

Implementation Status & Results
Madagascar
Governance and Institutional Development Project II (P103950)

Operation Name: Governance and Institutional Development Project II (P103950) Project Stage: Implementation Seq.No: 12 Status: ARCHIVED Archive Date: 30-Oct-2014

Product Line: IBRD/IDA Country: Madagascar Approval FY: 2008
 Region: AFRICA Lending Instrument: Technical Assistance Loan
 Implementing Agency(ies):

Key Dates

Board Approval Date	03-Jun-2008	Original Closing Date	31-Aug-2012	Planned Mid Term Review Date	31-Oct-2013	Last Archived ISR Date	21-Jun-2014
Effectiveness Date	13-Oct-2008	Revised Closing Date	31-Aug-2014	Actual Mid Term Review Date	28-Feb-2014		

Project Development Objectives

Project Development Objective (from Project Appraisal Document)

To strengthen the Recipient's public financial management and social accountability at the central government and at the Communal levels.

Has the Project Development Objective been changed since Board Approval of the Project?

Yes No

Component(s)

Component Name	Component Cost
Component 1 – REVISED: Improvement of Public Financial Management.	13.33
Component 2 – REVISED: Improvement of Local Governance	8.38
Component 3 - NEW: Institutional Strengthening & Knowledge Management.	4.90
Component 4 – NEW: Project Coordination	4.00

Overall Ratings

	Previous Rating	Current Rating
Progress towards achievement of PDO	Moderately Unsatisfactory	Moderately Unsatisfactory
Overall Implementation Progress (IP)	Moderately Unsatisfactory	Moderately Unsatisfactory
Overall Risk Rating	High	

Implementation Status Overview

The progress towards the achievement of the Project Development Objective of strengthening the recipient's public financial management and social accountability at the central government and communal levels is moderately unsatisfactory.

Throughout the life of the PGDI 2, a difficult environment affected the implementation of the project and the achievement of the results, largely as a consequence of an unstable political situation and a long delayed election that created uncertainty and lack of leadership for key reforms such as Public Financial Management. However, in 2014 project implementation and performance have increased considerably and more than 95% of activities have been launched and total disbursements exceed 83% by the end of August 2014. Likewise, tangible results emerging in the area of public financial management with the completion of the PEFA Self-Assessment late December 2013 and the publication of quarterly budget execution reports, with three out of four PDO indicators and seven out of thirteen intermediate indicators having exceeded their expected final targets; as a result of a very successful land registration operation.

The project has remained a key tool in the dialogue with the government as it addresses key reforms for the country, including PFM, land management, and access to information. The project managed to launch a series of key analytical works that will shape the dialogue with the Government of Madagascar on public sector reforms for the next 10 years. To that end, a PFM reform strategy is currently under discussion, a prospective study of the land sector institutional framework is ongoing, and the draft access to information act is under preparation. At the same time, the government managed to undertake an innovative, integrated project that showed promising results in local governance and a pilot grant program to civil society to support demand side governance. The Access to Information Charter was adopted in December 2013 and a new Knowledge Platform for social accountability has been implemented with the project's support.

Locations

Country	First Administrative Division	Location	Planned	Actual
Madagascar	Not Entered	Fort Dauphin		
Madagascar	Not Entered	Nosy Be		
Madagascar	Not Entered	Moramanga		
Madagascar	Diana	Antsiranana		
Madagascar	Analamanga	Antananarivo		

Results

Project Development Objective Indicators

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Indicator Name	Core	Unit of Measure		Baseline	Current	End Target
Number of selected indicators that increase their rating in the PEFA self evaluation report	<input type="checkbox"/>	Number	Value	0.00	2.00	3.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		<p>This indicator increased since the last ISR, as a result of a PEFA having been conducted at the sub-national level for the city of Antananarivo. In conjunction with the national-level PEFA Self-Assessment carried out in December 2013 (see PDO indicator 1 for more information), the current value for this indicator is 2.</p> <p>Comments on the national-level Self-Assessment have been received from the EU, the PEFA Secretariat, and during the most recent mission, the IMF provided its comments and an Action Plan. However, as indicated during the most recent Implementation Support mission, the Ministry of Finance and Budget did not carry out a subsequent assessment at the national level before the project closed.</p> <p>Nevertheless, a third PEFA— at the sub-national level of Mahajanga— was completed by project closing. In addition, the city of Tamatave also expressed an interest in conducting a sub-national PEFA assessment, but it was not finished by project closing.</p>	

