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Country Sector Assessments UNDP GoAL WaSH Programme

Governance, Advocacy and Leadership for Water, Sanitation and Hygiene

Volume 1 | Madagascar



Achieving the MDGs

UNDP Water Governance Programme – Adaptive Water Governance

UNDP's Water Governance Programme (UNDP-WGP) works in over 150 countries, providing policy support, capacity building and advisory services in three major strategic areas:

- Water Supply and Sanitation (\$170m, 34%)
- Integrated Water Resources Management (\$111m, 22%)
- Regional and Global Cooperation (\$216m, 44%)

The Water Governance Programme also integrates four 'cross cutting' areas into its broader thematic work:

- Climate Change and Water
- Human Rights Based Approaches (HRBA)
- Mainstreaming Gender into Water
- Knowledge Management

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The Global Water and Sanitation Crisis

Globally, almost 1bn people lack clean drinking water. 2.4bn people have no access to hygienic sanitation facilities; 1.2bn lack any sanitation facilities at all. Each day, an average of 5,000 children die due to preventable water and sanitation related diseases. In 2000, through the Millennium Development Goals (MDGs), the international community committed to halving the proportion of people without access to clean water and basic sanitation by 2015. Overall, the world is on track to meet the water supply MDG, but there are major gaps in many regions and countries, particularly in Sub-Saharan Africa. On current trends, the world will miss the sanitation target by a staggering 700m people.

Meeting the MDG water and sanitation targets is more than a health and dignity issue. The evidence is compelling that achieving the water and sanitation goals would trigger a major leap forward in human development:

- Water and sanitation are essential to achieving all of the MDGs.
- Investment in water supply yields an average economic return of \$4.4 to \$1.
- Investment in sanitation yields an average economic return of \$9.1 to \$1.
- Human development is more closely linked to access to water and sanitation than any other development driver, including spending on health or education, and access to energy services.

The crisis in water and sanitation overwhelmingly affects the poor. Availability of water is certainly a concern for some countries. But the global water and sanitation crisis is mainly rooted in poverty, power and inequality, not in physical availability. It is, first and foremost, a crisis of governance and thus governance reform must be a key pillar of any strategic approach to addressing the crisis.

UNDP's Response

UNDP promotes and facilitates equitable access to water and sanitation services as a fundamental contribution to enhancing human development.

UNDP works together with government, civil society, private sector and other development partners to bring about the necessary improvements in water governance to scale-up water and sanitation services for the poor.

UNDP Supports:

- Coordination of country assistance by UN and other development partners.
- Incorporation of water and sanitation into national development planning.
- Governance and policy reform for enhanced water supply and sanitation access.
- Capacity building of institutions and practitioners.
- Special attention to fragile states, where water and sanitation challenges are greatest.

The GoAL WaSH Programme

GoAL WaSH is an innovative new UNDP programme that aims to accelerate achievement of the water and sanitation MDGs through strategically targeted interventions that strengthen governance of the water and sanitation sectors at appropriate levels. Specifically, GoAL WaSH focuses on:

- Countries with low water and sanitation coverage projected not to achieve the water, sanitation or both MDGs.
- Identifying gaps, needs, constraints and opportunities in national water and sanitation plans, strategies and capacities.
- Governance reform, leadership and policy advocacy.
- Incorporation of water and sanitation into national MDG and related poverty reduction strategies.
- Close coordination with governments and key development partners active in water and sanitation at country level.

This volume is the first in a planned series of national assessments of governance in the water and sanitation sectors in target GoAL WaSH countries. These sector assessments are in turn informing the design and implementation of a series of UNDP capacity building and technical assistance projects to strengthen water governance and advance national progress on the water supply and sanitation MDGs.

Sincerely,

A handwritten signature in black ink that reads 'Andrew Hudson'.

