



# NATIONAL REPORT MADAGASCAR

TO THE PARTICIPATION OF MADAGASCAR  
TO THE CONFERENCE HABITAT III

## HABITAT III

May 2015









## ***Word from the State Minister***

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The fourth Republic is starting in Madagascar, with the willingness to go into a new development's direction. Through the vision 'Madagascar a modern and a prosperous nation', the country is now ready to take on any opportunities available in many sectors.

Therefore, and contrary to the past, the National Development Plan does consider the urban sector, to be one pillar of the economics' growth of the country, so as to promote inclusive and sustainable development.

Dealing with this vision, the State Ministry under my responsibility, is working to prepare the foundation's revival of the urban sector. Many activities have been carried out recently, as examples the first National Urban Forum, the establishment of the National Policy and Strategy for the Urban Development, and the implementation of some operational project in some Malagasy cities, etc.

Moreover, this National Report is very timely, to have the review achievements, in particular those related on Habitat II's action plan, from 1996 to 2013. But, this National Report does provide also the issues and the challenges that the country would take on for the next twenty years.

There, for the new post-2015 development agenda, I am launching a formal appeal to the international community, so as to contribute on cities' development in Madagascar. In particular, I call on the heavy support from the UN-HABITAT and the technical-financial partners, already working in this urban sector. Furthermore, new partners are strongly required, given the important challenges.

Finally, I would emphasize the interdependence between rural and urban development. Therefore, I would solicit to promote an integrated programming of the development actions in these two areas, whether at supranational, national and regional level.



RIVO RAKOTONIRAO

# Acronym list

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<b>ADURRA</b>	Agriculture Durable de l'Agglomération d'Antananarivo (Sustainable Agriculture in the Agglomeration of Antananarivo)	<b>INFA</b>	Institut National de Formation Administrative (National Institute of Administrative Training)
<b>ANALOGH</b>	Agence Nationale d'Appui au Logement et à l'Habitat (National Agency of Supporting Housing and Habitat)	<b>INSTN</b>	Institut National des Sciences Techniques Nucléaires (National Institute of Nuclear Science and Technology)
<b>BNGRC</b>	Bureau National de Gestion des Risques et de Catastrophes (National DRM Office)	<b>IST</b>	Institut Supérieur de Technologie (High Institute of Technology)
<b>BVPI</b>	Politique de développement des Bassins Versants et Périmètres Irrigués (Irrigation and Watershed Management Program)	<b>JIRAMA</b>	Jiro sy Rano Malagasy
<b>CDRMC</b>	Communal DRM Council	<b>LDRMC</b>	Local DRM Council
<b>CFSVA</b>	Comprehensive Food Security and Vulnerability Analysis	<b>LP2D</b>	Lettre de Politique de la Décentralisation et de la Déconcentration (Policy Letter of Decentralization)
