Number of local consultation structures integrating young people (SLC)	2	6 <sup>37</sup>	MJS, MID
<b>Indicator 1.3.3.3:</b> Number of measures/initiatives resulting from the national diaspora engagement policy, including young people and women implemented	0	3	MAE

<sup>32</sup>Law on the Protection of Human Rights Defenders.

<sup>33</sup> Relevant: in relation to social issues and in relation to the SDGs; effective: which produces the desired results.

<sup>34</sup> The press club takes up the idea of the press coffee. This is a thematic meeting between one or more technicians and representatives of the media.

<sup>35</sup> 10 radio and TV programs on human rights and peace produced by young people working in decentralized observatories and peace committees (UNESCO).

<sup>36</sup> 30 radio and TV programs on human rights and peace produced by young people working in decentralized observatories and peace committees (UNESCO); 5 programs produced by women journalists on monitoring the effectiveness of control institutions (UNESCO); 3 major debates produced on TV or Radio.

<sup>37</sup> Peace committees reinforced (UNESCO).

## STRATEGIC PRIORITY 2: Secure human capital development

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Outcome 2.1: National institutions and local entities allow the population, especially the most vulnerable, to exercise their rights in terms of health, nutrition, access to water and sanitation to capture the demographic dividend and the SDGs.</b>			
<b>Indicator 2.1.1:</b> Prevalence of stunting (SDG 2.2.1)	42% (2018)	41%	EDS 2021, MICS 2023
<b>Indicator 2.1.2:</b> Proportion of deliveries in a health center	National: 39% Intervention regions (aggregated): TBD	National: 55% Intervention regions (aggregated): TBD	EDS 2021, MICS 2023
<b>Indicator 2.1.3:</b> Proportion of women of reproductive age (15-49y.o.) who use modern family planning methods (SDG 3.7.1)	40.5%	50%	MICS 2023
<b>Indicator 2.1.4:</b> Proportion of the population using safely managed sanitation services (SDG 6.1.2)	18%	20%	MICS 2023
<b>Output 2.1.1: The health system, involving national institutions and local entities, is strengthened to ensure access of vulnerable populations to quality and resilient essential health services, including reproductive health services (especially family planning), and aimed at universal health coverage.</b>			
<b>Indicator 2.1.1.1:</b> Number of Universal health coverage(UHC) districts benefiting from training on the humanization of care	0	4	Report of the Ministry of Health (CACSU)
<b>Indicator 2.1.1.2:</b> Number of health facilities offering basic emergency obstetric and neonatal care	Intervention regions (aggregated): 14  Analamanga : 9 Androy : 0 Atsimo Andrefana : 3 Vatovavy Fitovinany : 2	Intervention regions (aggregated): 42  Analamanga : 17 Androy : 5 Atsimo Andrefana : 11 Vatovavy Fitovinany : 9	SONU Monitoring
<b>Indicator 2.1.1.3:</b> Number of obstetric fistula cases repaired	0	3 000	UNS reports/DSFa
<b>Indicator 2.1.1.4:</b> Measles vaccine coverage rate in children under one year of age	93,4% (2019)	95%	DPEV/GESIS Report
<b>Indicator 2.1.1.5:</b> Proportion of basic health facilities at the national level offering at least 5 modern contraceptive methods	91,9% (2019)	95,0%	Annual survey on the security of reproductive health products
<b>Indicator 2.1.1.6:</b> Number of people living with HIV (adults and children) on ARVs	File active : 6 741 Sous ARV : 5 885 (2020)	Sous ARV : 10 594 (2022)	National monitoring report or GAM report

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Indicator 2.1.1.7:</b> Number of health system strengthening initiatives integrating noncommunicable diseases	1	2	MSANP Report
<b>Indicator 2.1.1.8:</b> Number of Mass Drug Distribution (MDA) campaigns against Neglected Tropical Diseases (NTDs) implemented	0	4	MSANP Report
<b>Output 2.1.2: Capacities at national and local levels are strengthened to improve sustainable policies and programs for fair and sustainable access of populations to resilient and responsive WASH (Water, Sanitation, Hygiene) services, adapted to climate and environmental changes.</b>			
<b>Indicator 2.1.2.1:</b> Number of people, disaggregated by gender and age group, who obtain access to drinking water in their community per year	0	360,000	Reports MEAH and national WASH Sector database (SESAM)
<b>Indicator 2.1.2.2:</b> Number of schools and health facilities that obtain basic access to WASH services	0	421	MEAH and SESAM Reports MSANP/SSEnv database
<b>Indicator 2.1.2.3 :</b> Number of people, disaggregated by gender and age group, living in new CC communities in the Intervention regions <sup>38</sup>	0	360 000	MEAH assessment reports
<b>Output 2.1.3: The coordination and integration of key systems (health, WASH, nutrition and social protection) are enhanced by a multisectoral approach allowing the improvement of the nutrition of populations, mainly pregnant and breastfeeding women as well as children.</b>			
<b>Indicator 2.1.3.1:</b> The National Nutrition Action Plan is revised, and its implementation plan is documented	0	1	ONN activity report
<b>Indicator 2.1.3.2:</b> Number of community nutrition sites that offer counseling services on feeding women, children and adolescents according to national protocols in intervention regions in target regions	Intervention regions <sup>39</sup> : 3 650	Intervention regions: 4,550	Administrative data (ONN)
<b>Indicator 2.1.3.3:</b> Number of acutely malnourished children aged 6-59 months admitted for treatment in a health facility or community site (disaggregated by type of acute malnutrition) in target districts	Severe acute malnutrition : 46 750 <sup>40</sup> Moderate acute malnutrition : 70 490 <sup>41</sup>	Severe acute malnutrition: 110,000 Moderate acute malnutrition: 244,000	

<sup>38</sup> Amoron'i Mania, Analamanga, Analanjirofo, Androy, Anosy, Atsimo Andrefana, Atsimo Atsinanana.

<sup>39</sup> Analanjirofo, Anosy, Atsimo Andrefana, Androy.

<sup>40</sup> In 10 districts

<sup>41</sup> 4 districts : Ampanihy – Bekily – Ambovombe – Amboasary.

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Indicator 2.1.3.4:</b> Number of schoolchildren, disaggregated by gender, who received the school nutrition service with essential packages in the intervention regions	0	254 000	MEN/PAM report
<b>Outcome 2.2: National institutions and local entities implement a more integrated and inclusive national social protection system, allowing the vulnerable and marginalized as well as victims of disasters, violence or abuse and exploitation to fully enjoy their rights.</b>			
<b>Indicator 2.2.1 (SDG 5.2.1):</b> Percentage of women and girls who have experienced an act of violence (breakdown by age)	28,0% (MICS 2018)	26,0 %	MICS 2023
	Analamanga : 38,4% Androy : 21,9% Atsimo Andrefana : 13,2% Vatovavy-Fitovinany : 22,4%	Analamanga : 37,0% Androy : 21,0% Atsimo Andrefana : 12,0% Vatovavy-Fitovinany : 21,0%	
<b>Indicator 2.2.2 (SDG 5.3.1):</b> Percentage of women aged 20-24 who were married or in a relationship before the age of 18	40,3% (2018)	38,0 %	MICS 2023
	Analamanga : 21,3% Androy : 50,8% Atsimo Andrefana : 65,6% Vatovavy-Fitovinany : 47,3%	Analamanga : 19,0% Androy : 48,0% Atsimo Andrefana : 63,0% Vatovavy-Fitovinany : 45,0%	
<b>Indicator 2.2.3:</b> Number of children, disaggregated by gender, benefiting from a national cash transfer program	470,000 (2020)	1,500,000	IFD report
<b>Output 2.2.1: National institutions and local entities are strengthened to establish an integrated, inclusive, multisectoral and shock-responsive social protection system, to address the multiple vulnerabilities facing the population.</b>			
<b>Indicator 2.2.1.1:</b> % of children, disaggregated by gender, covered by a cash transfer program provided by the UN System	<3% of children	10% of children	MPPSPF/MID report

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
Indicator 2.2.1.2: Action plan to strengthen the Social Protection DG is in place	0	1 <sup>42</sup>	MPPSPF reports
Indicator 2.2.1.3: A national social security strategy for self-employed workers is developed	0	1	CNaPS reports
<b>Output 2.2.2: National institutions and local entities are strengthened reduce inequalities, including those of gender, promote women and girls' empowerment, and ensure a multisectoral system to prevent and respond to all forms of abuse, gender-based exploitation and violence, including in humanitarian settings.</b>			
<b>Indicator 2.2.2.1</b> : Number of GBV victims, disaggregated by gender and age group, who received essential care services	Intervention regions (aggregated) : 4 353	Intervention regions (aggregated) : 7 077	<b>MPPSPF Reports</b>
	Analamanga : 2 359	Analamanga : 3 855	
	Androy : 646	Androy : 1 055	
	Atsimo Andrefana : 1 186	Atsimo Andrefana : 1 937	
	Vatovavy Fitovinany : 162	Vatovavy Fitovinany : 230	
<b>Indicator 2.2.2.2</b> : Number of regions in which the national strategy for engaging men and boys to advance gender equality is implemented <sup>43</sup>	0	3	MPPSPF Reports
<b>Indicator 2.2.2.3</b> : The national action plan against violence against children is operational	0 <sup>44</sup>	1 <sup>45</sup>	National Committee for the Protection of Children (CNPE) reports
<b>Indicator 2.2.2.4</b> : Number of trafficking victims and/or child labor identified and having benefited from essential services	150 (2020)	450	MPPSPF and BNLTEH
<b>Output 2.2.3: Efficient and coordinated networks and services, involving civil society and communities, are supported to ensure the prevention, referral, effective care and social reintegration of the most vulnerable, leaving no one behind.</b>			
<b>Indicator 2.2.3.1</b> : Number of initiatives targeting the most marginalized people implemented	Networks and services <sup>46</sup> : 9 Database : 0	Networks and services: 12 Database: 1	MPPSPF reports

<sup>42</sup> 3 key recommendations have been implemented (to be defined in the PTA).

<sup>43</sup> The targeted regions include: Analamanga, Androy, Atsimo Andrefana, Vatovavy Fitovinany.

<sup>44</sup> The national strategy on violence against children is finalized..

<sup>45</sup> A national Action Plan is developed, budgeted, implemented..

<sup>46</sup> Consider services for people with disabilities, integrated GBV care centers..

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Indicator 2.2.3.2:</b> Existence at national level of a mapping to identify the most vulnerable and marginalized people	0 (2020)	1	GISE, UNS reports
<b>Indicator 2.2.3.3:</b> Existence of an operational complaints mechanism at community level, including to report on exploitation and sexual abuse (ESA).	0	1 <sup>47</sup>	UNS reports
<b>Outcome 2.3: National institutions and local entities implement quality, fair, inclusive, education programs accessible to any age group, enhancing the skills of the population.</b>			
<b>Indicator 2.3.1:</b> Preschool access rates, disaggregated by gender,	34%	37%	MEN Yearbook Statistics on Education
<b>Indicator 2.3.2:</b> Survival rate at elementary and secondary level, disaggregated by gender,	28% elementary 58% secondary	30% elementary 62% secondary	MEN Yearbook Statistics on Education
<b>Output 2.3.1: National institutions and local entities are strengthened to improve governance and increase the availability of inclusive and fair educational services for quality learning from preschool to the secondary cycle.</b>			
<b>Indicator 2.3.1.1:</b> Number of new school infrastructures built, equipped and received in the target regions	0	70	UNS reports
<b>Indicator 2.3.1.2:</b> Number of out-of-school children benefiting from school reintegration mechanisms and measures in the target regions (disaggregated by gender)	0	10,000	UNS/CRAN reports
<b>Indicator 2.3.1.3:</b> Number of schools in target regions benefiting from new teaching and learning materials	0	4,000	To be completed
<b>Output 2.3.2: National institutions and local entities as well as families have adequate guidance and information tools to improve individual, community and societal knowledge and practices for efficient human development adapted to local contexts.</b>			
<b>Indicator 2.3.2.1:</b> Number of platforms and networks developed that facilitate accountability to populations	1	2	UNS reports
<b>Indicator 2.3.2.2:</b> Number of fathers, mothers and caregivers reached by 'positive parent' programs	0	4,000	UNS reports
<b>Indicator 2.3.2.3:</b> Number of local radios contributing to the SBCC	250	250	MCC reports
<b>Indicator 2.3.2.4:</b> Number of authorities or leaders (APART) involved in community mobilization for health	ND	130 <sup>48</sup>	UNS report

<sup>47</sup> 2021: SOP adopted by the UNCT; 2022: annual report on SEA cases published; 2023: annual report on SEA cases published.