Andrew Hudson
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Country Sector Assessments: Volume 1

UNDP GoAL WaSH Programme

Governance, Advocacy and Leadership for Water, Sanitation and Hygiene

Madagascar

National Sector Assessment

MDG Outlook

- Is Madagascar on the right track to reach the MDGs for water and sanitation?
- Main issues to be addressed

Sector Preparedness Overview

- National Strategies
- Aid Coordination
- Institutional Arrangements
- Sector Financing
- Sector Monitoring and Evaluation
- Sector Capacity

Identification of a National Support Process

- Options for Intervention

MDG Outlook

Is Madagascar on the right track to reach the MDGs for water and sanitation?

The President of Madagascar stated at the Stockholm World Water Week (August 2008) that 12m (63.2%) of the 19m population lacked access to potable water, and 14m (73.7%) to sanitation. This implies that to reach the MDGs by 2015 an additional 6m people will require access to safe water supply and 7m to sanitation, and even if the MDGs are reached, 13m people would still have no access to safe water supply while 12m would have no access to improved sanitation.

The statistical picture of progress towards the MDGs in the Malagasy WSS is however far from being a clear one. In 2006, a reported 31 % of Madagascar's 17.9m population had access to safe water supply while less than 50% had access to sanitation.¹

The Madagascar Action Plan 2007 – 2012 (MAP) sets even more ambitious targets of access to potable water of 65%, and to safe sanitation of 71% by 2012 (see Table 2). Even for the 2015 date this implies a capacity increase of over six times for water supply, assuming that the coverage figures for sanitation are correct. It is important to note that there is a considerable lack of effective data throughout the sector, and no agreed definition as to what constitutes 'access'.² It is generally recognized that the MAP targets underestimate the scale of the problem, particularly for sanitation. A UNICEF representative has for example argued that the MAP target of 27,000 latrines per annum should rather be 140,000. Contemporary estimates for access to water vary from 47% to 34%, and to sanitation from 26% to as low as 12%. Tables 1, 2 and 3 need to be read in the light of this cautionary note.

Table 1: Access to Rural Sanitation in Madagascar

<i>Percentage Coverage</i>	<i>Number of regions</i>
> 75	3
75 - 50	4
50 - 25	3
25 - 10	10
< 10	2
Average all Regions 45%	22

There is a major issue of regional inequalities in WSS. This is particularly true for sanitation, where according to one analysis³ that while there is an overall coverage for the 22 regions of some 45%, the variation is large, with 12 regions at less than 25% access.

¹ WSP, 16 African States MDG Overview.

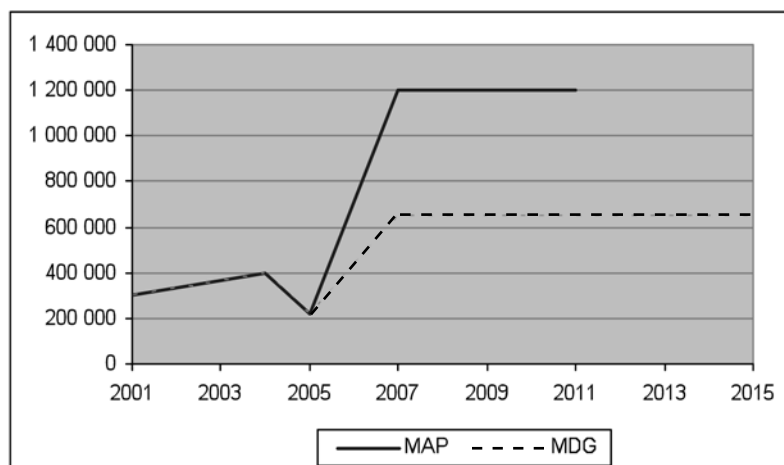
² Diorano WASH (2008) reveals the very wide discrepancies in WSS statistics for Madagascar of multilateral agencies. Cf also UN Water (2008), World Bank (2007), pp18-19.

³ Diorano WASH (2006).

But the broader picture is that there has been considerable progress. A central indicator is that open defecation has been reduced from 63% of households in 2000 to 36% in 2008. The new institutions and pledged investment flows (see below) suggest that provided some severe internal bottlenecks can be overcome, Madagascar has a reasonable chance of achieving the MDGs. The time is now highly propitious for a big push in the water and sanitation sector, with the convergence of new institutional developments and the high level political profile which national leadership has determined upon.