<b>CPGU</b>	Cellule de Prevention et de Gestion des Urgences (Disaster Prevention and Emergency Management Unit)	<b>MAP</b>	Madagascar Action Plan
<b>CRC</b>	Convention of the Rights of the Child	<b>MECIE</b>	Mise en Compatibilité des Investissements avec l'Environnement (Implementation Investment compatible with the Environment)
<b>CSB</b>	Centre de Santé de Base (Basic Health Center)	<b>MEPATE</b>	Ministère d'Etat en charge des Projets Présidentiels, de l'Aménagement du Territoire et de l'Equipeement (State Ministry of Presidential Projects, Country Planning and Equipment)
<b>CRPD</b>	Convention of the Rights of Persons with Disabilities	<b>MFB</b>	Ministry of Finance and Budget
<b>CTD</b>	Collectivités Territoriales Décentralisées (Decentralized Territorial Authorities)	<b>MID</b>	Ministry of Home Affairs and Decentralization
<b>CUA</b>	Commune Urbaine d'Antananarivo (Antananarivo's Urban Commune)	<b>NGO</b>	Non-Government Organization
<b>DCPE</b>	Document Cadre Politique Economique (Framework Paper of Economic Policy)	<b>NHC</b>	National Habitat Committee
<b>DRM</b>	Disaster Risk Management	<b>OEMC</b>	Office de l'Education de Masse et du Civisme (Office for Mass Education and Citizenship)
<b>DRR</b>	Disaster Risk Reduction	<b>OMC</b>	Organisme Mixte de Conception (Conception Joint Agency)
<b>DSRP</b>	Document de Stratégie pour la Réduction de la Pauvreté (Strategy Paper for Poverty Reduction)	<b>ONCD</b>	Office National de Concertation sur la Décentralisation (National Office of Concertation and Decentralization)
<b>EIB</b>	European Investment Bank	<b>ONE</b>	Office National de l'Environnement (National Office of Environment)
<b>EIS</b>	Environmental Impact Study	<b>OPCI</b>	Organisme Public de Coopération Intercommunale (Public Organisation for Intercommunal Cooperation)
<b>ENAM</b>	Ecole Nationale d'Administration de Madagascar (Madagascar National School of Administration)	<b>PADR</b>	Plan d'Action pour le Développement Rural (Action Plan for the Rural Development)
<b>EPP</b>	Ecole Primaire Publique (Primary Public School)	<b>PAIQ</b>	Programme d'Appui aux Initiatives de Quartiers (Neighborhood's Initiative Support Program)
<b>FAD</b>	French Agency for the Development	<b>PAMU</b>	Programme d'Amélioration de la Mobilité Urbaine (Urban Mobility Improvement Program)
<b>FDI</b>	Foreign Direct Investment	<b>PANAGED</b>	Plan d'Action National Genre et Développement (National Action Plan of Gender and Development)
<b>FDL</b>	Fonds Local de Développement (Local Development Fund)	<b>PANEF</b>	Plan d'Actions National sur l'Emploi et la Formation (National Plan on Employment and Training)
<b>FIJ</b>	Fonds d'Insertion des Jeunes (Fund for Integration of Youth)	<b>PARGED</b>	Plan d'Action Régional Genre et Développement (Regional Action Plan of Gender and Development)
<b>FIZOMA</b>	Firaisam-ben'ny Zokiolona eto Madagasikara	<b>PDU</b>	Plan de Déplacement Urbain (Urban Transport Planning)
<b>FNRE</b>	Fonds National des Ressources en Eau (National Fund for Water Resources)		
<b>GDP</b>	Gross Domestic Product		
<b>HDR</b>	Human Development Report		
<b>ILO</b>	International Labour Office		
<b>INDDL</b>	Institut National de la Décentralisation et du Développement Local (National Institute of Decentralization and Local Development)		