<sup>48</sup> At least 10 APARTs per a region, but number of a regions to be confirmed.

Indicators	Baseline (Year)	Target at the end of 2023	Means of verification
<b>Output 2.3.3: Young people's skills are strengthened specifically in terms of leadership and participation in development programs, emergency response and peacebuilding and the capture of the demographic dividend.</b>			
<b>Indicator 2.3.3.1:</b> Number of young people whose skills have been strengthened in the targeted intervention areas (disaggregated by gender)	Intervention regions (aggregated) : 8 067  Androy : 883 Anosy : 6 184 Atsimo-Andrefana : 0 Atsimo-Andrefana : 0 SAVA : 35	Intervention regions (aggregated) : 15 000  Androy : 1 700 Anosy : 12 000 Atsimo-Andrefana : 1 000 Vatovavy-Fitovinany : 1 000 SAVA : 70	Activity reports from program implementing partners
<b>Indicator 2.3.3.2:</b> Number of young people participating in development programs, humanitarian responses, peacebuilding and the promotion and protection of human rights (disaggregated by gender).	Intervention regions (aggregated) : 4 747  Androy : 589 Anosy : 4 123 Atsimo-Andrefana : 0 Vatovavy Fitovinany : 0 SAVA et DIANA : 35	Intervention regions (aggregated) : 12 670 <sup>49</sup>  Androy : 1 200 Anosy : 8 200 Atsimo-Andrefana : 1 000 Vatovavy Fitovinany : 1 000 SAVA et DIANA : 470	Activity reports from program implementing partners  UNS reports
<b>Indicator 2.3.3.3:</b> Number of schools offering a human rights education program	0	3 000	UNS reports
<b>Indicator 2.3.3.4:</b> Number of service delivery points, including centers for young people, with the capacity to offer young people comprehensive sexual and reproductive health programs adapted to young people (in intervention regions) <sup>50</sup>	64 (2020)	124	Activity reports from program implementing partners

<sup>49</sup>Including 800 OHCHR without determining the regions of intervention.

<sup>50</sup>CSAJ in the intervention regions: Androy, Anosy, Atsimo-Andrefana, Vatovavy-Fitovinany

### STRATEGIC PRIORITY 3: Boost labor productivity and the creation of productive jobs for decent income and a competitive economy

Indicators	Baseline (year)	Target at the end of 2023	Means of verification
<b>Outcome 3.1: The employability of young people, women and rural people is strengthened and brought into line with local potential and needs to allow improved productivity as well as easier and fair access to the labor market.</b>			
<b>Indicator 3.1.1: Youth unemployment rate (disaggregated by gender)</b>	3.4% (2015)	3%	Employment survey (INSTAT)
<b>Indicator 3.1.2: Proportion of inadequate employment (disaggregated by gender)</b>	81.2% (2015)	75%	Employment survey (INSTAT)
<b>Output 3.1.1: Capacity building and learning mechanisms that meet the standards and specific needs of youth employability are developed.</b>			
<b>Indicator 3.1.1.1: Number of young people who benefited from capacity building in areas promoting employability (disaggregated by gender)</b>	30 000 (2020)	55 350	Reports from UNS agencies
<b>Indicator 3.1.1.2: Number of new sectors/professions (qualifying training) set up</b>	0	11 <sup>51</sup>	SNU agency report
<b>Indicator 3.1.1.3: A partnership between Technical Education and Vocational Training establishments and the Business Group is established</b>	0	1	Reports from UNS agencies Signed agreement
<b>Output 3.1.2: The capacities of entities to design and deliver innovative and inclusive educational options are strengthened.</b>			
<b>Indicator 3.1.2.1: Number of entities by type that are able to offer innovative and inclusive educational options</b>	0	Between 5 to 10	Reports from UNS agencies
<b>Indicator 3.1.2.2: Number of standard certification framework available (VAE, certification reference system)</b>	0	1	Activity report of METFP
<b>Indicator 3.1.2.3: Number of existing training standards updated and/or newly established</b>	0	4	Activity report of METFP
<b>Output 3.1.3: The information system on the labor market and vocational and technical training is set up and operational.</b>			
<b>Indicator 3.1.3.1: The National Office for Employment and Training (ONEF) is supported in its capacity to produce information on vocational and technical training and on the labor market.</b>	0	1	ONEF activity report

<sup>51</sup> Capacity Building Program for Education (CapED): 05; Better Education for Africa Region (BEAR) II: 06



Indicators	Baseline (year)	Target at the end of 2023	Means of verification
<b>Indicator 3.1.3.2:</b> A virtual portal for prospective watch on technical education, vocational training and job openings is set up and operational	0	1	Reports from UNS agencies
<b>Indicator 3.1.3.3:</b> Number of Regional Employment Information Systems (SRIE) operational	6 (2020)	15	Report of the Ministry in charge of Employment
<b>Outcome 3.2: More investments in productive and manufacturing systems, including the blue and green economy and digitization, are promoted for inclusive, sustainable and resilient growth.</b>			
<b>Indicator 3.2.1:</b> Rate of increase in production in priority strategic sectors: Rice and Dried Grains	Rice: 18.3% Corn: -16.9% (2020)	+ 5 to 10% points from the reference values	Modular Agricultural Statistics survey, Harvest assessment report, APRM Report
<b>Indicator 3.2.2: Proportion of agricultural areas used productively and sustainably</b>	TBD	+ 6% points	APRM and MEDD report
<b>Indicator 3.2.3:</b> Percentage of entrepreneurs in the field of green and blue economy (disaggregated by gender and age)	Green economy: TBD Women (xx%); Men (xx%); Young people aged 15 to 34 (xx%) Blue economy : TBD Women (xx%); Men (xx%); Young people aged 15 to 34 (xx%) (2021)	Green economy: Women (+ 5pp); Men (+ 10pp); Youth 15-34 (+ 7pp) Blue economy : Women (+ 2pp); Men (+5 pp); Youth 15-34 (+ 3pp)	Ad hoc data gathering. MICA and MEDD reports
<b>Output 3.2.1: The capacities of actors in strategic value chains (including young people and women) are strengthened and incubation initiatives are developed to enable them to access innovations and improve competitiveness.</b>			
<b>Indicator 3.2.1.1:</b> Number of actors by category <sup>52</sup> and by type including women and young people, contributing to the strategic value chains of promising sectors that have benefited from capacity building on innovations for improving productivity.	100 500 producers 1 500 OP (Associations/cooperatives) (2020)	230 000 producers 2 540 OP	Reports from UNS agencies Training reports Attendance sheets
<b>Indicator 3.2.1.2:</b> Infrastructures set up by type <sup>53</sup> to improve the performance and competitiveness of strategic value chains.	53 (2020)	279 <sup>54</sup>	Reports from UNS agencies

<sup>52</sup> Cooperatives, associations, companies (SMEs or large companies), individual producers.

<sup>53</sup> At these different levels when applicable: Production, Storage, Processing, Marketing

<sup>54</sup> Including rice-growing area irrigation infrastructure (4) - Processing unit (35)

Indicators	Baseline (year)	Target at the end of 2023	Means of verification
<b>Indicator 3.2.1.3:</b> Number of entrepreneurs, neo-entrepreneurs and/or producers of strategic value chains benefiting from incubation, advisory support, OP-OM (Farmers organization - Market Operators) coupling services.	300 OP (2020)	1 150 OP	Reports from UNS agencies Shared training modules: Report from awareness/training sessions
<b>Indicator 3.2.1.4:</b> Number of small rural producers benefiting from mechanisms reducing post-harvest losses to improve their productivity (disaggregated by gender).	2 500 (2020)	5 100	Reports from UNS agencies
<b>Output 3.2.2: The capacities of institutions offering local services to producers are strengthened to modernize the agricultural and industrial sectors.</b>			
<b>Indicator 3.2.2.1:</b> Number of actors benefiting from interventions to modernize the agricultural and industrial sectors to strengthen the resilience of the agricultural and industrial sectors in the face of climate change	35	75 <sup>55</sup>	Reports from UNS agencies Mapping of related interventions
<b>Indicator 3.2.2.2:</b> Number of actors <sup>56</sup> adopting innovative and climate-resilient techniques and technologies in the agricultural and industrial sectors in targeted risk areas.	500 (2020)	1 080	Reports from UNS agencies
<b>Indicator 3.2.2.3:</b> Number of additional jobs for young people and women	0	200	Reports from relevant ministries
<b>Output 3.2.3: Strategies to promote investments in strategic sectors and value chains are developed and implemented, particularly in regions with high potential, and the relevant institutions and support services are strengthened and operational.</b>			
<b>Indicator 3.2.3.1:</b> Number of initiatives supported to promote investments by type in strategic sectors and value chains in high potential regions	0	6 <sup>57</sup>	Reports from UNS agencies

<sup>55</sup> 25 Support from ODOF (UNIDO) and 50 member institutions of the National Conservation Agriculture Task Force adopting innovative and climate-resilient techniques and technologies in the agricultural sector (FAO).

<sup>56</sup> E-businesses, cooperatives, associations, producers' groups.

<sup>57</sup> Investment promotion events, matchmaking, international forum.

Indicators	Baseline (year)	Target at the end of 2023	Means of verification
<b>Indicator 3.2.3.2:</b> Number of public or private entities supporting the promotion and/or implementation of investments in strategic sectors and value chains that have received capacity building.	0	3	Reports from UNS agencies Shared training modules Report of training sessions
<b>Indicator 3.2.3.3:</b> Number of small industrial and artisanal processing units (newly set up or modernized)	10 (2020)	85	Reports from UNS agencies
<b>Indicator 3.2.3.4:</b> Number of new mini-plants (5 MW) hydroelectric and/or solar installed and used in rural areas for productive purposes and additional installed capacity	0	3	Reports from SNU, MEH/ADER agencies
<b>Outcome 3.3: The access of young people to decent, productive, sustainable and resilient jobs is promoted through the development of entrepreneurship and the implementation of measures to accelerate the transition from the informal to the formal economy.</b>			
<b>Indicator 3.3.1:</b> Proportion of non-formal employment (disaggregated by gender)	95.2% (2015)	92%	Employment survey (INSTAT)
<b>Indicator 3.3.2:</b> Average monthly activity income	55 300 Ariary (2012)	119 178 Ariary	Employment survey (INSTAT)
<b>Indicator 3.3.3:</b> Time-related underemployment rate	10.6% (2015)	9%	Employment survey (INSTAT)
<b>Indicator 3.3.4:</b> The new national employment policy and vocational training is drawn up and its implementing decree promulgated	0	1	Official newspaper
<b>Output 3.3.1: The services and mechanisms accompanying job creation and support for entrepreneurship and business networks are supported and strengthened.</b>			
<b>Indicator 3.3.1.1:</b> Number of companies adopting the HIMO (High Intensity of Labor) structured approach	0	20	Reports from UNS agencies
<b>Indicator 3.3.1.2:</b> Number of financial instruments developed and operational benefiting women, young people and entrepreneurs	0	1	Reports from UNS agencies
<b>Indicator 3.3.1.3:</b> Number of innovative projects and incubators led by women, youth and entrepreneurs receiving technical support	80	500	Reports from UNS agencies

Indicators	Baseline (year)	Target at the end of 2023	Means of verification
<b>Output 3.3.2: The normative and policy framework to improve the application of the Fundamental Principles and Rights at Work, including workers' safety and health, is updated and strengthened.</b>			
<b>Indicator 3.3.2.1:</b> The overhaul of the Labor Code is carried out	0	1	Reports from UNS agencies
<b>Indicator 3.3.2.2:</b> Number of international labor standards, including of occupational safety and health ratified by Madagascar	0	2	Ratification laws
<b>Indicator 3.3.2.3:</b> Number inspectors and controllers job trained in application control of PDFT and SST	245	350	Reports from UNS agencies
<b>Output 3.3.3: A capacity building program for stakeholders in the formalization of the economy is developed and implemented and the process of formalizing the informal economy is operational in priority sectors.</b>			
<b>Indicator 3.3.3.1:</b> Number of entities strengthened in terms of formalizing the economy <sup>88</sup>	0	4	Reports from UNS agencies
<b>Indicator 3.3.3.2:</b> Infrastructures in place by type to facilitate access for players in strategic value chains (including young people and women from the informal economy for their socio-economic integration) to information, services or advice useful for their investment	0	At least 2	Reports from UNS agencies
<b>Indicator 3.3.3.3:</b> A social protection system for workers in the informal sector is developed	0	1	Reports from UNS agencies

<sup>88</sup>Platforms of informal economy workers, trade unions, employers' groups, public institutions.