Table 2: Comparison of MAP and MDG WSS annual targets

Source: World Bank (May 2007)



Main issues to be addressed

Madagascar's water and sanitation sector has a strategy, a legal and regulatory framework, and a national programme that is aligned with MDG targets. It is now in the process of adapting to considerable institutional change, and faces a series of challenges, including the following:

- A single coherent and comprehensive water master plan which can take account of multiple usages at national and regional levels, and provide overall guidance for the realization of the MAP and MDG targets.
- Capacity needs are the single most severe bottleneck, ranging from engineers and technicians to project and financial managers who can bridge the gap between investment availability and implementation. Weak linkages between policy frameworks, budgets, and monitoring and evaluation (M&E) frameworks have hindered the flow of investments. An inventory of assets in the WSS sector is needed, with a clear methodology agreed by all stakeholders. A clear programme to establish a comprehensive database upon which effective planning can be based.
- While a first step towards sectoral coordination has been achieved with the creation in July 2008 of a single dedicated Ministry of Water, much remains to be done to realize effective coordination. There is limited commercial and financial capacity at JIRAMA, the national water utility, as it transitions into an autonomous public company.
- Linkages between the government and other sector actors are weak. In both water supply and sanitation, the NGO and domestic private sector have skills to support the reform efforts, and are a necessary part of the solution. Further efforts are required to increase transparency in procurement and contracting.

Table 3⁴

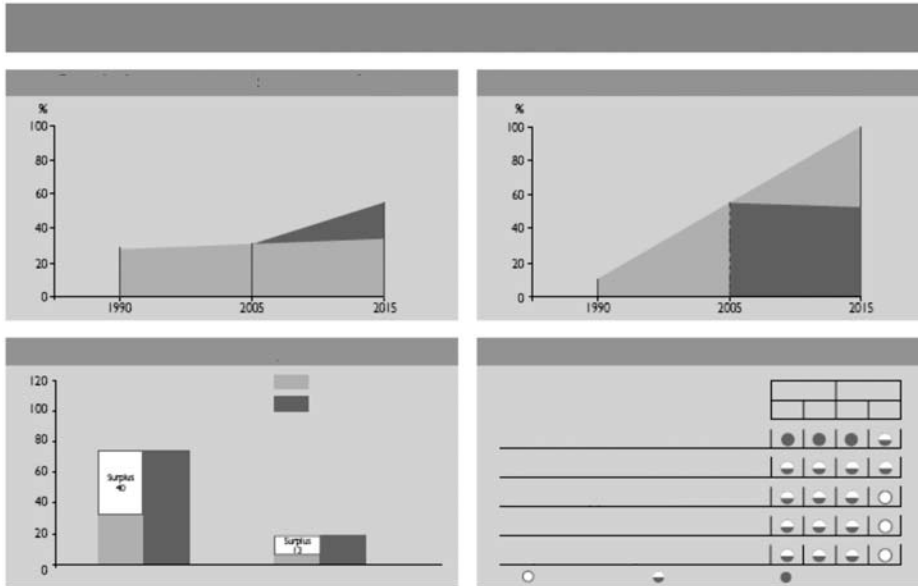


Table 4

		1990	2005	2015 (Target)						

⁴ Tables 3 and 4 are derived from WSP, 16 African States MDG Overview.

