



# COMMITMENT ONE RESPONSIBLE GOVERNANCE

We will have a government that every citizen and the international community can trust and have confidence in. This government and the civil service will have integrity, be efficient, and act totally professional in all pursuits, activities, and the provision of services.

**CHALLENGE 1 >****PROVIDE SUFFICIENT SECURITY TO PROTECT PEOPLE AND PROPERTY****Current Reality**

Madagascar is a safe country, however in some parts of the country, criminal activities persist. In 2005, a National Plan for Security was created, but due to lack of resources it has not been fully implemented. Zebu and crop theft still exist in many areas. Illegal trafficking in fish, gemstones, gold and timber is of serious concern given its magnitude. Drug crops thrive in limited areas, feeding smuggling and urban crime. In 2005, about 5,700 Dahalo (cattle thieves) were arrested, an increase of 15% compared to the previous year.

**Goals**

1. Madagascar will be a safe country to live in, to travel in and to invest in.
2. All red zones will be clean areas and zebu theft will be significantly diminished.
3. Urban crime will be under control and brought back to an acceptable level.

**Strategies**

1. Review current system, adopt best practices, train and develop security forces in improved methodologies.
2. Align the mission of the security forces to national and regional needs and mobilize resources to support the mission.
3. Rationalize institutions, improve and reinforce the coordination between security institutions and civil institutions.
4. Increase the surveillance of national coasts and strengthen customs offices and security forces to secure our borders.

PRIORITY PROJECTS AND ACTIVITIES	PROJECT LEADER
1. Review the laws, rules and processes to achieve effective and efficient coordination of security forces and justice for crime prevention and pursuit of criminals	Minister responsible for Interior
2. Train and develop local "dina" to ensure effectiveness and consistency in the application of the law	Minister responsible for Interior
3. Identify, obtain, use and maintain new resources, transport and communication equipment, and weapons to prevent and pursue criminal activity, and protect economic zones	Minister responsible for Interior
4. Implement new and transparent methods of motivation and rotation and improve capacity and integrity of security forces	Minister responsible for Interior
5. Restructure the Zebu industry (ranching and trading) to minimize corruption and theft	Minister responsible for Interior
6. Stop illegal trafficking of Madagascar's natural resources	Minister responsible for Interior

INDICATORS	2005	2012
Crime rate: number of crimes (per 1,000 citizens)	4.2	2.6
Number of red districts (high Zebu theft and crime): out of 111 Districts	61	0
Surveillance of territorial waters and exclusive economic zones	17%	60%

## CHALLENGE 2 > STRENGTHEN RULE OF LAW

### Current Reality

In 2004, a programme for judiciary reform was launched by the Ministry of Justice. Since that time, about 60,000 pending cases of penal affairs have been accelerated. Judges were appointed in all courts to accelerate and improve the processing of civil and commercial files. A Code of Deontology has been adopted and all the magistrates have been trained in it. Still, part of the judiciary is perceived as being corrupt. Also a large number of laws and regulations do not address today's needs, in spite of the reforms undertaken and the revision of many texts.

### Goals

1. There will be widespread reform of the judicial system to ensure equity, fairness and due process.
2. Trials will be transparent, fair and rapid.
3. Legislation will address the needs of rapid development and will facilitate a well functioning society.
4. The United Nations' Human Rights Charter will be respected.
5. No prisoner will be detained in jail for more than one year without a sentence (30 days for minor offences).
6. Humane living conditions in accord with the standards monitored by the International Red Cross will be guaranteed in all prisons.

### Strategies

1. Establish the credibility and the independence of judges by ensuring their integrity.
2. Increase the transparency, accountability, and effectiveness of the legal system, and reform laws.
3. Distinguish effectively between big and minor cases, and develop fast track procedures for minor offences.
4. Improve living conditions in prisons.
5. Develop an educational rehabilitation system as an alternative to prison for child and adolescent offenders.

PRIORITY PROJECTS AND ACTIVITIES	PROJECT LEADER
1. Enhance penalties for corruption by members of the judiciary	Minister responsible for Justice
2. Continue the reform of laws, establish simplified court procedures to ensure the transparency and the rapidity of trials	Minister responsible for Justice
3. Continue the catching up program of pending cases	Minister responsible for Justice
4. Review laws and regulations by an independent committee including EDBM	Minister responsible for Justice
5. Strengthen the observation, the monitoring and the protection of human rights by the national commission and the Ombudsman	Minister responsible for Justice
6. Change laws so that detainees do not spend more than one year without trial in prison (30 days for minor offences)	Minister responsible for Justice
7. Enhance funding to improve medical and hygiene conditions in prisons and establish efficient penal camps to ensure sufficient nutrition for prisoners	Minister responsible for Justice
8. Create educational and rehabilitation system for child/adolescent offenders	Minister responsible for Justice