## STRATEGIC PRIORITY 4: Strengthen the sustainable, resilient and inclusive management of the environment.

Indicators	Baseline (Year)	Target at the of 2023	Means of verification
<b>Outcome 4.1: By 2030, all state institutions, the private sector and civil society apply in an effective and coordinated manner the principles and standards of the rule of law, human rights and good governance in managing natural capital, the environment and climate change.</b>			
<b>Indicator 4.1.1:</b> Official development assistance and public expenditure devoted to the conservation and sustainable use of biodiversity and ecosystems (SDG 15.a.1 and SDG 15.b.1)	APD: TBD Public expenditure: TBD	APD: TBD Public expenditure: TBD	MEF/MEDD/OCSIF/ STPCA
<b>Indicator 4.1.2:</b> Area (ha) of protected areas sheltering important sites for the conservation of terrestrial biodiversity (RNI, PN, RS, PRHP, World Heritage sites, etc.)	6 092 221 ha (2018)	8 000 000 ha	MEDD/PRIME MINISTER'S OFFICE
<b>Indicator 4.1.3:</b> Proportion of environmental crimes and offenses treated and punished according to the texts in force (trafficking in protected species, pollution, corruption, grabbing of natural resources, forest fires and land clearing, etc.) compared to the crimes/offenses reported.	TBD (2020)	Reference value + 25% points	MINJUS/MEDD
<b>Output 4.1.1: The institutional, political and legal framework for intersectoral coordination of environmental and climate management at the central and decentralized levels is improved.</b>			
<b>Indicator 4.1.1.1:</b> Number of updated legislative and regulatory texts integrating intersectoral consistency on environmental and climate management	0	1 <sup>59</sup>	Ministry of Water, Sanitation and Hygiene
<b>Indicator 4.1.1.2:</b> Number of new development plans (national, local, sectoral) integrating environmental and climate management	0 (2020)	9	MEDD/PRIME MINISTER'S OFFICE /UNS
<b>Output 4.1.2: The Defense and Security Forces (FDS), the courts, the Anti-Corruption System, the authorities have increased capacities in the application of the texts in force and respect for the rights of communities in the sustainable management of natural resources and the environment.</b>			
<b>Indicator 4.1.2.1:</b> Number of new actors (to be disaggregated by category) with skills for the application of the texts in force on natural resources management	0 (2020)	9	MINJUS/MEDD/SNU
<b>Indicator 4.1.2.2:</b> Number of new cases (environmental offenses/crimes treated effectively in intervention areas)	0 (2020)	At least 200	MINJUS/MEDD/SNU
<b>Output 4.1.3: Civil society organizations and communities have the essential notions of their rights and the capacity to enforce the texts in force for the sustainable management of natural resources and the environment.</b>			
<b>Indicator 4.1.3.1:</b> Number of new actors (CSOs & community entities) with adequate skills for documenting and reporting crimes/offenses	0 (2020)	600	MINJUS/MEDD/SNU

<sup>59</sup> Water code implementing decrees integrating climate change and disaster risk management.

Indicators	Baseline (Year)	Target at the of 2023	Means of verification
<b>Indicator 4.1.3.2:</b> Number of new cases (environmental crimes/crimes) documented and reported by CSOs and Communities	0 (2020)	At least 300	MINJUS/MEDD/SNU
<b>Indicator 4.1.3.3:</b> Number of new people benefiting from incentive mechanisms implemented (at national, regional, local level) to reward good environmental protection practices (IGAs, micro-projects, etc.) (disaggregated by gender).	0 (2020)	250,000	MINJUS/MEDD/SNU
<b>Outcome 4.2:</b> By 2030, actors at different levels will effectively put into practice measures for the conservation, preservation and enhancement of biodiversity and natural capital so that the environment and natural resources are pillars of economic growth and sustainable development. and better living conditions for the populations.			
<b>Indicator 4.2.1:</b> Number of new natural resource management transfer contracts created or renewed	0	10	SDG baseline report 2020 SAGE report
<b>Indicator 4.2.2:</b> Number of protected areas with ecological monitoring results	123 (2018)	TBD	SDG baseline report 2020 MNP, SAGE and MEDD report
<b>Indicator 4.2.3:</b> Proportion of the total land surface occupied by degraded land	79% (2018)	TBD	SDG baseline report 2020
<b>Output 4.2.1: The sustainable management of landscapes, including terrestrial and marine protected areas, labeled areas, wetlands and watersheds, is strengthened.</b>			
<b>Indicator 4.2.1.1:</b> Number of Protected Areas PA (terrestrial, marine) community-managed created	TBD	TBD 3 for UNESCO	To complete
<b>Indicator 4.2.1.2:</b> Number effectively managed terrestrial PAS (management effectiveness assessment tool reference METT)	0	TBD 3 for UNESCO	MEDD and UNS report MNP and SAGE report
<b>Indicator 4.2.1.3:</b> Number of watersheds with a development and management plan implemented	TBD	TBD	To complete
<b>Indicator 4.2.1.4:</b> Number of regional/regional internal migration management strategies/mechanisms developed and implemented in critical environmental areas	0	4	MEDD/UNS/Governorates
<b>Output 4.2.2: National reforestation and wildfire management strategies are strengthened and implemented.</b>			
<b>Indicator 4.2.2.1:</b> Availability of a national reforestation and fire management strategy	0 (2021)	1	AT complete
<b>Indicator 4.2.2.2:</b> Number of regions in the intervention zones having and implementing reforestation and fire management plans	0 (2021)	2	MEDD/UNS

Indicators	Baseline (Year)	Target at the of 2023	Means of verification
<b>Output 4.2.3: Green and blue economies are promoted to support sustainable and inclusive development.</b>			
<b>Indicator 4.2.3.1:</b> Number of new environmentally sound technologies and techniques (solar, wind, hydroelectric, etc.) developed and adopted by communities and/or businesses	0 (2020)	4	MEH/MEDD/UNS
<b>Indicator 4.2.3.2:</b> Number of new alternative economic activities to the use of natural resources	0 (2020)	20 (from FTP)	MEDD/UNS
<b>Outcome 4.3: By 2030, national and local authorities, multisectoral actors strengthen governance of disaster risks, implement measures to strengthen the resilience to climate change of communities, infrastructure and key economic sectors; and increase response capacity.</b>			
<b>Indicator 4.3.1:</b> Number of regions implementing tools for preventing, preparing for, reducing and responding to climatic hazards and disasters.	10	15	Sendai Framework for Action Annual Report/SDG baseline report 2020 MEDD; BNGRC
<b>Output 4.3.1: Climate change and disaster adaptation and mitigation mechanisms, combining ecosystem and civil/physical engineering measures and tools for urban and rural climate resilience, are strengthened and updated.</b>			
<b>Indicator 4.3.1.1:</b> Number of additional regions with tools for climatic hazards and disasters prevention, preparation, reduction and responses	0 (2021)	12	Sendai Framework for Action 2015-2030 annual monitoring report
<b>Indicator 4.3.1.2:</b> Number of new households with access to a clean, affordable and sustainable energy source	0 (2021)	7 350	MNP, SAGE, MEDD, MEH, ADER report
<b>Indicator 4.3.1.3:</b> Number of new households able to practice Smart Agriculture in the face of CC	0 (2021)	291 000	MNP, SAGE, MEDD report TFNAC report (MAEP/FAO)
<b>Output 4.3.2: Knowledge and governance of climate risks and disasters, as well as the capacities preparation and responses are reinforced.</b>			
<b>Indicator 4.3.2.1:</b> Number new users/actors (to be disaggregated by type and gender) with weather information for better decision-making related to climate risks and disasters	0 (2020)	TBD	Weather Ministry/MEDD
<b>Indicator 4.3.2.2:</b> Number new regions with a system for monitoring risks and vulnerabilities, and early warning of various hazards	0 (2021)	2	Weather Ministry/MEDD
<b>Indicator 4.3.2.3:</b> Percentage of people covered by humanitarian responses during and after climate shocks and natural disasters	<50% of people in need	> 60% of people in need	Post-disaster situation reports
<b>Output 4.3.3: The fight against multiple forms of pollution is stepped up.</b>			
<b>Indicator 4.3.3.1:</b> Number new pollution mitigation initiatives implemented (by type of pollution)	0	2 <sup>60</sup>	MNP, SAGE, MEDD report, MSANP

<sup>60</sup> 1 UNESCO to be specified, 1 national air pollution project (submitted to IAEA for funding)

## A2. Legal Appendix to UNSDCF 2021-2023 - Madagascar

Considering that the Government of Madagascar (hereinafter referred to as "the Government") has established the following relations with the following bodies:

**a) With the United Nations Development Program (hereinafter referred to as UNDP)**, a basic agreement governing the assistance provided by the UNDP in the country (Standard Basic Assistance Agreement), signed by both parties on March 19, 1991. Pursuant to article 1, paragraph 2, of the Standard Basic Assistance Agreement, the assistance will be made available to the Government, and will be provided and received in accordance with relevant and applicable resolutions and decisions of UNDP's competent organs, and subject to availability of the necessary funds. In particular, in its decision 2005/1 of 28 January 2005, UNDP Executive Board approved the new Financial Regulations and the new financial rules, which contain new definitions of the terms "execution" and "achievement". This allows UNDP to fully implement the new joint country programming procedures resulting from the United Nations Development Group's simplification and harmonization initiative. In light of this decision, the Cooperation Framework and the Work Plans (which are an integral component of the Framework and is incorporated by reference) – as adopted herein – constitute a project document within the meaning of the Agreement of standard basis for assistance.

**b) With the United Nations Children's Fund (UNICEF)**, a basic cooperation agreement concluded on December 2, 1994.

**c) With the World Food Program (PAM)**, a basic agreement relating to the assistance provided by the World Food Program, signed on July 3, 1968, between the Government of Madagascar and the UNDP Representative acting on behalf of WFP. A new agreement adapted to the current context and to the change in WFP's status as an agency with a designated representative has been proposed for signature by the Government and is being finalized.

**d) With the United Nations Population Fund (FNUAP)**, an agreement concluded in Antananarivo on November 19, 2004.

**e) With the United Nations Industrial Development Organization (UNIDO)**, the Government of the Republic of Madagascar agrees to apply to the United Nations Industrial Development Organization (UNIDO), mutatis mutandis, the provisions of the Standard Basic Assistance Agreement between the United Nations Development Program and the Government, signed on March 19, 1991.

**f) With the United Nations Food and Agriculture Organization (FAO)**, the Agreement relating to the establishment of the FAO Representative Office in Madagascar signed June 30, 1981.

**g) With the International Organization for Migration (IOM)**, a Cooperation Agreement signed on October 16, 2014, relating to the implementation in Madagascar of programs in areas such as capacity building, the provision of advisory services, and technical cooperation on migration issues.

**h) With the World Health Organization (WHO)**, a Basic technical assistance was signed on November 2, 1961. According to this agreement, "the World Health Organization will provide consultative technical assistance to the Malagasy Government, within the confine of its budget or subject to the availability of the necessary funds. The organization and the Government will cooperate with the aim to devise - by mutual agreement and based on government's requests, duly approved by the Organization – operational plans for the implementation of a consultative technical assistance. This technical assistance will be provided and received in accordance with the relevant resolutions and decisions of the World Health Assembly, the Executive Board and other organs of the Organization".

**j) With the Joint United Nations Program on HIV/AIDS (ONUSIDA)**, a basic cooperation agreement between the Malagasy Presidency - represented by the Executive Secretary of the National AIDS Control Committee and UNAIDS with the UNCT was signed in April 2005 and June 22, 2015. The agreement relates to the joint United Nations program on HIV 2005-2009 and 2015-2019.

**i) With the International Labor Organization (ILO)**, the 1947 United Nations Convention on the Privileges and Immunities, ratified by the Government of Madagascar on May 23, 1962. The Convention on the Privileges and Immunities of the Specialized Agencies and its Annex I relating to the ILO ratified by the Government of Madagascar on January 3, 1966.

**k) With the International Fund for Agricultural Development (FIDA)**, on January 3, 1966, the Republic of Madagascar acceded to the Convention on the Privileges and Immunities of the Specialized Agencies of the United Nations dated November 21, 1947, and acceded to the agreement establishing the International Fund for Agricultural Development (IFAD) on 12 January 1979. A headquarters agreement was signed on August 26, 2013.





**I) With the United Nations Organization for Education, Science and Culture (UNESCO),** the provisions of the assistance-based Agreement between the United Nations Development Program and the Government, signed on March 19, 1991, will be applied, *mutatis mutandis*, to UNESCO's projects and programs in Madagascar.