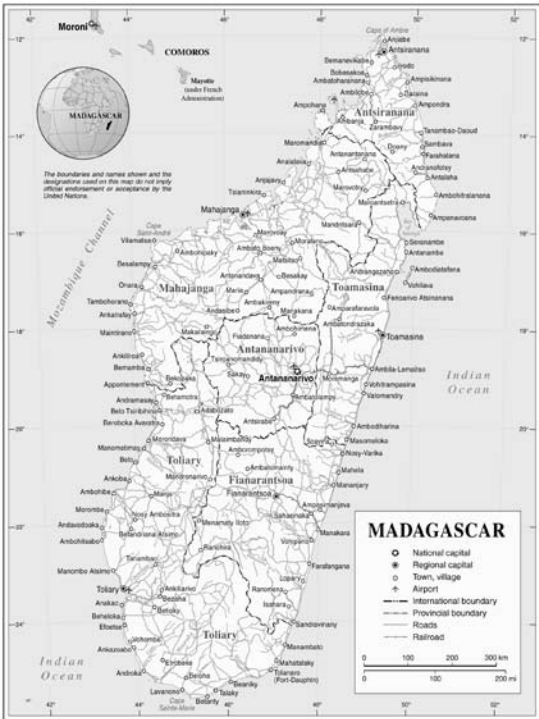
Sector Preparedness Overview

National Strategies

The core national policy document guiding Madagascar's WSS sector is the Madagascar Action Plan (MAP) 2007 - 2012, which has effectively replaced the PRSP. Challenge 7 of the MAP, the environment, provides specific and ambitious goals for WSS achievement, requiring large investments and entail massive logistical operations.

The MAP is the culmination of a long history of initiatives, starting with the Sectoral Strategy and Action Plan for Water and Sanitation (1991), the Statement of a Sectoral Policy for Water and Sanitation (1997), and the *Code de l'Eau* (Water Charter) (1998), followed by implementation decrees published in 2003. In 1999 a national authority, the *Autorité Nationale de l'Eau et de l'Assainissement* (ANDEA) was created, but never fully addressed integrated water resources management (GIRE), its main initial purpose. In 2005, the National Programme for Safe Water Supply and Sanitation (PNAEPA) was included in the State's General Policy (PGE). PNAEPA provided a budget and a work programme, with detailed attention to human and financial resources and the monitoring and evaluation system. A key turning point was the Joint Government and Donor Annual Review of WSS in 2006, which started to build the necessary pillars for a sector-wide approach (SWAp) in the sector, including the development of a water regulatory agency, SOREA; in 2007 the *Direction de l'Eau Potable et de l'Assainissement* (DEPA) unit was established. In 2008 a further development in national WSS strategy took place with the formulation of the *Politique et Strategie Nationale de l'Assainissement* (PSNA). This document set out to provide for a division of labour between the several ministries with responsibilities for sanitation. These structures have now essentially been overtaken by the creation of a new Ministry for Water with over arching responsibilities. One of the outstanding tasks is to reassess the PSNA in the light of the new architecture of governance.

Attention also needs to be paid to both the large degree of centralisation in the public sector and to the considerable inequalities between regions, both in terms of economic development and water resources availability. Any effective national strategy needs to take into account the large variations between regions.



Aid Coordination

One of the sector's main weaknesses identified by the government and donors during the MAP's consultative process was the lack of coordination between government departments and donors. The absence of a national water master plan and a clear governmental vision led to a situation where most projects were implemented with little consultation or coordination between different stakeholders. Donor coordination has recently improved through the establishment of the *Structure de Concertation et Coordination* (SCC) – an informal group of key financial and technical partners (FTP). The platform *Diorano WASH* also coordinates NGOs in the hygiene and sanitation sector. Also in terms of the UNDAF Country Programme Action Plan (CPAP) a division of labour between multilateral partners has been agreed. A *Plan d'Action du Programme Pays* between the government of Madagascar and UNDP for the period 2008-2011 is now in place.

With the creation of the new Water Ministry, the prospect for effective coordination has increased. On the multilateral side UNDP has taken a leading role in supporting the activities of the ministry. The *Programme d'Appui à la Gouvernance de l'Eau* (PAGEAU) is a collaboration between UNDP and UNDESA to promote a number of aims in the water sector dealing with many of the weaknesses outlined above, including more effective attention to integrated water resource management. Further funding for this project is possible from the AfDB African Water Fund (*Facilité Africaine de l'Eau*). An initial step is the current four month (September to December 2008) project providing institutional support to the Water Ministry (establishing a project coordination unit, building a resource inventory and data methodology, and remobilizing ANDEA, and updating the national policy and strategy plan for sanitation, PSNA).