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Number of ministries publishing quarterly budget execution report through media or internet.	<input type="checkbox"/>	Number	Value	0.00	40.00	10.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator has exceeded its target value and quarterly budget execution reports are now available on the website of the Ministry of Finance and Budget for 40 government entities, including the Ministries, the Prime Minister's Office, and the Presidency. While these reports vary considerably in quality and consistency, all quarterly reports can be accessed online at: http://www.dgbudget.mg/index.php?option=com_content&view=article&id=45&Itemid=38	

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The Local Governance Index (IGL) average is increased in targeted Local Governments.	<input type="checkbox"/>	Number	Value	3.90	4.50	4.50
			Date	31-Aug-2013	31-Aug-2014	31-Aug-2014
			Comments		This indicator increased since the last ISR and has exceeded its final target value as a result of OCAI activities and the implementation of Rapid Results Initiatives at the Communal level. The Local Governance Index (IGL) was designed to measure transparency, accountability and participation at the communal level. The data provided was from April and the figure was updated a final time in August before project closed. The baseline value was calculated with reference to 50 communes.	

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Direct Project Beneficiaries	<input type="checkbox"/>	Number	Value	0.00	8589.00	8000.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments	- Persons trained: 6800 - Commune befitting from communal grants: 0 - OSC benefiting from Social Accountability grants: 0	- People Receiving Direct Training: 8,589 -Communes Benefiting from Communal Grants: 86 -CSOs benefiting from Social Accountability Grants: 68 -Percent of which are Women: 40%. This sub-indicator has increased marginally but has not yet reached the final target value because the proportion of women in Participatory Budgeting committees is still low. In addition, there is no specific activities in the project to promote gender mainstreaming and the Malagasy cultural context sometimes makes it difficult for women to participate in person.	- People Receiving Direct Training: 8,000 -Communes Benefiting from Communal Grants:100 -CSOs benefiting from Social Accountability Grants: 45 -Percent of which are Women: 50%.
People Receiving Direct Training	<input type="checkbox"/>	Number Sub Type Breakdown	Value	6800.00	8589.00	8000.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This sub-indicator has exceeded its final target as a result of the following: Training of CSOs and the Communal Steering Committee(COPILO) through the Social Accountability Grant (FSC) (6982 people); Training and sensitization of Participatory Budgeting committees by the Operation for Communal Institutional Support (OCAI) (774 people); Training of the Participatory Budgeting Network during	

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					various workshops (144 people); the Participatory Budgeting initiative in Mahajanga (14 people); and the implementation of the project by CSOs and the FSC (275 and 400 people respectively).	
Communes Benefitting from Communal Grants	<input type="checkbox"/>	Number	Value	0.00	86.00	100.00
		Sub Type	Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
		Breakdown	Comments		This sub-indicator has increased significantly since the last ISR as mechanisms for securing funds (Bweb) have been established. Previously, this indicator was lagging, with only 5 communal beneficiaries, as a result of delays in the disbursements of the communal grants and increased fiduciary supervision by the PIU. Nevertheless, this indicator has increased.	
CSOs benefiting from Social Accountability Grants	<input type="checkbox"/>	Number	Value	0.00	71.00	45.00
		Sub Type	Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
		Breakdown	Comments		This sub-indicator has increased since the last ISR and has exceeded its final target value.	
...Of which Female	<input type="checkbox"/>	Percentage	Value	30.00	40.00	50.00
		Sub Type				
		Supplemental				