<b>PE</b>	Programme Environnemental (Environmental Program)	<b>PSU</b>	Plan Sommaire d'Urbanisme (Urban Summary Plan)
<b>PEEJ</b>	Programme de Promotion de l'Entrepreneuriat Jeunesse (Program of Youth Entrepreneurship Promotion)	<b>PUDé</b>	Plan d'Urbanisme de Détail (Urban Detailed Plan)
<b>PErERDD</b>	Politique Nationale de l'Education relative à l'Environnement pour le Développement Durable (National Policy of Education on Environment for Sustainable Development)	<b>PUDI</b>	Plan d'Urbanisme Directeur (Urban Master Plan)
<b>PFNOSCM</b>	Plateforme Nationale de la Société Civile à Madagascar (National Platform of Civil Society in Madagascar)	<b>RGPH</b>	Recensement Général de la Population et de l'Habitat (General Census on Population and Habitat)
<b>PIP</b>	Public Investment Program	<b>REU</b>	Redevances sur les Eaux Usées (Wastewater charges)
<b>PLOF</b>	Plan Local d'Occupation Foncière (Reliable local and land tenure plan)	<b>ROM</b>	Redevances sur les Ordures Ménagères (Royalties on Household Waste)
<b>PNAEPA</b>	Programme National d'Accès à l'Eau Potable et à l'Assainissement (National Program of Safe Water Supply and Sanitation)	<b>SAC</b>	Schéma d'Aménagement Communal (Communal Land Use Scheme)
<b>PNAN</b>	Plan National d'Action pour la Nutrition (National Action Plan of Nutrition)	<b>SAMVA</b>	Service Autonome de Maintenance de la Ville d'Antananarivo (Antananarivo Autonomous Municipal Maintenance Service)
<b>PNAT</b>	Politique Nationale de l'Aménagement du Territoire (National Policy of Land Planning)	<b>SFR</b>	Sécurisation Foncière Relative (Relative Land Tenure Security)
<b>PND</b>	Plan National de Développement (National Development Plan)	<b>SIM</b>	Syndicat des Industries de Madagascar (Industries' Union of Madagascar)
<b>PNERE</b>	Politique Nationale d'Education Relative à l'Environnement (National Policy on Environmental Education)	<b>SNAT</b>	Schéma National de l'Aménagement du Territoire (National Land Use Planning Framework)
<b>PNH</b>	Politique Nationale de l'Habitat (National Policy of Settlement)	<b>SNFI</b>	Stratégie Nationale de la Finance Inclusive (National Inclusive Finance Strategy and Action Plan)
<b>PNJ</b>	Politique Nationale de la Jeunesse (National Youth Policy)	<b>SNGRC</b>	Stratégie Nationale de Gestion des Risques et de Catastrophes (National Strategy on Disaster Risk Management)
<b>PNL</b>	Politique Nationale de Logement (National Policy of Housing)	<b>SRAT</b>	Schéma Régional de l'Aménagement du Territoire (Regional Land Use Planning Framework)
<b>PNPF</b>	Politique Nationale de Promotion de la Femme pour un développement intégré homme-femme (National Policy of the Women's Empowerment)	<b>STD</b>	Service Technique Déconcentré (Decentralized Technical Service)
<b>PNSE</b>	Programme National de Soutien à l'Emploi (National Support Program for the Employment)	<b>TFP</b>	Technical-Financial Partner
<b>PSUP</b>	Participatory Slum Upgrading Program	<b>UHC</b>	Urbanism and Housing Code
<b>PPBVLAC</b>	Projet Protection Bassins Versants Lac Alaotra (Lac Alaotra Watershed Protection Project)	<b>UNDP</b>	United Nations Development Programme
<b>PPP</b>	Public-Private Partnership	<b>UNESCO</b>	United Nations Organisation for Education, Science and Culture
<b>PREE</b>	Programme d'Engagement Environnemental (Environmental Commitment Program)	<b>UNFPA</b>	United Nations Fund for Population Activities
<b>PSNA</b>	Politique et Stratégie Nationale de l'Assainissement (National Policy and Strategy Plan for Sanitation)	<b>UNICEF</b>	United Nation Children's Fund
<b>PSNDU</b>	Politique et Stratégie Nationale de Développement Urbain (National Policy and Strategy for the Urban Development)	<b>VAT</b>	Value Added Tax
<b>PSSA</b>	Programme Spécial pour la Sécurité Alimentaire (Special Program for Food Security)	<b>WASH</b>	Water Sanitation Hygiene
		<b>Y-PEER</b>	Youth Peer Educators
		<b>ZAC</b>	Zone d'Aménagement Concerté (Concerted Management Area)
		<b>ZPPAUP</b>	Zone de Protection des Patrimoines Architecturaux Urbains et Paysagers (Protection Zone for Architectural and Landscape Heritage)