Measures to improve national strategies and aid coordination could include:

- Building the capacity of the Ministry of Water to revise and update the PSNA, to undertake medium-term programming, and to implement the budget.
- Developing an effective regional focus, particularly in terms of capacity building.
- Reinforcing private sector and NGO involvement in urban and rural WSS, as well as capacity building for all sector actors.
- Further strengthening the collaboration between coordinating partners (CPs/FTPs), and between CPs and the Ministry of Water.

Institutional Arrangements

The most important recent institutional development is the establishment of a new Ministry for Water in July 2008. The former President of Madagascar took a direct personal interest in the reform and re-energisation of the sector. The focus of attention is now on equipping this Ministry to complete a thorough overhaul of policy and institutions.

In addition to the Ministry for Water, the General Secretariat of MAP also has responsibilities in the sector, as its Environmental Targets encompass water and sanitation goals. Water Commissions at the level of Parliament and the Senate have also been established recently, which will enhance advocacy for the water sector. A Special Adviser to the President for WSS has also been appointed.

The Ministry of Energy and Mining's (MEM) Water and Sanitation Division was previously responsible for the development of policy and programmes for safe WSS, while the National Authority for Water and Sanitation (ANDEA) held the responsibility for Integrated Water Resources Management (GIRE). The Water Code of 1998 defined the roles of the state, the communes, and the autonomous organisation, JIRAMA, which is responsible for water, sanitation and electricity in 58 urban centers.

ANDEA, JIRAMA and SAMVA (an organisation responsible for solid waste collection in Antananarivo) are autonomous organizations, but all report to the Water Ministry.

In other urban centres, where infrastructure is not managed by JIRAMA, the government finances capital investments, but delegates operations and maintenance to communes. Where communes lack the capacity to manage these contracts, the state provides interim support. The Water Code allows for private sector participation (e.g. management, leasing or distributor contracts). However, there is generally little capacity in the national private sector to implement delegated management contracts. The government is aware of this constraint, and has initiated measures to build capacity. In rural areas, villages with less than 1,000 residents manage their water points communally, through water point committees. Maintenance is done by trained artisans, while spare parts retailers are identified and a cost recovery system established. In settlements with more than 1,000 residents, lease contracts may be used.

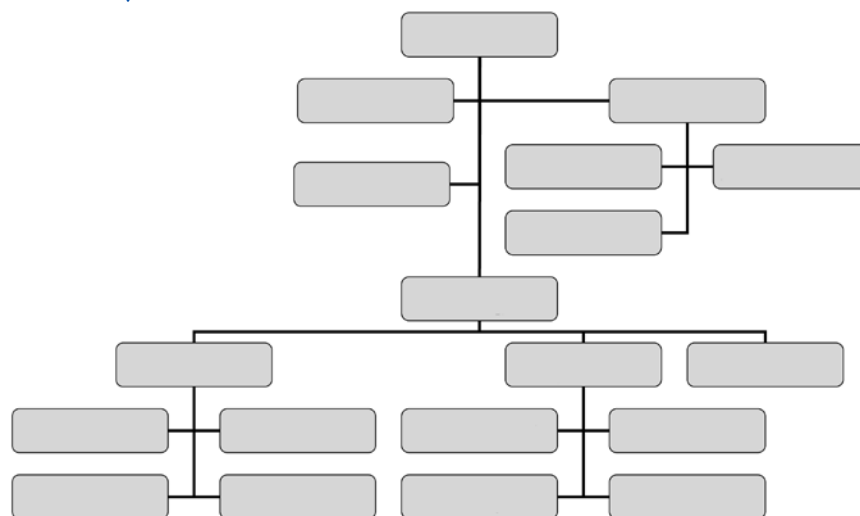
However the sanitation sector is less advanced, and still presents many institutional, organisational and operational setbacks. Apart from the Ministry of Water, the Ministries of Health and National Land Use Planning also have stakes in the sanitation sector. In practice, responsibility is decentralised to a community level, even though local government suffers from inadequate human and financial resources. As a result, sector co-ordination is extremely difficult.