Intermediate Results Indicators

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Indicator Name	Core	Unit of Measure		Baseline	Current	End Target
Number of PEFA audited self-evaluation reports published and discussed	<input type="checkbox"/>	Number	Value	0.00	2.00	2.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		<p>This indicator increased since the last ISR, as a result of a PEFA having been conducted at the sub-national level for the city of Antananarivo. In conjunction with the national-level PEFA Self-Assessment carried out in December 2013 (see PDO indicator 1 for more information), the current value for this indicator is 2.</p> <p>Comments on the national-level Self-Assessment have been received from the EU, the PEFA Secretariat, and during the most recent mission, the IMF provided its comments and an Action Plan. However, as indicated during the most recent Implementation Support mission, the Ministry of Finance and Budget did not carry out a subsequent assessment at the national level before the project closed.</p> <p>Nevertheless, a third PEFA—at the sub-national level of Mahajanga—was expected to be completed by project closing. In addition, the city of Tamatave also expressed an interest in conducting a sub-national PEFA assessment, but was not finished by project closing.</p>	

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Number of IFMIS Centralization/integration indicators rated « satisfactory »	<input type="checkbox"/>	Number	Value	1.00	1.00	8.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator has remained unchanged since the last ISR. To date, the implementation of a Rapid Results Initiatives in the pursuit of "small improvements" has allowed the development of "Revenues" module, although it has yet to be fully implemented. The team believes that this will be done shortly, as the government made a verbal commitment to move towards the full integration of the IFMIS system.	

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Number of bids, of the central Government, awarded under open competition	<input type="checkbox"/>	Number	Value	58.00	77.77	75.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator appears to have increased since the last ISR and to have exceeded the final target value. However, this seemingly strong performance is the result of procurement activities done through "Quotation" (i.e. for contracts less than 50,000 USD), and does not include National or International bidding. As a result, if the project is to be extended, this discrepancy in measurement should be clarified with the PIU. NB: This indicator is a percentage, despite the unit of measure being listed as a number in the operations portal. This information cannot be changed without it resulting in deleting previous	

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					performance under this indicator.	
Percentage of FDL communes with an improved CGF score (D+) (FDL communes)	<input type="checkbox"/>	Percentage	Value	39.00	71.00	50.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator has increased since the last ISR due in part to the implementation of Rapid Results Initiatives in a number of communes which has increased Financial Management (FDL) activities.	
Percentage of FDL communes with an improved GMP score (D+) (FDL communes)	<input type="checkbox"/>	Percentage	Value	55.00	38.00	65.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator did not progress since the last ISR as the GMP (procurement) score for many municipalities has deteriorated due to adelay in the disbursements of OCAI grants which impedes progress on procurement activities. As with the FDL indicator, the numberof communes involved was increased from 50 to 124.	
Percentage of communes publishing information on public service in compliance with BIANCO recommendations.	<input type="checkbox"/>	Percentage	Value	0.00	56.00	100.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator has not increased since the last ISR due to delays in the implementation of DAC (Anti-Corruption Plan) based onthe technical standards of BIANCO (Anti-Corruption Agency). Nevertheless, many municipalities have already implemented most of these standards with the means at their disposal and different mechanisms have been put in place as necessary. As	

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					mentioned in the last ISR, 123 targeted communes have been trained on public service compliance.	
Number of land parcels recorded for local taxation	<input type="checkbox"/>	Number	Value	3000.00	537514.00	8000.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator has continued to increase and has exponentially exceeded its final target value. The exceptional performance for this indicator is explained by the fact that in the OCAI activities, the tax census was one of the first completed elements. Since this activity was a pure innovation, with no prior historical experience, the baseline indicator was underestimated as was the final target value.	
Number of land parcels with secured ownership rights registered	<input type="checkbox"/>	Number	Value	2500.00	2500.00	7500.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator has not progressed since the project began as no applications for land certificates have been fully processed. Following the launch delay of OCAI, this activity is still in the phase of identifying the parcels and collection of land certificates requests (requests are numbered about 130,000 at the end of June). Moreover, poor quality of PLOF has necessitated a higher degree of quality control and hence delays. The values entered for	