For all other entities, including UN-HABITAT, the United Nations Disaster Risk Reduction (UNDRR), the United Nations Conference on Trade And Development (UNCTAD), the United Nations Office on Drugs and Crime (UNODC)<sup>61</sup>, the Office of the High Commissioner for Human Rights (UN-OHCHR), UN Capital Development Fund (UNCDF) and the United Nations Environment Program (UNEP), assistance will be made available to the Government, and it will be provided and received in accordance with the relevant and applicable resolutions and decisions of the relevant governing bodies of the United Nations System.

The Cooperation Framework will be read, interpreted and applied in accordance with the relevant agreement signed by each United Nations entities' signatories and the host government, in a manner consistent with aforementioned agreement.

The Government will honor its commitments according to the provisions of the cooperation and assistance agreements described in the paragraph dedicated to the relationship's foundations.

Without prejudice to the aforementioned agreements, the Government shall apply the relevant provisions of the United Nations Convention on the Privileges and Immunities (the "General Convention") or of the Convention on the Privileges and Immunities of the Specialized Agencies, applicable to the property, funds and assets of each United Nations signatory entity as well as to its officials and experts on mission. The Government also grants - to the identified entities, their officials as well as the persons providing services on their behalf - the privileges, immunities and facilities as provided in the cooperation and assistance agreements concluded with the Government. In addition, it is understood that all United Nations Volunteers are considered to be officials of signatory United Nations' entities, entitled to the privileges and immunities accorded to such officials under the General Convention or the Convention on the Privileges and Immunities of specialized institutions. The Government shall respond to all claims that third parties may present against any of the organizations, as well as their officials, experts on mission or other persons providing services on their behalf, and will discharge them from any claim and any liability resulting from operations carried out under the cooperation and assistance agreements, unless the Government and the concerned entity mutually agree that the claim or liability in motion is a result of gross negligence or willful misconduct by the entity or its officials, advisers or persons providing services on its behalf.

Without prejudice to the general nature of the foregoing, the Government take out insurance for covered entities or discharge them from any civil liability related to vehicles which they have supplied, and which are utilized by Government or which they use themselves.

a) "Nothing in this Agreement shall imply that the United Nations or any of its organs or entities waive the privileges or immunities they enjoy or accept the jurisdiction of the courts of any country for the adjudication of disputes".

b) Nothing in this document or its appendixes shall be construed as an express or implied waiver of the privileges and immunities accorded to the United Nations and its subsidiary entities, including WFP, whether under the United Nations Convention on the Privileges and Immunities of February 13, 1946, or the Convention on the Privileges and Immunities of the Specialized Agencies of November 21, 1947, as the case may be; and nothing in this document or any institutional contract or commitment shall may be interpreted or applied in a manner or to an extent inconsistent with these privileges and immunities.

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<sup>61</sup> The participation of the United Nations Office on Drugs and Crime (UNODC) in the Republic of Madagascar to support this cooperation framework plan will comply with (1) the UNODC's 2016-2021 eastern Africa regional program as approved by the Republic of Madagascar during the regional ministerial meeting on the promotion of the rule of law and human security in Eastern Africa, in Nairobi on August 29, 2016, (2) its commitment towards the United Nations Conventions on drugs, translational organized crimes and the fight against corruption adopted by the General Assembly in 1961, 1971, 1988, 2000 and 2003.

### A3. Operational principles (OP 1, OP 2, OP 3): Convergence Zones - Joint Programs - Nexus HDP Approach

#### Introduction

Given the multiple issues and risks which hamper the country's development (CCA 2020) and its current trajectories in achieving the 2030 Agenda, the UNSDCF 2021-2023 - as a springboard framework plan for achieving the SDGs at the beginning of the decade of action for the SDGs - plans to orient the action of the United Nations System (UNS) around four strategic priorities. They will be implemented through a series of **operationalization principles (OP)** identified and discussed during the UNCT-PMT workshop on December 10, 2020.

These OPs partly reflect the United Nations programming principles<sup>62</sup> by supplementing and adapting them to the reality of Madagascar to respond specifically to the needs and the particular context of the country, as well as the post-pandemic phase.

This note deals with the following OPs:

**PO 1 – Work together in a number of Convergence Zones for catalytic results**

**PO 2 – Boost joint/strongly coordinated programs**

**PO 3 – Operationalize a nexus HDP approach, in particular in the Great South**

The combination of these principles is essentially justified by the fact that they reflect the challenges of collaboration, coherence and complementarity between the programs and operations of the UNS and its entities, as well as of these with the actions of other development actors (in particular the other technical and financial partners PTFs). A coherent response to these challenges should be articulated around synergies and a common approach of the UNS in close coordination with the government and other stakeholders for the development of Madagascar.

In addition, it is envisaged that most of the areas of convergence will be chosen considering multiple vulnerabilities throughout the humanitarian, development and peace dimensions and therefore will be the main space where to operationalize and test the nexus HDP approach through coordinated/integrated interventions.

#### 1. Areas of Convergence for a real integrated action of the UNS

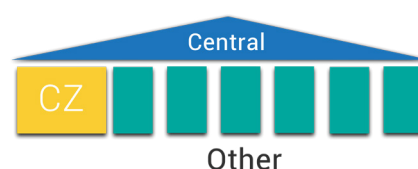
##### 1.1 The issue

In line with the Theory of Change, the products of the UNSDCF are integrated and complementary to materialize the contribution of the UNS to achieving the effects and impacts. To achieve behavioral, transformative and catalytic changes, it is crucial to implement products at the level of a target population.

The reality on the ground is that the interventions are geographically scattered. This is partly due to the uneven distribution of needs on the national territory. Other reasons underlie this unequal distribution, in particular, the areas of interest of donors, the territorial division of the PTFs, the attraction of continuing to intervene in known areas where we already have solid networks, as well isolation and insecurity.

##### 1.2 The solution: integrating forces in Convergence Zones

It is in this logic and following the spirit of integrated support from the UNS to sustainable development in Madagascar that - within the framework of the UNSDCF 2021-2023 - actions at the central level and interventions that meet specific needs in specific places, zones or territories (according to the respective mandates of the different agencies and complementarity with other TFPs), will be supplemented by joint interventions (programs and/or joint capacity building actions of the decentralized authorities) of the UNS, targeting some **Convergence Zones (CZ)**.



Interventions in CZs will be an opportunity to develop and test highly coordinated or even integrated intervention models. For the UNS and its agencies, the CZs will be a hub to experiment new ways of working together: from sequencing of interventions, joint planning to joint programs in various possible forms. Models,

<sup>62</sup> Leaving No One Behind (LNOB), Human Rights, Gender Equality and Women's Empowerment, Sustainability, Resilience, Accountability and Economic Transformation.

devices and instruments for joint work and coordination will have to be developed and tested. In this context, to be effective, joint interventions should be based on:

- A joint analysis exercise of needs, challenges and conflicts.
- An in-depth assessment of the respective comparative advantages (complementarity of interventions) of the agencies.
- Developing common documents (from planning) to ensure the integration of roles and responsibilities in terms of coordination/management, implementation, monitoring-evaluation, communication, etc.
- Establishing strong and structured coordination and monitoring-evaluation mechanisms in each CZ between UN entities and between the UNS and other partners.

### 1.3 Identification and selection of the CZ

The identification and selection of CZs will be done on the basis of several criteria, in particular:

1. The existence of real, complex needs requiring a multifaceted or even multi-agency response for tangible impacts;
2. Consistency with national plans, policies and strategies and close coordination with government action;
3. Territorial coordination of other TFP partners (which may mean choosing to intervene in a coordinated or joint manner in the same areas or choosing different areas);
4. The availability of financial resources (see the interests and territorial choices of donors);
5. The conditions of feasibility and on-site intervention (previous results, existing means and networks in the field, etc.)
6. The transformative potential in terms of leverage or spillover effect for the surrounding areas, as well as the cost-effectiveness ratio.

#### Identification and analysis of the needs

The identification and analysis of needs (criterion 1) is the starting point in the process of identifying Convergence Zones. This identification and analysis phase should be evidence-based and be carried out in a relatively short time so as to be able to inform the preparation of joint work plans.

The idea is to use existing data and analyzes to map at the finest level possible the problems/needs under the dimensions of development, humanitarian aid and peacebuilding in terms of multidimensional vulnerabilities. In particular, it is about:

- Map development conditions at the local level (households or municipalities) using geolocated data from RGPH-3 (e.g. poverty, human development), and overlay (regional) data from different surveys and studies (MODA), SDG localization study, etc.).
- Humanitarian: mapping natural risks (data on extreme weather conditions, radar data on the extension of recent extreme natural phenomena, etc.) and the level of vulnerability.
- Peace: mapping information on tensions/conflicts, insecurities, acts of societal violence on the basis of existing administrative data, existing conditions, etc.

The superposition of the three dimensions will make it possible to identify different typologies of zones in relation to the needs (and to the exposure to the different underlying risks). This result will be the starting point for the selection of 2021-2023 CZs.

#### Identifying and selecting the 2021-2023 CZs

Once identified the CZ potential, their inclusion in the 2021-2023 UNSDCF will occur:

- (i) by considering the criteria 2 to 5, and
- (ii) by keeping the principle of a proof of concept, which calls for a commitment limited in number of zones, but also sufficiently rich in heterogeneity to bring out as many results and lessons as possible from the exercise.

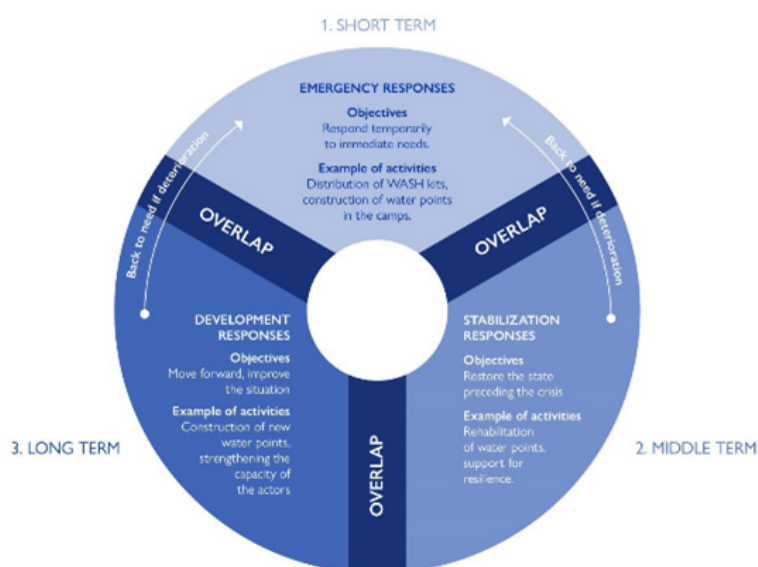
When selecting ZOCs, serious consideration should be given to the issue of effective participation of stakeholders and communities (including the most vulnerable).

## 2. The Nexus HDP approach

### 2.1 The issue

Achieving the 2030 Agenda for Sustainable Development - in particular through the new generation of cooperation frameworks, in this case the United Nations Cooperation Framework for Sustainable Development (UNSDCF) 2021-2023 - involves reducing multidimensional vulnerabilities, providing sustainable solutions to structural problems and reducing major risks. The objective being to initiate courses of action (by targeting in particular the main levers of development), constantly perpetuate the gains and thereby create a synergistic and channeling process oriented towards solid trajectories for the achievement of the SDGs and the achievement of the 2030 Agenda.

#### MULTILATERAL FRAMEWORKS



Source: Nexus Approach adapted from Mali HRP 2018.

However, the current trajectory towards sustainable development in Madagascar indicates poor progress and increased risks of leaving the most vulnerable behind. The recurrence of crises of climatic, health, social, political, economic and environmental origin further complicates the setting in Madagascar. Since 2020, the public health crisis induced by Covid-19 has of fact undermined ten years of investment for sustainable and inclusive development.

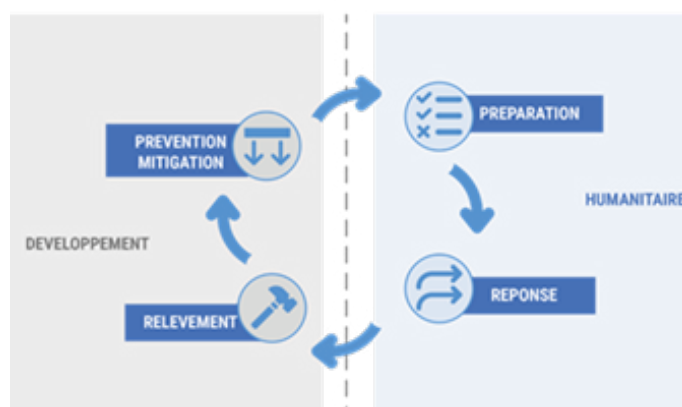
The lack of capacity to manage unforeseen and unexpected situations (1) results in a spasmodic and unbridled diversion of funds and forces at each major unexpected event (from the development and peacebuilding components to the management of the crisis), and (2) is illustrated - towards the end of the crisis - by a return to business as usual, without taking into account the new weaknesses in programmatic habits, and without drawing lessons from the difficulties resulting from the interruption in terms of improvement of management capacities, even less learning of the risks of a probable decline/return.