Sanitation provision is supplemented by health education and assistance from the WASH Committee. This is a multi-stakeholder platform for all WSS actors (including financiers, administrators, national and international NGOs, and the private sector).

Measures to improve institutional arrangements could include:

- Strengthening of the decentralised activities of the Ministry of Water in the regions.
- Review the restructuring of JIRAMA, and institutionalise efforts to increase private sector participation in water supply infrastructure in areas where JIRAMA does not operate.
- Rationalise the sanitation sector by identifying a clear sector leader, with roles and responsibilities for other agencies, and work to implement the policy and legal frameworks already adopted throughout the country.

Organogram of the Ministry of Water



Sector Financing

In 2005 WSP estimated that annually US\$54m is required to achieve the MDGs for water supply. This include both new investments and rehabilitation works, with US\$23m annually for urban areas, and US\$31m for rural areas.

Projected estimates for sanitation call for US\$65m per year, with US\$59m allocated to rural, and US\$6m to urban areas. Recently the World Bank estimated that \$34m per annum (from 2007-2011) is needed to meet the MAP water targets, and \$3.7m annually for the sanitation target. One UNICEF representative interviewed felt that the level of investment need is several orders of magnitude greater than this, with figures in the region of \$100m per annum required construct latrines alone.

In May 2006 the AfDB provided \$80m financing to the government for the WSS sector, but to date only 4.5% has been used. A further investment loan of \$90m for government budget support has been approved to support the decentralisation process. UNICEF plans to invest \$3m per annum to other geographic regions not supported by AfDB. The GoM has also sought to co-ordinate all private sector and non-governmental sources of finance. In theory, the sector would appear to be well placed in terms of investment funds. However, absorption capacity remains an issue and political uncertainties mean that it is not certain that all the money pledged will actually be provided.

Measures to improve sector financing could include:

- A substantial increase in the capacity of the new Ministry of Water to enable new investment flows and implement the roll-out of schemes required to realize the MAP WSS targets.
- Creating an effective database with agreed definitions for coverage and access, and a work programme for data collection.
- Resources and financing to support rehabilitation and extension of JIRAMA's infrastructure, and for capacity building in financial and commercial management, targeting managers of urban water systems not managed by JIRAMA.
- Widespread financing in urban and rural areas to support environmental health, sanitation and hygiene.

Sector Monitoring and Evaluation

Madagascar's M&E system presents an interesting example of the positives and negatives of technology, and the impact this can have on reporting and tracking progress. On the one hand, Madagascar uses a computerised database to maintain an inventory of latrines and safe water supply systems, and relies on Instat surveys, which should in theory serve to improve M&E. However in practice the system fails to harmonise the different concepts and definitions used by the various and different surveys and tools which track access. As a result the data obtained from the surveys is fragmentary and of limited use to actors in the WSS sector.

Measures to improve sector monitoring and evaluation could include:

- Standardising Instat's M&E databases by agreeing definitions. Reinforcing the monitoring and evaluation capacity of the Ministry of Water.

Sector Capacity

A new framework for water supply and sanitation is finally emerging, but significant capacity building is needed in all areas to support staff. In recognition of this, the World Bank is recruiting 60 personnel for the Ministry of Water, and the AfDB will supply 26 personnel to the regions. These 86 cadres need considerable managerial and technical training.

Outside the state sector, NGOs, research departments and engineering firms have considerable experience to support WSS. However public sector contracts, which could usefully engage these skills, are highly bureaucratic and not transparent. A public awareness campaign on organising contracts more transparent was conducted in all of Madagascar's provinces, and there was much interest from urban communities and mayors in adopting the model.

In rural areas, water point committees have been created to take care of the water point management, maintenance, and cost recovery. In the case of a breakdown, repairs are made by artisans in the village, or by repairmen who cover several villages. Networks of spare parts dealers have also been developed. There are ongoing programmes to train artisans for sanitation, but these programmes must be greatly expanded if the huge needs are to be addressed. NGOs are assuming more and more responsibility for training and hygiene education.