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					October 31 and April 30 were erroneous.	
Number of social accountability initiatives implemented at the local level	<input type="checkbox"/>	Number	Value	169.00	169.00	450.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator has neither increased since the last ISR nor from the baseline value. However, additional activities have been launched to support this component are expected to be completed by August 31, 2014.	
The Number of Public Institutions that endorse, publicly, the "Access to information and Knowledge Sharing Charter"	<input type="checkbox"/>	Number	Value	0.00	239.00	60.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator has increased since the last ISR and has already exceeded its final target value. To date, 27 national public institutions, 137 municipalities (communes using Participatory Budgeting), and 76 CSOs (including churches and large COSs benefiting from FSC Grants) have become signatories to the "Access to information and Knowledge Sharing Charter".	
Percentage of GDLN budget that is covered by own resources.	<input type="checkbox"/>	Percentage	Value	40.00	29.11	60.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator has declined significantly since the last ISR due to the holiday period, during which workshops and trainings, which help to mobilize revenue, are typically not held. This indicator is calculated on an annual basis, and the current ratio takes into account the expenses and the	

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					incomes from January 2014 to June 2014).	
Number visitor of the INSTAT Website	<input type="checkbox"/>	Number	Value	40000.00	58446.00	90000.00
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		For the first six months of 2014, there have been 58,446 visitors to the INSTAT website, and based on extrapolations from previous trends, it is anticipated that there will be 116,592 visitors to the INSTAT website, which will ensure that the final target will be exceeded as in years past. Per the detailed log-framing of the results framework, this indicator is to be measured on an annual basis and it is currently only possible to record the year-to-date visits. This remarkable performance can be explained by (1) increased data content on the website, (2) investors seeking economic, demographic, and social data on Madagascar since the end of the crisis, and (3) support from PGDI 2 (before the suspension of support for INSTAT).	
Knowledge management database available and accessible via internet	<input type="checkbox"/>	Yes/No	Value	No	Yes	Yes
			Date	31-Aug-2012	31-Aug-2014	31-Aug-2014
			Comments		This indicator has progressed since the last ISR and the knowledge management platform will be finalized in July 31, 2014.	

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Data on Financial Performance (as of 07-Oct-2014)

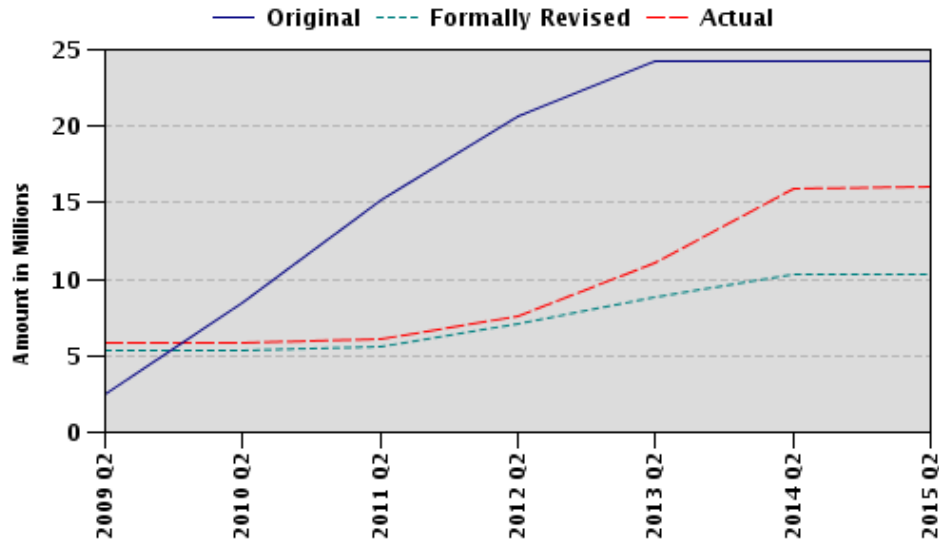
Financial Agreement(s) Key Dates

Project	Ln/Cr/Tf	Status	Approval Date	Signing Date	Effectiveness Date	Original Closing Date	Revised Closing Date
P103950	IDA-44110	Closed	03-Jun-2008	15-Jul-2008	13-Oct-2008	31-Aug-2012	31-Aug-2014

Disbursements (in Millions)

Project	Ln/Cr/Tf	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	% Disbursed
P103950	IDA-44110	Closed	XDR	24.30	19.10	5.20	15.99	3.11	84.00

Disbursement Graph



Key Decisions Regarding Implementation

The project closed on August 31, 2014.

Restructuring History

Board/AOB Decision on 15-Jul-2012

Related Projects

There are no related projects.