INDICATORS	2005	2012
Rule of Law indicator released yearly by the World Bank (on a basis of 100)	45	60
Trial timeliness (on a basis of 100)	100	66
Share of judiciary annual budget in the total budget	1.2%	2.6%
Ratio convicted vs prisoners waiting trial	33/67	60/40
Assessment of the conditions in prisons by the International Red Cross	Poor	Good
Public satisfaction with Judicial System	Low	High

## CHALLENGE 3 >

# REDUCE CORRUPTION

### Current Reality

In 2005, the High Council Against Corruption (CSLCC) now the Committee for the Safeguard of Integrity (CSI), and the Independent Bureau Against Corruption (BIANCO) were established. They have been actively pursuing their mission. The legislation on corruption has been adopted. The trend of the perception of corruption by Transparency International has improved from 1.7 in 2005 to 2.8 in 2005 (out of 10). Still, corrupt practices persist in many sectors and national institutions.

### Goals

Corruption will be substantially reduced through a change in values, mindsets and the enforcement of the Code of Conduct. We will increase the confidence of people and companies to be rightly and fairly treated by courts, public administration (customs, tax, land tenure) and by security forces.

### Strategies

1. Shift values from the negative aspects of self interest to values to promote community and national interest.
2. Reduce circumstances and practices favourable to corruption.
3. Enforce severe punishments for violators.
4. Raise public awareness on corruption and on good governance practices.

PRIORITY PROJECTS AND ACTIVITIES	PROJECT LEADER
1. Ensure the implementation of the Code of Conduct by all public servants	Minister responsible for Public Service
2. Simplify procedures and install better controlling systems for all crucial administrative functions	Minister responsible for Public Service
3. Pass new laws to strengthen watchdog roles by non-government entities and protect whistleblowers	General Director of BIANCO
4. Increase funding of anti-corruption institutions	Minister responsible for Budget
5. Strengthen and control the asset declaration by ministers, members of Parliament, magistrates, general secretaries, chefs de regions, chefs de districts, mayors, directors of projects and other senior officials	General Director of BIANCO
6. Train authorities for improved efficiency, integrity and accountability	Minister responsible for Civil Service

INDICATORS	2005	2012
Corruption perception index of Transparency International	2.8	5.0
Proportion of average expenditure by households on bribery for public services. (Source: annual survey by CSI)	3.6%	1.5%

**CHALLENGE 4 >**

**ESTABLISH AN EFFICIENT AND EFFECTIVE GOVERNMENT BUDGETARY PROCESS**

**Current Reality**

In 2006, the budgetary system was simplified and coordinated with the Public Finance Management Information System (SIGFP). Activities have been undertaken to rapidly increase revenues from tax and customs. Donors have helped the country through budgetary aid and debt relief in the last three years. Still, public resources are not sufficient because of loss of revenues due to exemptions, exonerations and poor management. Spending allocation, procedures and control are partially inadequate.

**Goals**

1. Laws, regulations and procedures of tax and custom systems will provide sufficient revenues for quality public services.
2. Allocation of public resources will be established through negotiations among ministries, regions and communes on priorities and needs, before parliamentary decision.
3. Budget formulation and actual spending will follow good governance principles.

**Strategies**

1. Enforce law and regulations of tax and customs.
2. Improve the transparency and the control of public finance and of budget spending.
3. Maximize revenues from tax collection and from a rational use of national assets.
4. Reduce wastage and ensure efficient resource allocation.

PRIORITY PROJECTS AND ACTIVITIES	PROJECT LEADER
1. Complete the public finance reform to coordinate all finance systems	Minister responsible for Budget
2. Increase the efficiency of all the revenue and expenditure control mechanisms and merge controlling institutions	Minister responsible for Budget
3. Review and harmonize policies, laws and regulations on taxes, rights and royalties	Minister responsible for Budget
4. Improve the tax and royalty collection system	Minister responsible for Budget
5. Establish a trust fund to manage the revenues from national assets	The Presidency
6. Put public finance information online to ensure transparency and accountability	The Presidency and Prime Minister's Office
7. Ensure the implementation of the new Code of Public Tender	Public Tender Regulation Authority (ARMP)

INDICATORS	2005	2012
Fiscal Pressure (Fiscal revenue/GDP)	10%	15%
PEFA Index (Public Expenditures and Finance Accountability)	6	20
The share of voted budget devoted to social sector actually spent	-	All



## CHALLENGE 5 > STRENGTHEN THE PROVISION OF PUBLIC SERVICES

### Current Reality

As of 2005, reforms have been conducted in many departments such as the customs, civil service and training institutions. The Administration Efficiency Reform Programme (PREA) has been set up to improve service delivery in many units. Processes have been streamlined to reduce paperwork especially in the decentralized administration. E-governance has started and is being mainstreamed to all services.