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# 1. INTRODUCTION

For five years, Madagascar was paralyzed by a political crisis. After holding the presidential election in December 2013, Madagascar is starting into a new Republic. Since, the country has started to a process planning for policies and strategies for its development. And now, Madagascar has an official National Development Plan (PND).

By now, the vision for the country is “Madagascar, a modern and prosperous Nation”. This vision expresses the political will to work on all fronts to promote that is “strong and inclusive growth for an equitable and sustainable development of all territories”. The actions on human settlements contribute significantly to this vision. Besides that, these actions should be considered as national priorities through the National Land Use Planning Framework (SNAT), developed in 2008.

Thus, Madagascar does present its National Report in order to the Third United Nations Conference on Housing and Sustainable Urban Development HABITAT III. In response to resolution 24/14 of the UN-HABITAT Governing Council, and in line

with the paragraph 11 of the General Assembly Resolution 67/126, the preparatory process of this National Report has been done with active participation of all relevant stakeholders.

A Preparatory National Committee has been implemented, and started to work on February 2013. It has been changed legally into the National Habitat Committee in November 2014. This National Committee includes stakeholders through central and local governments, governments’ agencies, civil society, academics institutions and private sectors. The NHC has held several meetings and workshops, to the National Report’s consultation. The preparatory process included also regional and local consultations, which gathered the stakeholders in all the regions of Madagascar and some representative cities. Such consultations have been held in Fianarantsoa and Mahajanga in March 2015. Afterward, a specific meeting with the Partners of Habitat Agenda is held in April 2015. Finally, the National Habitat Committed and the high level decision makers in the central government have approved the National Report in May 2015.

## 1.1. PRESENTATION OF THE COUNTRY

Madagascar is located in the southwest of the Indian Ocean, between 10° and 27° South latitude, and separated from Africa by the Mozambique Canal. With an area of 590,000 km<sup>2</sup>, Madagascar is a very large island, and measures 1,570 km from north to south, 565 km from east to west.

The country is divided into six Provinces, 22 Regions and 1,549 Communes. Therefore, these Communes are the basic unit of Local Authorities called Decentralized Territorial Collectivities (CTD). There are two types of municipalities: rural and urban, of which there are 72 urban Communes. The Capital Antananarivo is the biggest city in Madagascar and has a special status.

In 2013, Madagascar’s total population is expected around 22 million people. The population of cities and towns are estimated around 6.9 million people. Since Madagascar’s independence, the number of cities and urban zones has been increasing so rapidly, to have nowadays 172 cities. A third of the national population lives now in these cities and towns. And the agglomeration of Antananarivo itself concentrates the third of this urban population.

Without a clear definition of city in Madagascar, there are some differences between urban data





among some institutions. Most of the time, the criteria used are the administrative status, the number of population and the density. For this National Report, we should refer to the 172 cities listed on the National Land Use Planning Framework (SNAT) issued in 2008, and which has been finalized in 2012. According to this SNAT, could be called as a city is a human settlement with over 5.000 people.

Since the 70s, the country went through four political crises (in 1972, 1996, 2002 and 2009). Each crisis has driven to a severe economic recession that is characterized by an overall decrease of the GDP.

Madagascar is also widely known for its exceptional biodiversity, its natural resources, that make real interest of extractive companies. Concerning forest resources, there are heavy pressure and a severe overexploitation, as the national annual rate of deforestation is about 0,83% from 1990 to 2000, and about 0,5% from 2000 to 2005. One of the main causes of deforestation is the charcoal's production, that is exclusively consumed in urban areas. Besides that, the slash-and-burn practices, called also "tavy", are very widespread throughout the country. Such practice is also considered to be the main cause of the deforestation in Mada-

gascar. The bush fire, done most of the time in dry season, is responsible for air pollution on the cities located on highlands.

In addition, Madagascar is among the most vulnerable country to climate change. It is ranked among the top ten countries which have the highest mortality risk index due to cyclones. Thus, floods occur following passage of cyclones and tropical storms, particularly in coastal regions. Finally, the south area is often hit by cyclical drought, that is destroying crops, killing livestock and causing starvation.

At last, Madagascar has very large land. But, there is a serious land tenure problem. This problem does result from several factors such as diversity of legal systems, complex and high costs procedures, the poverty, cultural attachment to the land, etc. Therefore, the land reform has been initiated in 2005, and on the other side, the renewal of the land planning in 2006. But these policy reforms have given much overcomes to rural than to urban areas. In cities and towns, there is a real land issue, more than a simple question of land's security. This situation is due to market dynamism, the increasing of the land cost, and the important futures needs related to urban sprawl.

## 1.2. VISION OF SUSTAINABLE URBAN DEVELOPMENT

In this economics' context, the national development process should consider necessarily rural as well as urban development. The industrial zones are primarily located in the hinterlands of the cities. On the other hand, foods cities will be supplied from the countryside. With this scheme, rural areas are sharing the prosperity of urban centers.

Thus, the following national vision has been approved that is *"to have cities well-planned, safe, resilient, inclusive, equitable, sustainable and displaying Malagasy society identity; ensuring effectively and efficiently urban services, engine of economic development and structuring of the country"*.