### 2.2 The challenge

The challenge for national institutions and all stakeholders in Madagascar, including the UNS, is to ensure sustainable development and peacebuilding for all, despite the occurrence of chronic but at the same time unpredictable events (at least as to their intensity) such as natural disasters, health, social and economic crises, not to mention crises of political legitimacy which distract from the objective of sustainable development.

The response to this challenge can only go through (1) an integrated vision of the development and peacebuilding process and operations that systematically encompass the possibility of a crisis (and therefore the humanitarian component), and vice versa, and (2) coordinated intersectoral approaches for

#### CYCLE DE GRC



better collaboration, coherence and complementarity between actors working in the three sectors. The main reason for this complicated situation is mainly related to political, financial, programmatic and operational obstacles (“silos”) which constitute an obstacle for the existing/perceptible synergies to be effectively exploited for resilient solutions and lasting impacts for all.

### 2.3 The solution approach<sup>63</sup>

The nexus HDP approach in Madagascar can be built on five intervention postulates, namely:

1. The Nexus HDP is a strategic planning opportunity. From this point of view, the nexus plays an OP role for the UNSDCF 2021-2023 that the different UNS entities will consider in their respective Country Programs, during their implementation and during the monitoring of the various interventions.

2. At the operational level, the UNS agencies undertake to systematically ensure that the criteria of **sustainability** and **resilience** and **leaving no one behind** (no individual, no territory) are taken into account upon program and project programming, implementing and monitoring. Projects and programs will be based on joint risk and conflict analyzes (gender, youth, vulnerable and human rights sensitive), and will tackle the root causes of conflicts, vulnerabilities and problems, to achieve collective effects, following an integrated theory of change<sup>64</sup>. They will expressly make the link between humanitarian aid (preparation and response) and development (prevention, mitigation and recovery) specific to the risk and disaster management (DRM) cycle.

In addition, these projects and programs will have to fit into the coordination mechanisms (including at community level) also linked to the existing aid management mechanisms.

3. As to operational management and coordination of programs within the agencies (and joint programs), the UNS agencies are working to identify and put in place the means to make management structures and mechanisms more agile and adaptable (therefore more resilient), in order to facilitate the absorption and management of crises within the path of sustainable development and peace consolidation.

4. The Country Team, supported by the Office of the Resident Coordinator (ORC), is committed to an effective strengthening of collaboration, coherence as well as the complementarity of programs and operations, within the effects groups and through joint programs. Joint actions for data collection, analyzes and results monitoring should be integrated as much as possible.

5. The Country Team, supported by the ORC, is committed to an effective strengthening of cooperation with the other technical and financial partners (TPFs), the Government and other partners. This strengthening of cooperation will take the form of coordination mechanisms structured at least at the local level, and among others around the implementation of the Integrated Development Strategy of the Great South. These mechanisms will include not only a mapping of interventions but also a joint monitoring of the implementation, as well as a constant dialogue on the basis of shared analyzes of specific situations. The existing coordination structures will emerge strengthened and aid more effective.

6. Diversifying funding sources is considered a crucial element in mitigating the fallout from crises on the development and peace consolidation components.

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<sup>63</sup> This approach was also inspired by the New way of working (OCHA, 2017), an initiative of the United Nations Secretary General with the World Bank and the IOM which aims to meet the immediate humanitarian needs of the populations and at the same time to reduce risks and vulnerabilities by defining collective effects (OCHA, 2019).

OCHA (2017). New way of working. Policy Paper. OCHA (2019). Operationalizing Collective Outcomes. Lessons learned and best practices from and for country implementation. Living draft document for consultation, Aug 2019.

<sup>64</sup> Within the framework of the New way of working, the operationalization of collective effects is a crucial element. This must be based on (1) strong leadership at country level (Government and Resident Coordinator) and the necessary support (ORC, national coordination actors, etc.) and (2) an analysis of the needs - humanitarian, development and peace - to be able to define priority areas on which to define collective effects. Once defined, these effects will be operationalized through planning and programming, alignment of available resources and mobilization of additional means, and monitoring of implementation and accountability (OCHA, 2019).

#### A4. Operational Principles (OP 4): Targeting inequality (LNOB, human rights and gender equality and women's empowerment)

##### The issue

UNSDCF outputs represent the contribution of the UN System to achieve the outcomes, and through them, the strategic priorities. So as to achieve institutional reforms, social changes, and transformative and catalytic behavioral changes, what is crucial is the sum and the integration of output, as well as the **systematic and crosscutting** inclusion of inequalities in each sector of intervention and how these inequalities constitute a barrier to achieving human development objectives. This means examining the issues from a gender lens to ensure that the proposed strategies leave no one behind (LNOB) and that human rights issues are integrated. To this end, interventions should be built around the specific needs of different groups and target women, girls, boys, children and men belonging to these different socio-economic groups with distinct vulnerabilities, needs and strategic interests.

##### The actions

###### ACTIONS FOR « GENDER » TARGETING:

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- **Needs:** Women, men, girls and boys have different needs depending on their socio-cultural and economic situation, as individuals, in the household, in the community and in society (socio-ecological model).
  - ▶ The gender, cultural, social and economic diversity that characterizes the different areas of Madagascar will be considered while assessing needs, collecting and exploiting data, drafting strategies and objectives to avoid that standardized approaches are ineffective in addressing the challenges facing women and girls, men and boys in the country.
- **Powers and resources :** Access to power and resources, as well as their control, including decision-making, are differentiated by gender, the role of head of household being often attributed to men. Women and girls are regularly excluded from decision-making bodies at different levels (household, community, politics), and moreover they have a very limited capacity to decide on their own well-being and health - including reproductive health - and are unable to make strategic choices for themselves and their children. At the «upstream» level, Madagascar's normative framework is undergoing an evolution but requires a collective commitment to make sure its internal provisions are consistent with the international framework on the protection of women's and girls' rights, and that the institutional architecture in charge of gender and protection against GBV is strengthened – as to policies, strategies, resources, and the system's capacity to push Madagascar's gender agenda. Sectoral policies do not incorporate any vision targeting inequalities in their fields; therefore, the public resources allocated in the sectoral budgets do not allow for a scaled implementation of actions aimed at reducing the inequalities between men and women and protect the most vulnerable groups.
  - ▶ Consult non-dominant groups during interventions, document bottlenecks, systematically disaggregate the data and carry out gender specific analyses, perform targeted actions via sectorial and inter-sectorial gender plans under a multi-agency coordination, carry out a high-level joint advocacy in favor of normative and institutional strengthening for gender, but also educate dominant groups (positive masculinity), promote cross-cutting actions associating social policies to results in reducing inequalities and eradication of GBVs.
- **Outcomes :** Social programs and policies can have differential (unintended) effects on women and men, and on girls and boys: policies failing to account for differing - and often lower - status and needs of women and girls, including households led by a woman, can penalize needy women and neglect the multiple vulnerabilities to which they are exposed.
  - ▶ The UNSDCF will ensure that gender is not addressed only as an area of intervention in itself (“siloes” approach) but rather as a collective and intersectoral responsibility, with consequently an advocacy, planning, allocation of resources and transversal monitoring for all sectors.
  - ▶ A dual approach, *upstream* - for high-level advocacy on policies, strategies, resources and capacities deployed to reduce inequalities - and grassroot for the awareness and strengthening of local authorities and civil society to boost their active participation in change, will be carried out. The “do no harm” will be made systematic in programmatic approaches so as not to exacerbate existing inequalities affecting women and the vulnerable, and to ensure the protection of all beneficiary groups against any form of exploitation and sexual abuse.

###### ACTIONS FOR THE « LEAVE NO ONE BEHIND (LNOB) » TARGETING :

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The LNOB principle recognizes two aspects: (i) treating everyone the same way (formal equality) does not

achieve equality of results (true equality) and (ii) absolute and relative disadvantage will only change with positive action.

The LNOB approach is therefore based on the analysis of the cross-cutting issues, in particular the accumulation of several factors of vulnerability (social, economic, physical, geographical), risk, exposure to hazards to determine who and where are the groups excluded from decision-making, planning, benefits of interventions, and which - globally - are marginalized in Madagascar's recovery and human development effort.

- ▶ The most vulnerable groups<sup>65</sup> will therefore be targeted in (i) needs assessments, (ii) situation analyses, (iii) activities, (iv) indicators and (v) strategic implementation decisions, based on reliable data and bearing in mind that the fragility of Madagascar can place a very large part of the population in these different categories, and that partnerships will have to be put in place to:
  - Reach a major part of the said population (aforementioned "formal equality" actions) via national actions and
  - Reach proactively and in a coordinated way the populations identified as the most vulnerable, via the mandates and specific added values of each agency (migrants, children, adolescents, etc.) but also via convergent community actions (e.g. when discrimination is of geographical origin)
  - Beyond these global actions and those of the UN, ensure (via NGOs and the community) that the "last mile" or the most isolated people are reached, including in emergency situations.

#### **ACTIONS FOR THE HUMAN RIGHTS (HR) TARGETING:**

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The targeting of human rights is present within each SP via a reference to human rights on SP1, social rights on SP2, labor rights on SP3 and environmental right on SP4.

In the same way as the two preceding elements, the action for the targeting of human rights will require a multi-level approach including (i) an advocacy, capacitation and training action, (ii) a national advocacy on monitoring United Nations conventions and principles, as well as human rights, (iii) an identification of rights holders in a situation of deprivation (mainly via gender actions and LNOB), in all situations including emergency and (iv) specific actions towards these rights holders, both via actions targeted at people and current situations but also through actions to strengthen and educate the environment and systems, particularly through duty bearers. However, one of the key actions of the UNSCDF will consist in not limiting itself to this bilateral interaction (rights vs obligation) but also in accelerating the mobilization of alliances and actors (including via the private sectors, religious communities, association and communities) which participate in the sustainable establishment of a conducive environment for the realization of rights.

In order to respond to the aforementioned challenges and allow real progress towards the reduction of inequalities and discrimination, the 4 axes of the UNSCDF - reflected in the 4 SPs - will be concerned and will have - during the 2021-2023 period - to consolidate the bases for institutional change, social transformation, sustainable empowerment of women and girls and protection of the rights of the most vulnerable.

**SP 1** - This axis should aim to promote gender equality, the LNOB principle and the protection of human rights by ensuring that (i) the gaps in the normative and legal framework for gender parity are filled - from the identification of discriminatory aspects that persist at the legislative level until advocacy and technical support for the adoption of the necessary reforms; (ii) Government sector policies and local development plans are based on an analysis of inequalities and discrimination in the sector and provide for specific interventions to be able to address them; (iii) that the budgetary allocations in the different sectors/levels of decentralization are consistent with the objectives of reducing inequalities and raising the vulnerable layers, (iv) that all ministries are accountable in relation to equality, equity and protection and that they are called to report on their progress in this direction to Parliament, accountability platforms and civil society.

**Key strategies:** analysis of the normative framework in force from a gender, LNOB and HR perspective; gender-sensitive, LNOB, HR strategic planning-, budget analysis and start of a gender-sensitive budgeting approach; capacity building of parliamentarians, sectoral ministries and civil society in gender performance; capacity building and tools for collecting sex-disaggregated data and gender-specific indicators in the different sectors; free access to justice for GBV victims; women's participation in decision-making (national/ decentralized); strengthening and support to women/girls CSOs and CSOs working for equality, equity and non-discrimination.

**SP 2** - This axis must ensure that the services aimed at ensuring human development are accessible

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<sup>65</sup> Women and girls living in rural areas, indigenous populations, ethnic and linguistic minorities, people with disabilities, migrants (incl. irregular), nomads, displaced populations, sexual and gender minorities, young people, young people who are not in employment, education or training, the elderly, the homeless, criminalized populations (e.g. people who use drugs, sex workers), people in temporary shelters or institutions.

(geographical, economic, social dimension), of quality, meet the needs of all population groups - including vulnerable and populations affected by emergencies, and help prevent and respond to different forms of violence - in particular GBV and sexual exploitation and abuse. It should aim for a transformational approach that deconstructs stereotypes and addresses social norms, traditions that constitute a barrier to changing the behavior of institutions, individuals, households and communities.