Still, the administration must be updated to improve timeliness, cost, proximity and professionalism in public service delivery.

### Goals

The administration will be professional and competent throughout, and will consistently address people's expectations for fast, cooperative and quality service.

### Strategies

Conduct a thorough reform of the public service – goals, strategy, structure, systems, staff, skills and remuneration – to improve efficiency and customer service quality.



PRIORITY PROJECTS AND ACTIVITIES	PROJECT LEADER
1. Set up a performance based motivation system (salary, merit promotion, performance appraisal, incentives and benefits)	Minister responsible for Public Service
2. Simplify procedures for administrative functions that require swift results, especially those with high public interaction	Minister responsible for Public Service
3. Adopt and implement reforms related to e-services, e-administration and e-participation	The Presidency and the Prime Minister's Office
4. Strengthen the leadership capacity of all mid to senior level executives	The Presidency and the Prime Minister's Office
5. Build the technical and managerial skills of all public servants	Minister responsible for Public Service

INDICATORS	2005	2012
World Bank Public Service indicator	30	60
Timeliness of procedures (baseline 100)	100	66

## CHALLENGE 6 > DECENTRALIZE GOVERNMENT ADMINISTRATION

### Current Reality

With the creation of the 22 new Regions in 2004, political decision-making, development planning and administration have come closer to the people. Several laws have been passed to strengthen Communes and Regions. Administrators have also received training and support. Still, as of 2006, policy making and administration remain excessively concentrated in the central government.

### Goals

Communes and Regions will have enough authority and resources to address local and regional needs. They will be strong players in a participatory bottom-up process. The Regions will have Territorial Plans that will contribute to prioritizing growth areas and allocation of resources amongst sectors.

### Strategies

1. Strengthen Regional Development Plans to ensure that they are based on sound analysis of the current realities, needs and potentials of the Region.
2. Improve the capacity of Regions and Communes to productively address all local and regional matters.
3. Improve the political and legal position of Regions and Communes in problem solving, decision-making and execution.

PRIORITY PROJECTS AND ACTIVITIES	PROJECT LEADER	
1. Review all laws and regulations to transfer more power and responsibility to the Communes and Regions	Minister responsible for Decentralization	
2. Update Regional Development Plans through Territorial Planning, including imaging and spatial analysis using cartographic tools to identify economic potentials	Minister responsible for Territory Planning	
3. Pass laws and reforms to give Communes and Regions more tax revenues and the right of tax collection	Minister responsible for Decentralization	
4. Develop and strengthen the Local Development Fund to improve the management of the resources and the funding of Communes	Minister responsible for Decentralization	
5. Create a forum and develop training programs to support Chefs de Region, Chef de District and Mayors	Minister responsible for Decentralization	
6. Foster the democratic control and the involvement of beneficiaries in the governance of local public institutions	Minister responsible for Decentralization	

  

INDICATORS	2005	2012
Public spending by Communes in % of total public budget	1.5%	10%
Local tax collection rate (on a 100 basis)	100	300

## CHALLENGE 7 > BECOME A LEARNING NATION

### Current Reality

Madagascar has gone through decades of colonialism and socialism. Since 2002, the country has opened up significantly to the global environment – participating in international forums, students studying abroad, sourcing expertise from overseas, and study missions to learn international best practice. Still, given the threats and opportunities that globalization presents, more people must be active participants in the learning process to ensure Madagascar can deal effectively with any challenge that it must confront in order to develop.

### Goals

Madagascar will be a learning nation. Knowledge will be actively pursued locally and abroad in order to support the rapid development process.

### Strategies

1. Create learning networks throughout the country to improve public problem solving and sharing.
2. Send missions abroad and call for international expertise to study and implement best practices on specific issues.
3. Develop mechanisms for citizen training and participation in the governance of their local, regional and national communities.

PRIORITY PROJECTS AND ACTIVITIES	PROJECT LEADER
1. Identify best practice success stories within Madagascar and promote key success factors	National Leadership Institute
2. Identify and learn from national and international best practices in all areas of government and communities	The Presidency and Prime Minister's Office
3. Actively encourage the values of experimentation, risk-taking and action learning	National Leadership Institute
4. Generate forums for sharing information, engaging in dialogue and contributing to the formulation of policy	The Presidency
5. Promote learning and engagement of youth in public problem solving	National Leadership Institute and Minister responsible for youth
6. Encourage and promote learning practices throughout the country that include active citizen participation and dialogue	Minister responsible for Decentralization

INDICATORS	2005	2012
Globalization Learning Index	To be developed	To be developed