Measures to improve sector capacity could include:

- Technical and financial support for the management of water points in rural areas, and to support the new appointees to the Ministry of Water.
- Technical support needed for private operators who manage water supply in small towns.

Identification of a National Support Process

Options for Intervention

Background

Madagascar has arrived at a crucial point in the WSS sector. The country has a history of fragmented and uncoordinated water governance, with large gaps in provision that have not been accurately measured. In addition there are massive regional disparities and a lack of governance capacity. GoM has responded with determination and vision to establish a new dedicated ministry, and an ambitious action plan. The UNDP has taken the lead role in the multilateral sector in the provision of support to the Ministry of Water. Currently two projects are in process - one at central level (creating a new management structure for the Ministry of Water) and a larger, more comprehensive three year programme in WSS and GIRE (IWRM) (see Annex 4). The ministry is recruiting 86 more cadres with support from WB and AfDB.

Project Outline

During consultations with the Director General of the Ministry of Water, UNDP/UNDESA Madagascar and associated role players, a clear intervention has emerged for UNDP. The current 4 month support project should be extended into the regions, focussing on the establishment of a national water master plan and its implementation, especially capacity building technical and managerial skills in WSS. The project will anticipate and absorb some component elements of PAGEAU. The UN Volunteer Programme (administered in Madagascar through the UNDP) is well placed to contribute human resources to fulfil on-the-job training functions, and can easily be integrated into the project. The key components of the project should therefore include:

- The appointment of a national coordinator to ensure effective co-ordination between the different initiatives, supported as necessary with technical assistance;
- The development of a national water master plan, as the basis for comprehensive planning and implementation in the water sector;
- The recruitment and training of UN Volunteers, strengthening their managerial technical and training skills in WSS;
- The posting of UNVs to (predominantly) regional locations in order to promote water point and sanitation management at the local level;
- Supporting the Ministry of Water in establishing a comprehensive database for the sector;
- An appropriate M&E system to link key project indicators with MAP targets;
- A round table donor conference to consider Phase 2 funding.

The project duration should last for three years 2009-2012 for Phase 1 to coincide with the MAP framework. The project will directly support the MAP and work towards the same targets.

Project Funding

The project will be funded through a collaboration between UNDP (New York) pilot funds, UNDP (Madagascar), UNV, and one or more collaborating partners (eg bilateral donors and the AfDB.)

Next Steps

The proposed pilot project concept for Madagascar will be reviewed by stakeholders at country level. The aim will be to launch the project as soon as the political situation stabilises to ensure maximise continuity with the ongoing Madagascar projects.

Acronyms

Madagascar

AfDB	African Development Bank
AFTPR	Public Sector Governance Unit
ANDEA	National Authority for Water and Sanitation
CP	Coordinating Partner
CPAP	Country Programme Action Plan
DEPA	Directorate of Water and Sanitation
DSPR	Poverty Reduction Strategy Paper
FTP	Financial and Technical Partners
GIRE	Integrated Water Resources Management
GoM	Government of Madagascar
INSTAT	National Institute of Statistics
JIRAMA	National Water Utility
MAP	Madagascar Action Plan
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MEM	Ministry of Energy and Mining
NGOs	Non-Governmental Organisations
PAGEAU	Programme d'Appui à la Gouvernance de l'Eau
PGE	State General Policy
PNAEPA	National Programme for Safe Water Supply and Sanitation
PNUD	United Nations Development Programme
PRSP	Poverty Reduction Strategy Paper
PSNA	National Strategy and Policy on Sanitation
SAMVA	Antananarivo Waste Management Authority
SCC	Structure de Concertation et Coordination
SOREA	Water Regulatory Agency
UNDAF	United Nations Development Assistance Framework
UNDESA	United Nations Department for Economic and Social Affairs
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNV	United Nations Volunteer Programme
WASH	Water, Sanitation and Hygiene
WSS	Water Supply and Sanitation

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