**Key strategies:** positive masculinity, positive gender socialization for children, youth and adults, integrated community approach for basic services (health, education, nutrition, WASH, protection), revision of school curricula at different levels to integrate gender, HR, protection; systematic consideration of the determinants of universal health coverage and of health behaviors defined by gender, women empowerment, promotion of reproductive rights (e.g. girls who have little autonomy are sometimes forced to leave school, marry early and have children while they are still teenagers, an early age which is associated with an increased risk of maternal death), capacity building of services for GBV prevention, reporting and care; gender-based social protection and LNOB; strengthening of the data collection system, centralization, harmonization and dissemination of data on GBV; inclusion of women and girls in service planning; community mobilization and female leadership.

**PS 3** - This axis should address the root causes of the exclusion of certain population groups from the formal economy and decent employment, the barriers to access to inputs and financial resources for entrepreneurship by women and young people, a more dignified women's and young people participation in the agricultural sector, the informal sector and their inclusion in the decentralization process.

**Key strategies** : improving the supply and accessibility of vocational training for women and young people; support for women's transition to formal economy; support for the inclusion of women and young people in promising sectors and in the green economy ;

**SP 4** - This axis should strengthen the analysis of the diverse impact of climate change and pollution on the different population groups; the effects on vulnerable groups and recognize the role of women and young people as actors in environmental conservation and management et de la gestion environnementale.

**Key strategies** : strengthening the inclusion of environmental aspects in school curricula; analysis of the impact of climate change and pollution on women/girls and vulnerable groups; capacity building at the community level to improve the participation of women and girls in environmental management, preparedness and response to climatic hazards; promotion of sustainable and "clean" forms of energy for domestic and local use.

### Sources, examples, best practices

UNSDG: Gender Mainstreaming, 2019.

Reference Manual for Gender Mainstreaming in Joint UN Programming at Country Level, 2018.

Gender mainstreaming in development programming, UNWomen 2015.

UNW, UNDP, UNICEF, UNFPA Joint evaluation of joint programs on gender equality in the UN system, 2014.  
WHO, World Report on Women and Health, 2009.



## A5. Operational Principles (OP 5, OP 6, OP 7): Private sector commitments - Civil society - Regional initiatives

### Introduction

The implementation of the 2021-2023 cooperation framework will be based on a multi-actor, holistic and proactive conception of partnership. This conception (i) is based on an expansion beyond the usual partners to also engage other forces and visions of society, politics and the economy, (ii) considers the partners in their roles of co-agents of change, with their specificities and comparative advantages to be put in synergy with those of the UNS, and (iii) plans to engage them proactively, throughout the process (from programming to monitoring and evaluation of results) and at different territorial scales (regional, national, local).

This note deals with the following operationalization principles (OPs):

- **OP 5** – Engage (with) the private sector
- **OP 6** – Engage (with) civil society and the most vulnerable
- **OP 7** – Engage (with) the regional level.



### 1. Effective engagement of the private sector

#### 1.1 The issue

In an increasingly globalized and interconnected world, progress towards the SDGs depends on robust, sustainable and inclusive economic activity, at different territorial levels. The challenge of achieving the 2030 Agenda is of such magnitude<sup>66</sup> that it calls for the contribution of all social, economic and political forces. In particular, the SDGs cannot be achieved without the effective participation of the private sector (PS) with these resources and know-how.

#### 1.2 The challenge

However, this engagement immediately refers to the principle of sustainability and the integration of social and environmental dimensions in the economic choices of private actors. In this context, the multitude of figures that make up the SP<sup>67</sup> with their logic and specific constraints, intersect with the differences in terms of attitudes and behavior: between those more or less focused solely on economic results (in particular, financial) sometimes in very short terms, up to those more or less integrating the other dimensions, social and environmental, in an economic logic (of long term) or - more rarely - of sustainability. In order to bring a majority of PS actors to become socially and environmentally responsible, the legislative framework, policies, advocacy, as well as the demand from the growing proportion of responsible consumers are essential factors.

An SP actor can then contribute to the cause of sustainable development through at least two processes:

1. By making its usual business more "social and/or green" by taking into account - in the processes of production, marketing, human resources management, etc. - national and international commitments on corporate social responsibility and environmental protection, labor rights, social security, etc. This can go as far as trying to influence the behavior of their partners, particularly suppliers.
2. By investing in green, social and/or sustainable sectors in the form of individual initiatives or in partnerships with other private actors or public actors (public-private partnerships, PPP).

<sup>66</sup> UNCTAD has estimated that to achieve the SDGs by 2030, total annual investments in SDG-relevant sectors in developing countries will need to be between \$ 3.3 trillion and \$ 4.5 trillion. This means that there is an annual funding gap of some 2.5 trillion USD. Increased private sector involvement could help close these gaps. UNCTAD. 2014. "World Investment Report: Investing in the SDGs: An Action Plan."

<sup>67</sup> Companies of all sizes and vocations, as well as the great "non-public nebula" which in Madagascar intervenes at several levels in the provision or management of many so-called public services (e.g. health, education, WASH).

### 1.3 The solution approach

As part of the UNSDCF 2021-2023, the commitment of the UNS in Madagascar for an increased role of the PS in sustainable development and for the decade of action<sup>68</sup> should be able to address the following (i) encourage and facilitate the two processes outlined, and (ii) help strengthen the framework of good governance and a favorable business environment. All this will still have an emphasis on United Nations programming principles, and in particular on Leaving No One Behind, Gender Equality and Women's Empowerment, and Human Rights.

In this sense, **the commitment of the PS is an operationalization principle (OP) of the UNSDCF 2021-2023**. It applies to the four strategic priorities (SP) in a specific manner :

- **SP 1** : The SP actor is called upon as a holder of rights and taker of responsibilities in the enjoyment and respect of the constitutional and legal framework, in the implementation of public policies, and in the facilitation of participation, especially that of young people and women, in public life. These elements make up absolute requirements for a favorable business environment.
- **SP 2** : The dimension of investments to finance basic services (including social protection), in terms of private service offer and/or PPP for the creation and strengthening of services are highlighted here.
- **SP 3** : Here, the PS actor and the institutions that represent it become the main actors of economic diversification and transformation, in social and/or green terms, and of the formalization of their activities in terms of decent, productive, sustainable and resilient employment. But there is also the role of companies as providers of technical and vocational learning opportunities, especially for young people.
- **SP 4** : At the same time, the PS actor is called upon to a sustainable exploitation of natural resources, «so that the environment and natural resources are pillars of economic growth, sustainable development and better living conditions for populations”, and the application of concrete measures to conserve and preserve the environment in these production processes and marketing practices. The know-how and the knowledge of the territory down to the local level, make the PS actors an essential partner also in the response in the event of disasters.

The following table brings together a series of first concrete actions, resulting from internal discussions within the UNS, to operationalize the PS commitment in the UNSDCF 2021-2023 in terms of cross-cutting actions and actions specific to each strategic priority.

Cross-cutting actions	
At agency level	At RCO level, in collaboration with the agencies
<ul style="list-style-type: none"> <li>• Capitalize on the analyzes carried out on the reasons preventing the PS from identifying concrete opportunities and investing more in Madagascar</li> <li>• In the implementation of the PCDs and the cooperation programs of the agencies, put in place a framework of work and follow-up of the engagement with the PS</li> <li>• Undertake more actions for which the implementing partners, direct beneficiaries of the support, are the different platforms of the PS</li> <li>• Integrate the PS into joint program proposals submitted as part of funding opportunities that arise</li> </ul>	<ul style="list-style-type: none"> <li>• Share the mapping of actors and the analysis made with UNDESA to the agencies</li> <li>• Identify existing forms of partnership with the UNS and see areas that can be improved, strengthened and scaled up</li> <li>• Ensure the effective involvement of the PS by establishing col-laborative tools or dedicated digital civic spaces, allowing all parties to share their actions as part of the implementation of the SDGs, innovations; their challenges and the proposals allowing them to better advance</li> <li>• Capitalize on the experiences of member companies of the UN Global Compact initiative in the country to popularize sustainable business models, in collaboration with private professional groups and other platforms</li> <li>• Identify SDG champion PS (such as a certification/label system) and widely produce/disseminate storytelling about them and partner agencies</li> </ul>

<sup>68</sup> In addition, the implementation of the *New Way of Working* which ensures the bridge between humanitarian actions and those of development also requires the expansion of partnerships with the PS. It is also a matter of capitalizing as best as possible upon existing resources and capacities for the most vulnerable people, thus making it possible to reduce the risks of vulnerability. OCHA (2017). *New Way of Working*. Policy paper.

### SP1

- Establish a partnership with professional groups or the various PS platforms to strengthen the fight against corruption in the PS.
- Implement a joint program relating to innovative financing mechanisms, mixed financing type, for development financing (already existing joint program).
- Develop the partnership with the PS in digitization actions relating to E-governance.
- Strengthen the partnership with the PS in the field of the Protection of Human and Children's Rights to reduce economic exploitation.

### SP2

- Strengthen the partnership with the PS in the field of health, nutrition (PS can invest in these fields and private entities having these fields as their core business: e.g. private health facilities).
- Strengthen the public-private-population partnership (4P) in the field of Water, Hygiene, Sanitation.
- Strengthen/develop the public-private partnership in the field of school infrastructure and the digitalization of education.
- Strengthen partnerships with the PS to support social protection.
- Support the implementation of CSR.

### SP3

- Support the improvement of the business environment as well as the development of policies, strategies and regulatory framework on PPP.
- Support the development of policies, strategies and regulatory framework for financial inclusion, contract farming, rural entrepreneurship.
- Continue the partnership with private companies involved in agricultural Output value chains.
- Support the development and implementation of a financing strategy giving the opportunity to the PS to borrow funds directly to support producers.
- Support the financing and formalization of informal PS (SMEs, SMIs, rural entrepreneurs) operating in rural areas.
- Help the PS to be more present and more competitive in global markets.
- Promote the circular economy to create more jobs, added value and social initiatives.
- Strengthen the partnership with the PS to ensure decent jobs.
- Develop the partnership with the PS to support the incubation system for young entrepreneurs in Madagascar.
- Develop the partnership with the PS in supporting the promotion of investments/local industrialization (e.g. «One district, One factory»...) in the production and manufacturing systems, concerning the blue and green economy.

### SP4

- Strengthen collaboration with professional groups, platforms/alliances in mining sectors for industrialization ...to achieve the Outputs.
- Strengthen the partnership with private companies by capitalizing on the green climate fund.
- Support companies in their investments for cleaner technologies, disseminating the best available technologies and international best practices (e.g. energy efficiency, improved waste management/treatment, etc.): for instance: Supporting the local PS' membership in platforms and international networks that the UNS and its agencies make available, such as the RECEP NET (Resource Efficiency and Cleaner Production Network) or the Climate Technology Center Network.
- Implement a joint program relating to innovative clean energy financing mechanisms (existing joint program).
- Support Professional Agricultural Organizations and Federations of Producers Organizations in implementing intelligent production technologies in the face of climates and conservatory management of fertility and natural resources.

## 2. Further engage the most vulnerable and left behind, more generally, civil society<sup>69</sup>

### 2.1 The issue

The commitment of all stakeholders is a necessary condition throughout the programming process - from its analytical start (CCA) to the final assessment of the implementation - to the achievement of the Sustainable Development Goals in the protection and realization of human rights. This approach makes it possible to know the opinions and expectations of each stakeholder but also their feedback on the projects from which they have benefited. This process also guarantees the appropriation of the process and the sustainability of the actions.

The conditions of vulnerability as well as the sources of marginalization are numerous: socio-economic conditions, sexual orientation, ethnicity, or religion, and in the specific case of Madagascar, people living in rural areas, who, because of their isolation and lack of access to road infrastructure and new information technologies, are excluded from the various discussions. Everyone must adopt the principle of *Leaving no one behind* (LNOB) in achieving the 2030 agenda. However, we have to realize that the materialization of the concept is both complex and difficult. Complex because of the resources involved, but also difficult insofar as it requires a change in the behavior and strategy of all stakeholders.

### 2.2 The challenge

Although efforts have been made to further engage the most vulnerable and left behind (or at risk of being so) and civil society, different groups remain excluded at different levels and at different stages of the process and, therefore, continue to endure violence, injustice and social inequality. To address this challenge, civil society can play an important role in engaging and involving these groups of people.

### 2.3 The solution approach

The commitment of the UNS in Madagascar for an increased role of the most vulnerable and of civil society in sustainable development and for the decade of action is an **operationalization principle (OP) of the 2021-2023 UNSDCF**.