## 1.3. GUIDELINES FOR THE NATIONAL REPORT

Because of the Malagasy's context, it is essential to provide quick and consistent interventions so as to catch up 50 years delay in terms of urbanization. Therefore, the Malagasy State recommends that these interventions should follow the below guidelines:

- **Inclusive planning for a coherent urban development:** Calling for the participation of all economic sectors and capitalization of existing sector strategies;
- **Taking actions:** Creating of new infrastructures and structuring urban facilities, in order to catalyze the private investments (like firms, family or individual business) and improving life skills of urban people;
- **Promoting the public-private partnership (3P):** Calling for more participation of the private sectors for the urban development process;
- **Synergy and close links between urban and rural development:** Creating of value added, through the industrial processing of agricultural, mining ... and promoting of domestic and foreign trade through the cities (or urban comparative advantages);
- **Integrated, collaborative, multisectorial approaches with several donors:** Calling for strengthening the public investments and development aids for the urban revitalization;
- **Responsibility of Decentralized Territorial Collectivities, communities and citizens:** Considering the urban development to the local level, and calling for citizen participation in urban development,...



## 2. URBAN DEMOGRAPHIC ISSUES AND CHALLENGES

### 2.1. MANAGING RAPID URBANIZATION

Malagasy urban population is estimated to have passed 6.900.000 in 2014 if it was around 2.800.000 people in 1993. By 2036, it is estimated that it will become more than 17.6 million. Therefore, the urbanization rate has increased from 22% in 1993 to 37% in 2012, and should reach 50% in 2036. In 1993, there were only about fifty cities (7 big urban centers and 45 urban Communes), actually there are 172 cities that include 72 urban Communes. This statistics show the rapid population growth in urban areas.

In this context of rapid and uncontrolled urbanization, most of cities have many problems: social problems, inadequate infrastructure, lack of development services, increasing land pressure in big city, dilapidated condition of streets and sewage systems, health problems due to air pollution and poor hygiene, etc.

As a result, the level of the poverty is higher (66% in 2012) inside the Capital (Antananarivo) than in other cities (42%). This factor has contributed to the slums' development in large or small cities of Madagascar. In 2013, slum population is estimated around 72%.

Across the urban Commune, concrete actions for urban development and for managing the rapid urbanization, have been conducted to joint efforts of local stakeholders (with major contribution of NGO, projects and private sectors). Generally, these actions aim to develop a specific sector, so that multisectorial integration is not enough obvious. Besides, there is some lack of harmonization and coordination of urban activities. On

the other side, the characteristic "sustainable" of urban development seems to be hidden.

At the national level, the National Policy for Land Planning was adopted in 2006. Therewith, activities for improving life skills of slums population have been initiated since 2008 (through Participatory Slum Upgrading Program or PSUP) by UN Habitat. They have been implemented in three cities as Antananarivo, Manakara and Moramanga. Moreover, the "Project Lalan-Kely" has been launched in 2010. It is a project financed by FAD that aims to upgrade and to open up streets in slums and some populated areas in the agglomeration of Antananarivo.



Despite this dark picture, there are some good cases of anticipating urbanization due to development projects and partnership with private sector in some urban Communes. As example of the positive results, there were the establishment of urban plans and some other urban management tools.

### 2.2. MANAGING RURAL AND URBAN LINKAGES

In the 1990s, 80% of the Malagasy population lives in rural areas. By this statistic, the rural sector was considered as the pillar of the economy with 43% of GDP (in 2000). This GDP integrates agriculture, livestock, fisheries, forestry and agro-industry. The agriculture provided 27% of GDP, 40% for exports, and represented the livelihood for 75% of the population. Consequently, all implemented strategies and policies, gave advantage responses to the problems of rural areas. The Government of Madagascar ensured the important place taken by rural sector in the strategy of fight poverty. Therefore, reviving the agriculture should have provided the poor to get

and to improve their income sources, to obtain access to land, and to have land tenure security.

Thereby, there was the Policy Letter of Rural Development (PADR) in 2004. Its Policy did aim three objectives:

- Ensuring food security;
- Contributing to the improvement of economic growth;
- Reducing poverty and improving life skills in rural areas;



- Promoting sustainable management of natural resources;
- Promoting training and information in order to improve rural production.

