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3A MADAGASCAR

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The purpose of this case study is to present the Madagascar experience in assessing governance and the struggle against corruption. Therefore, I will present the historic background to the opinion surveys that were undertaken, the methodology that was adopted for the surveys, the main conclusions including reforms, and the conditions under which the surveys were undertaken, and of undertaking the surveys. I'll end with a recommendation.

1. Historic context

In the wake of the presidential elections of December 2001 and during the first half of 2002, Madagascar was confronted with a political crisis because of these elections. The economy and the well-being of the people were highly affected. Because of this political crisis, the Malagasy Diaspora and the international community – including partners such as the World Bank, UNDP, the European Union – met in Paris as 'Friends of Madagascar' to study ways of supporting the reconstruction of the country. This conference laid the basis for recommendations, including the implementation of the struggle against corruption in the country.

In 2003, the Malagasy Government established the Superior Council for the Struggle against Corruption. Its mission was to develop a strategy, propose a law and create an independent agency (BIANCO) in charge of organising the struggle against corruption. After completion of the mission of this council, in 2006, it was transformed into the *Comité pour la Sauvegarde de l'Intégrité* (the *Committee for Safeguarding Integrity, CSI*), the role of which was to promote the integrity of public and private institutions in the country.

It was deemed essential that society organised and armed itself against deviations in order to make programmes effective and sustainable. Therefore, the National Integrity System was created (a number of institutions from the private sector, civil society and the administration, called the Pillars of Integrity¹) with a mission to play a vital role through support actions and programmes.

In order to wage this struggle against corruption effectively and to make progress in strengthening good governance, it is important on the one hand to periodically survey the opinions on corruption of citizens and civil servants, and on the other hand to assess the capacity of the integrity pillars to play their respective roles.

A first survey in 2005 among households and civil servants ('assessment of the struggle against corruption') allowed for a better evaluation of the state of corruption, the mechanisms and typologies of corruption and poor governance in the country. CSI obtained financial support for this project from USAID, World Bank and UNDP. In addition, the World Bank Institute provided technical assistance.

This survey allowed the state, through the CSI, to use quantitative information for developing and evaluating strategies to fight corruption in Madagascar. Subsequently, a second survey was undertaken in 2006, 'evaluation of the National Integrity System'. This complementary survey allowed a detailed evaluation of the attitudes and behaviour of the pillars with regard to the rule of law, respect for human rights, reduction of levels of corruption, and other components of integrity – with the purpose of defining reforms at their levels. This survey obtained support from the World Bank through the Programme of Governance and Institutional Development.

¹ The executive, parliament, legal system, ombudsman, media, controlling instances, international organizations, civil society, private sector, BIANCO, moral authorities, political parties

2. methodology

The first survey covered 22 regions in Madagascar, which gave a regional accuracy to the database. A technical committee was put in place to monitor the implementation of the project and verify the quality. Members of this committee included representatives of the administration (CSI, Directorate of good governance within the President's Office), donors, civil society and Transparency International. Various senior officials of ministries have facilitated the access to these ministries and local administrations.

Video-conferences were set up and have allowed direct discussions with the external partners. The questionnaires were first tested with target groups, local non-governmental organisations, and development agencies. The WBI representative, together with the international service provider in charge of the implementation of the survey, participated in this test. Training sessions were organised at the local offices with the purpose to develop the required competencies for undertaking high standard surveys independently in future. Capacity development included the design of the questionnaires, survey techniques and data analysis.

The first survey allowed to evaluate the national integrity system. Three types of evaluation were combined: an evaluation of each pillar and how it was perceived the public, of each pillar and how it was seen by the members of the pillar itself, and of each pillar and how this was perceived by the other pillars. Each time, the same survey methodologies (questions, techniques) were used. A technical committee was established in which the 12 pillars were represented by persons that were mandated for this function. Outside the capital, this survey covered the western eastern and southern parts of the island.

3. Main conclusions

Before presenting the main conclusions and reforms resulting from this process, it is appropriate to mention the main products or outputs.

For the survey of the struggle against corruption the main outputs were:

- a model that was adapted to Madagascar;
- a detailed comparison of methodologies for surveying public opinion;
- a report and a database with the results of the survey: perception on levels of corruption, victimization, attitudes towards corruption, performance of anti-corruption institutions, quality of governance in public institutions (transparency, accountability, corruption and performance);
- a methodological report outlining the actions and procedures to utilise the results.

The second survey on the national integrity system resulted in a database that grouped the findings (attitude of the pillars to corruption, respect for human rights and rule of law, confidence and support of the public) and made them available.

Furthermore, the publication of the findings of these two surveys:

- has resulted in comparisons of governance and anti-corruption measures and actions between Madagascar and countries in Latin America;
- has allowed the identification of priority sectors for reform: the justice system is most affected by corruption and is a priority area. Reforms are currently underway, with the main strategic development document in Madagascar (the Madagascar Action Plan) promoting responsible governance – including the justice sector – as one of the priorities;
- has allowed a cost assessment of bribes, estimated at \$US 16 million in 2005 with income losses for households of up to 3,6%;

- has resulted in a sensitisation of some pillars of their role in promoting integrity, and have put in motion the development of a number of action plans;
- has confirmed that public confidence and support is highest in 'moral authorities'.

Certain actors were reluctant to implement agreed measures. This reluctance was especially obvious during the process of surveying, and there was less opposition against the results. Government shifted gear and introduced reforms, illustrating the importance it attached to the surveys.

Importantly, there is a need for a coherent monitoring system that is based on credible data. Actions have already been taken by civil society organisations and the media, who ought to be the principle actors in this. But the fragmentation of their actions reduces their effectiveness. Such system should enable the public to exert pressure in such a way that government becomes truly accountable.

4. Challenges, future prospects and recommendation

These were some of the challenges in implementing the corruption survey:

- levels of understanding in rural environment due to lack of education were low;
- reluctance with certain people with respect to the struggle against corruption, which created a climate of mistrust;
- adaptation of the survey questionnaires to various target groups is time consuming;
- importance of adapting the surveying methodologies and techniques to local context (timing of the survey, customs, etc.);
- limited availability of people surveyed given the length of the questionnaires – this risks to compromise the quality of the responses;
- different funding and allocation mechanisms used by donors;
- difficulties with mobilising funds for the second version of the assessment of the fight against corruption two years after the base-line survey

CSI intends to further implement the second version of the survey – in which the private sector will be integrated – in order to measure changes in governance and to fight corruption. This survey was programmed for September 2007, but raising the funds remains the main challenge. It is recommended that donors set aside funds for the implementation of systematic measures on governance, based on a programme of the partner country. Capacities of local actors in support of governance must be strengthened. It has to be stressed that the survey on the fight against corruption constitutes a source of information on 'responsible governance' for the Madagascar Action Plan.

Finally, the experience in Madagascar in assessing governance – and particularly the fight against corruption – has been used as a model in Haiti as part of the efforts to develop an anti-corruption strategy in that country. Two exchange missions have been undertaken and the sharing of experiences continues.