It is focused on three complementary levels :

1. Strengthening of civil society in its capacity to represent the most vulnerable and marginalized segments of the population and to realize the LNOB principle in development strategies and actions.
2. Involve vulnerable and marginalized people and integrate the LNOB principle throughout the programming process, in particular in the identification, implementation and monitoring-evaluation for projects that concern them, at the level of UNSDCF and UNS agencies' country programs.
3. Partnerships and development actions that allow vulnerable and marginalized groups to be included in all decisions that affect them.

Strengthening the governance framework and spaces for participation, dialogue and representation is explicitly targeted by the UNSDCF through SP1 (with particular emphasis provided by Outcome 1.3<sup>70</sup>), the Outcome 4.1 of the SP4<sup>71</sup> and the Outcome 2.2 of the SP 2<sup>72</sup>.

On the other hand, the following table brings together a series of concrete actions, to ensure the engagement of the most vulnerable and marginalized and of civil society directly in the action of the UNS, at the level of all the SP of the UNSDCF and in the agency country programs.

<sup>69</sup> Sources: SDG Partnership Guidebook Working, UNSDG Common minimum standards for Multi-Stakeholder, Multistakeholder a Madagascar UNDESA, a GN on Civic Spaces.

<sup>70</sup> Outcome 1.3: « By 2030, civil society, the media, young people and women participate in a quantitative, qualitative, effective and responsible manner in the management of public affairs and the achievement of the SDGs at all levels. »

<sup>71</sup> In particular with Output 4.1.3: « Civil society organizations and communities have the essential notions of their rights and the capacities to enforce the texts in force for a sustainable management of natural resources and environment. »

<sup>72</sup> In particular, Output 2.2.2: « National institutions and local entities are strengthened to reduce inequalities, including those of gender, promote the empowerment of women and girls, and ensure a multisectoral system to prevent and respond to all forms of abuse, exploitation and gender-based violence, including in humanitarian situations » and 2.2.3: « Effective and coordinated networks and services, involving civil society and communities, are supported to ensure prevention, referral, care and social reintegration of the most vulnerable, leaving no one behind. »

Actions at the level of each SP	
At agency level (in coordination with RCO)	At RCO level (in collaboration with the agencies)
<ul style="list-style-type: none"> <li>• Mobilize and involve the civil society in the implementation of priority programs/projects (civil society as beneficiary implementation partners)</li> <li>• Engage the civil society in advocacy and in the implementation of development initiatives/ programs to ensure the most disadvantaged segments of the population are taken into account</li> <li>• Work with the civil society in interventions within the framework of effective decentralization and territorialization of actions to better reach the rural world</li> <li>• Support and strengthen the capacity of the grassroots civil society and capitalize it as a relay of information and a space of representation to reach the groups left behind</li> </ul>	<ul style="list-style-type: none"> <li>• By capitalizing on the various already existing civil society platforms, ensuring their engagement and participation, as well as the involvement of vulnerable and marginalized groups in monitoring implementation (UNSDCF and SDGs): e.g. through (i) digital exchange platforms or (ii) satisfaction surveys on the approaches adopted to implement development actions, the impact of these actions on their lives, (iii) basic and post-intervention socio-economic studies, (iv) through public consultations (v) preparation of Voluntary National Reviews reports, etc.</li> <li>• Identify champion partners with civil society/ the most vulnerable and produce/disseminate storytelling concerning them and partner agencies</li> </ul>

### 3. Commitment at regional level

#### 3.1 The issue

Faced with common opportunities and/or risks, regional cooperation is sometimes an efficient and effective strategy to exploit the former and tackle the latter, especially when it comes to large-scale issues for which resources and capacities of a single country would not suffice.

Regional cooperation can take different forms and levels of engagement and collaboration, from exchanges of views and sharing of knowledge, to arrive at joint initiatives. In this context, the UNS can play the role of impeller of increased collaboration between countries (within existing organizations or at the bilateral level) or engage directly in particular by building on networks with other Country Teams of countries in the region. There are many sectors and themes that can be the subject of international or regional initiatives. Nevertheless, those who by their nature have a dimension going beyond national borders are sometimes the most favorable. Discussions with the Mauritius and Seychelles UNSs will help to identify and prioritize some opportunities of partnership.

Madagascar sports a series of challenges for its emergence and for the implementation of the SDGs with a view to achieving the 2030 Agenda (CCA, 2020), starting from its vulnerability to climate change, natural risk management, sustainable exploitation of marine resources, but also trade (legal and illegal) and migratory flows. The country also has insufficient resources (internal and external) to do everything on its own.

#### 3.2 Proposed approach

Regional cooperation is an **operationalization principle (PO) of the 2021-2023 UNSDCF** with the aim of increasing its contribution and support to the country. In this sense, as part of the 2021-2023 UNSDCF, it undertakes to :

1. Identify and implement, with the Country Teams of the countries of the region, concrete actions of cooperation in high impact areas<sup>73</sup>. This is done in consultation with the government of Madagascar and, to the extent possible, within the framework of the action of international and regional organizations in which Madagascar participates (in particular, IOC, SADC, COMESA, AU, IORA).
2. Organize regular exchanges with Country Teams from other countries in the region for knowledge sharing and monitoring of joint initiatives and with the aim of contributing to South-South dialogue.

An initial exchange between the ORC of Seychelles and Mauritius and the ORC of Madagascar made it possible to put on the table a list of areas for immediate cooperation. The interest shown by the members of

<sup>73</sup> The UNSDCF monitoring framework and the UNCT work plan should include a specific output indicator.

the PMT in Madagascar rekindles the need to organize an exchange workshop with the Country Teams of the other countries of the region with the aim of arriving at a selection of areas for further focus and, ultimately, to concrete initiatives for the 2021-2023 UNSDCF.

Potential areas for regional cooperation		
<i>Field</i>	<i>Information</i>	<i>Potential commitment</i>
<b>Blue Economy</b>	Active commitment to a real development of the blue economy. Good work on operationalizing the concept for the region (UNECA & COI, Seychelles, AfDB)	Engage as the UNS of the countries of the region with the IOC on this theme.
<b>Interest of the IOC in working with the UN on this topic</b>	Engage as the UNS of the countries of the region with the IOC on this theme	Engage as the UNS of the countries of the region with the IOC on this theme.
<b>COVID-19 Green Recovery</b>	Mauritius is working on such a project that links food security, agricultural development and sustainable tourism.	Training and exchanges among neighboring countries
<b>Expansion of a knowledge platform on COVID</b>	In Mauritius, NU, BM and research institutions have developed a platform for exchanges on research concerning the impacts of COVID and avenues for recovery. The platform will evolve in 2021.	Changes could be made through collaboration within the ORC region.
<b>Disaster Risk Reduction</b>	Mauritius has just completed a CADRI report and is starting work to achieve key recommendations.	Strong interest in working together on these topics.
<b>HD Nexus</b>	COVID has brought issues of resilience back to the center. Preparedness and response to crises are topics to discuss.	See DRR.
<b>Working with a Global Compact network</b>	Regional presence of UNGCA and work in progress in Mauritius. Private sector engagement is an operational principle of UNSDCF in Madagascar.	Exchanges among neighboring countries through the ORC network. The IOC might be interested.
<b>Multi-vulnerability Index for SIDS</b>	The resurgence of a discussion, initially led by UNDESA, on an index specific to SIDS.	
<b>Group purchasing of essential drugs between SIDS countries</b>	WHO Madagascar proposal	Interest of the counterparty to be verified
<b>Climate change and health in SIDS</b>	WHO Madagascar proposal	To verify
<b>Maritime security</b>	IOM Madagascar proposal	To verify

## A6. Clauses related to the Harmonized Approach on Cash Transfers (HACT)

All cash transfers to an Implementing Partner are based on the Work Plans (WPs<sup>29</sup>) agreed between the Implementing Partner and the UN system agencies. Cash transfers for activities detailed in work plans (WPs) can be made by the UN system agencies using the following modalities:

1. Cash transferred directly to the Implementing Partner: a. Prior to the start of activities (direct cash transfer), or b. After activities have been completed (reimbursement);
2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner;
3. Direct payments to vendors or third parties for obligations incurred by UN system agencies in support of activities agreed with Implementing Partners.

Where cash transfers are made to the national institution, the national institution shall transfer such cash promptly to the Implementing Partner. Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts. Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN Implementing Partner. A qualified consultant, such as a public accounting firm, selected by the UN system agencies may conduct such an assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant. Refers to results Groups' or agency specific annual, bi-annual or multiyear work plans For the purposes of these clauses, "the UN" includes the IFIs. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits. In case of direct cash transfer or reimbursement, the UN system agencies shall notify the Implementing Partner of the amount approved by the UN system agencies and shall disburse funds to the Implementing Partner in [here insert the number of days as per UN system agency schedule]. In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with Implementing Partners, the UN system agencies shall proceed with the payment within [here insert the number of days as agreed by the UN system agencies]. The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third party vendor. Where the UN system agencies and other UN system agency provide cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

A standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the work plan (WP), will be used by Implementing Partners to request the release of funds, or to secure the agreement that [UN organization] will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner. Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the work plans (WPs) only. Cash received by the Government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the utilization of all received cash are submitted to [UN organization] within six months after receipt of the funds. Where any of the national regulations, policies and procedures are not consistent with international standards, the UN system agency financial and other related rules and system agency regulations, policies and procedures will apply. In the case of international NGO/CSO and IGO Implementing Partners cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the full utilization of all received cash are submitted to [UN organization] within six months after receipt of the funds.

To facilitate scheduled and special audits, each Implementing Partner receiving cash from [UNICEF-UNDP-UNFPA] will provide UN system agency or its representative with timely access to:

- all financial records which establish the transactional record of the cash transfers provided by [UNICEF-UNDP-UNFPA], together with relevant documentation;

- all relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through which the cash transfers have passed. The findings of each audit will be reported to the Implementing Partner and [UNICEF-UNDP-UNFPA].

Each Implementing Partner will furthermore:

- Receive and review the audit report issued by the auditors.
- Provide a timely statement of the acceptance or rejection of any audit recommendation to the [UNICEF-UNDP-UNFPA] that provided cash (and where the SAI has been identified to conduct the audits, add: and to the SAI) so that the auditors include these statements in their final audit report before submitting it to [UNICEF-UNDP-UNFPA].
- Undertake timely actions to address the accepted audit recommendations. Report on the actions taken to implement accepted recommendations to the UN system agencies (and where the SAI has been identified to conduct the audits, add: and to the SAI), on a quarterly basis (or as locally agreed).

Option 1: [Where an assessment of the Public Financial Management system has confirmed that the capacity of the Supreme Audit Institution is high and willing and able to conduct scheduled and special audits]: The Supreme Audit Institution may undertake the audits of Government Implementing Partners. If the SAI chooses not to undertake the audits of specific Implementing Partners to the frequency and scope required by the UN system agencies, the UN system agencies will commission the audits to be undertaken by private sector audit services

Option 2: [Where no assessment of the Public Financial Management Capacity has been conducted, or such an assessment identified weaknesses in the capacity of the Supreme Audit Institution]: The audits will be commissioned by the UN system agencies and undertaken by private audit services

The amount of funds disbursed for travel expenses, balances, honoraria and other expenses corresponds to the practice in the subject matter in the country, however without exceeding the amounts applicable in the United Nations organizations (as indicated in circulars from the International Civil Service Commission).



## A7. Brief description of the 2021-2023 UNSDCF design process

### Period of the UNSDCF

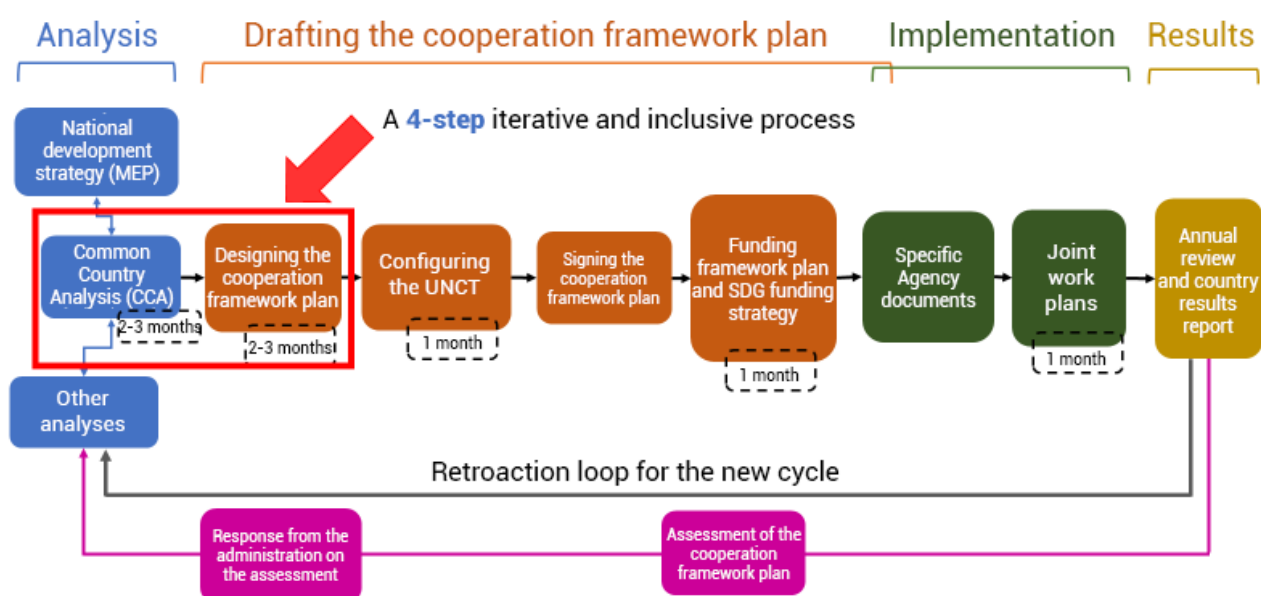
The UNS and the Government of Madagascar carried out two extensions of the 2015-19 UNDAF: the first one to late 2020 and a second one until June 2021. To ensure the temporal alignment of the UNSDCF with the National Development Plan - Plan Emergence Madagascar (PEM) - the Government wanted the UNSDCF to cover only the period from July 2021 to the end of 2023.

### Organization

To coordinate, manage and lead the UNSDCF process to a successful conclusion, the country team appointed a Technical Secretariat, made up of RCO (lead), UNDP, UNICEF, UNFPA and PMT Chairman. These tasks have been the following:

- (i) Develop work approaches and operationalize them by preparing materials and documentation (conceptual notes, key documents, data etc.).
- (ii) Organize, guide, coordinate and support the work (e.g. virtual consultations, results groups)
- (iii) Inform PMT, UNCT and UNDCO Regional Office
- (iv) Work with the government counterpart for the conduct of the process (Ministry of Economy and Finance, or MEF, through the Directorate General of Economy and Planning or DGEP)
- (v) Write the various documents and the UNSDCF document

### The stages of the UNSDCF design process



PMT and UNCT, as well as the MEF and Regional Office (BR) of UNDCO were informed, consulted and engaged at every key stage of the process. UNDCO participated in the virtual consultations, gave two training sessions and provided methodological and documentation review support.

#### 1st step: Common Country Analysis (CCA) [end 2019 – June 2020]

After a draft report produced by a consultant, the work was taken up and completed by three experts from the UNS. The active participation of all agencies in the analysis and review/finalization phases has strengthened analytical quality, its adherence to UN standards and ownership by the UNS.

The report, submitted to UNDCO Regional office in June 2020 for quality control, received an overall positive assessment with nevertheless a series of recommendations for improvement. In the spirit of a CCA living document, the choice was not to proceed immediately to the revision of the CCA report, but to integrate the requested improvements into the UNSDCF process, and then to return to the CCA (second half of 2021).

## 2nd step: Virtual consultations [August 13 – 28, 2020]

To actively engage the main stakeholders of the country in the design of the UNSDCF 2021-23 (and strengthen the CCA in terms of content and process), a cycle of six virtual consultations entitled “Challenges and solutions for sustainable development in Madagascar” was organized by the RCO and the MEF.

Thanks to the active participation of representatives - at national and decentralized levels – of civil society, the private sector, research and academia, the national counterpart (legislative, executive and judiciary) and TPFs<sup>74</sup>, virtual consultations favoured exchanges of views and discussions which determined a co-construction of new knowledge around the challenges and solutions for sustainable development in Madagascar. In particular, they made it possible to:

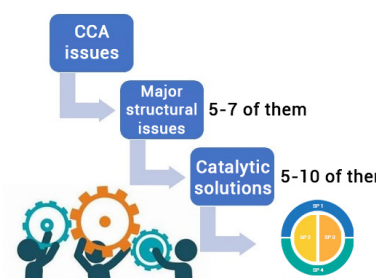
- (i) Collect and discuss perspectives on major development challenges
- (ii) Debate on solutions in light of UN programming principles and
- (iii) Obtain from each of the five stakeholder groups their major strategic areas of intervention for sustainable development.

### Figures of the consultations

- 25 panelists, 3 speakers
- 747 participants
- 25 reports on challenges and solutions
- 116 online questionnaires
- 5 visions about major strategic areas of intervention

## 3rd step: Prioritization and Strategic Guidance Note [September 3 – 25, 2020 – February 10, 2021]

Based on the CCA, the results of the virtual consultations, as well as an assessment of the comparative advantages of the UNS and the contents of a draft of the PEM, an internal process at the UNS has been put in place to identify the strategic priorities for 2021 -2023. This process, organized in four virtual working sessions, with the participation of 17 agencies and, on average, between 60 and 80 UN staffs, produced the Strategic Guidance Note which was pre-validated by the PMT on September 21 and by the country team on September 25. The four SPs of UNSDCF 2021-2023 were adopted by the Government of Madagascar on February 10, 2021.

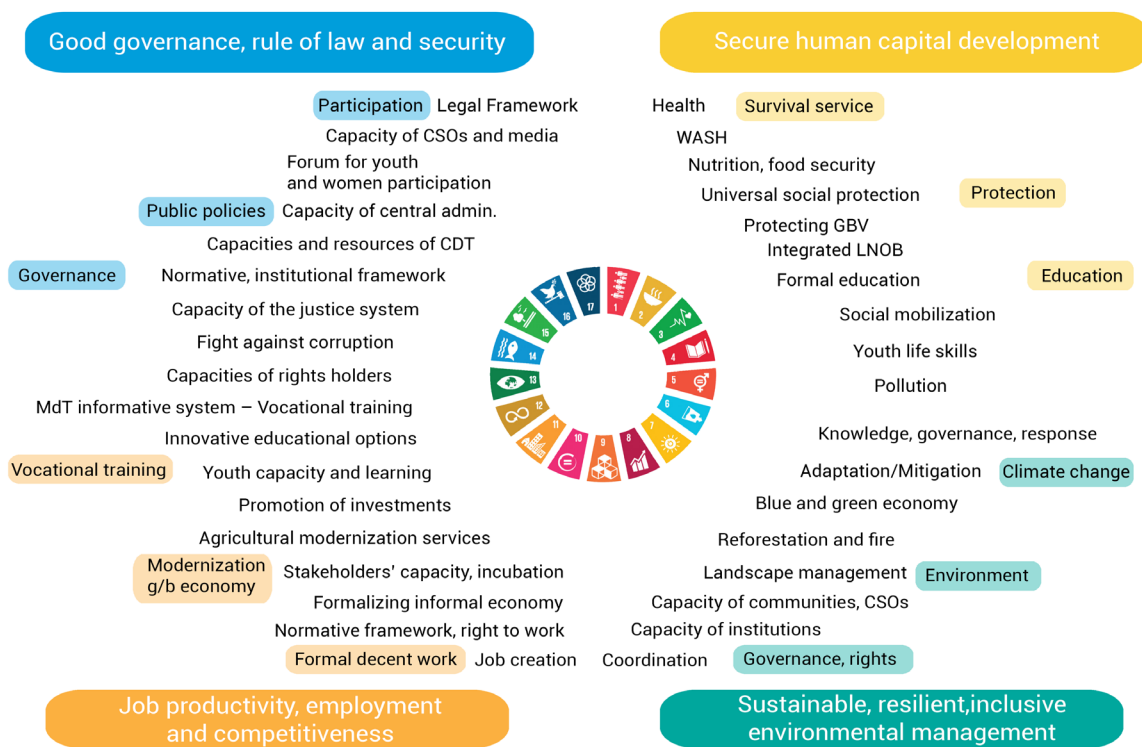


## 4th step: Formulation of the theory of change and the results framework [October 7 – January 25, March 23]

This step called for the contribution of stakeholders, the national counterpart and the TPFs alongside all the UNS agencies. Organized around four results groups, one for each SP (facilitated by 2-3 UNS agencies and supported by monitoring and evaluation resource persons and the technical secretariat), this process aimed at the programmatic realization of the SPs and catalytic solutions in terms of Theories of change and results framework, ensuring that UN programming principles are considered. Using a support sheet, the exercise has consisted in the following:

- (i) Start from a reflection by 2030 to develop the ToC and the results framework
- (ii) Define a ten-year plan capable of achieving the results identified by 2030
- (iii) Spread the planning into three phases: 2021-2023, 2024-2027 and 2028-2030
- (iv) Schedule the 2021-2023 phase in detail

<sup>74</sup> Une attention particulière a été donnée à la participation des groupes vulnérables, par la voie de toute une série de organisations, notamment : Plateforme Nationale et Plateformes Régionales des Organisations de la Société Civile de Madagascar, Conférence des Travailleurs de Madagascar, Syndicat des Industries de Madagascar, Collectif des citoyens et des organisations citoyennes, Organisation de la Société Civile sur les Industries Extractives, Messenger of peace, AfriYAN, SCOUT, Association mamelona Jeunes pour l'Environnement, Moveup Madagascar Jeunes pour l'environnement, Plateforme des Fédérations des Personnes Handicapées de Madagascar, Tranoben'ny Tantsaha Mpamokatra, Conseil National des Femmes de Madagascar, Fédération des handicapés, Plateforme des Fédérations des Personnes Handicapées de Madagascar, Coalition Paysanne de Madagascar, Société civile œuvrant dans le foncier, MIHARI Network Madagascar œuvrant dans l'Economie bleue.



The work started with two training sessions in plenary (UNDCO), two half-day sessions for each result group and a pooling session before continuing in each result group.

The result groups produced the outcomes, based on the catalytic solutions defined above, and hence the different outputs. This produced a results framework made up of 12 outcomes and 36 outputs. Theories of change and results framework were validated by the Joint Steering Committee during its first meeting on March 23, 2021.

Resource people on monitoring and evaluation subsequently covered the preparation of the matrix of indicators with a selection of indicators for each outcome and output, with the respective database, targets and means of verification.

### 5th step: Deepening of key issues and formalization in terms of operationalization principles [December 1 – March 28]

With the aim of realizing an integrated intervention approach in line with the spirit of United Nations reform, the TS initiated a reflection on eight key issues, namely:

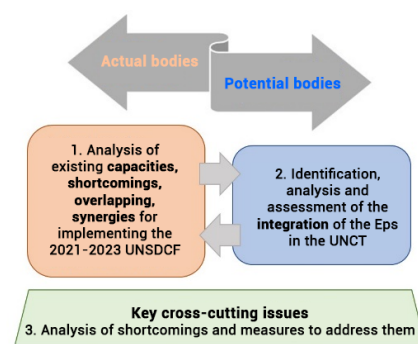
- Humanitarian-Development-Peace Nexus
- Territorial targeting (convergence zones)
- Group targeting (LNOB, HR, GEWE)
- Joint programs
- Integration of regional initiatives
- Private sector engagement
- Engagement of the most vulnerable and the civil society
- Contribution of non-resident and decentralized agencies and regional levels

After being adopted during a UNCT-PMT workshop (December 10, 2020), they were the subject of deeper analytical and programmatic screening and resulted in seven operationalization principles (OP) of the 2021-2023 UNSDCF, which the Country Team validated during its annual retreat.

## Country Team Configuration

The change of strategic, programmatic and operational direction in UNSDCF required a review of the country team configuration and all means available to ensure:

- (i) The technical and functional capacities - both at the sectoral and intersectoral (transversal) level - which the UNS needs to accomplish the priority achievements foreseen in the cooperation framework.
- (ii) A commitment of each UN entity that is aligned with the new orientation and effective contribution to the achievement of outputs and outcomes of the cooperation framework.
- (iii) A capacity for integration/coordination of actions of different entities for a contribution from the UNS that is transformative, transparent, efficient and effective.



The configuration exercise started with a training delivered by the Regional office of UNDCO (December 10, 2020), and had its key phase during an ad-hoc workshop held on March 12. On the basis of data collection from the members of the country team (current entities), an analysis and intense exchanges with a series of potential UN entities, led directly by the Resident Coordinator, the new United Nations configuration in Madagascar could be defined.

The national counterpart and the various stakeholders in the country were consulted during the meeting of the Joint Steering Committee on March 23, 2021.

## Drafting the 2021-2023 UNSDCF

The TS took upon producing the first draft of the UNSDCF document. With the contributions of the members of the PMT, a second version could be developed and sent to the Regional office of UNDCO for quality control by the Peer Support Group. The document could also be discussed with the MEF





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