Since then, the rural sector has been strongly supported by many donors through many development projects. The most achievements accomplished of this policy are the promotion of sustainable agricultural systems in order to give up to traditional practices. In this sense, there was an improvement of rice productivity and a vitalization of the rural economy. However, local production is still insufficient to cover domestic market demand.

Due to rural development projects, and also to environmental projects, human settlements in rural areas have been preserved and developed. Thereby, the rural electrification has been accelerating and stimulating the improvement of life skills and economic development of the rural

population, despite the fact that the national coverage of rural electrification is still very low (by 1% in 1999 to 4,76% in 2014). Subsequently, there has been an interesting development of microfinance sector, through the increase number of MFI in the rural zones.

In addition, there is also the promoting of renewable energy sources. As results of this initiative, population even located in isolated rural areas could develop small solar equipments. On the other side, there is the exponential progression of the communication sector that involves the increase use of mobile phone and money transfer mobile. Furthermore, rural economic activities were being diversified: community-based tourism has been initiated near many protected areas.

At the end, for Madagascar, concrete actions have been focused on rural development in order to slow down the rural to urban migration.

### 2.3. ADRESSING URBAN YOUTH NEEDS

Young population accounts for 37,77% of the urban population in 2012. Being faced with rapid urbanization and with the Government's priority in the fight poverty, the youth has been neglected. Despite the existence of the Ministry of Youth and Sports, as well as the National Youth Policy (PNJ) since 2004, the youth needs are not satisfied. First, there is a serious lack of social services and public institutions, which should take care of development of young people, especially those socially disadvantaged. As illustration, in 2012:

- The percentage of urban youth socially disadvantaged is 51,4%;
- The percentage of young people with low educational is 29,4%.

Overall, the urban youth have employability difficulties. First of all, the graduated young are always taking jobs not meeting their qualifications. Besides, those with less qualifications and

skills have no choice than working in very bad conditions.

On the other hand, Madagascar is not at all late for technological advances, so that the Malagasy youth is growing up in a digital world, with access to the technologies, such as young people in developed countries. Therefore, the negative effects of social networks are quite valid for the Malagasy youth.

The following are the main achievements of the implementation of the PNJ:

- Establishment of the reproductive health service for adolescents / life skills, that is doing systematic awareness-raising activities through cultural festivities and socio-cultural events ;
- Implementing of the Program for Youth Entrepreneurship Promotion (PEEJ), for the establishment of the Fund for Integration of Youth (FIJ) with the CONFEJES (French Speaking Ministers of Youth and Sports Conference);
- Creation and operationalization of the Youth Council with actually 100 communal councils ;
- Creation of 44 youth centers and about twenty youth information kiosks based at Fokontany in five Regions;
- Implementation of the "Youth Friend Services" network in eight (8) sites whose main objective is to harmonize and to coordinate the activities of various stakeholders working in specific services in a young field ;
- Implementation of the Project "Tanora Guarantee", supported by UNFPA, to strengthen the





capacity of youth in decision-making, and to become real development actors;

- Establishment of the club Youth Peer Educators (Y-PEER), with the support of UNICEF.

There are already over 100 clubs throughout Madagascar.

## 2.4. RESPONDING TO THE NEEDS OF THE AGED AND PERSONS WITH DISABILITIES IN URBAN AREAS

In 2012, older people is estimated around 2,70% of the Malagasy population. This category is called in Malagasy “*Ray aman-dreny*”, that means “father and mother”. In Malagasy culture, the lack of respect for the “*Ray aman-dreny*” is considered as a grave shame. In 2008 has been the adoption of the law on protection of the rights of the elderly. Nevertheless, there is still absence of the Decree’s application so that the law could not be enforced. Consequently, there is no obligation for the carriers and for pharmaceutical institutions to agree the green card presented by older people.

Speaking up for their rights of the aged, it has been established the national structure called “*Firaisam-ben’ny Zokiolona eto Madagasikara*” or FIZOMA, that is the active senior citizens in Madagascar. Beyond their advocacy, the association aims to revise the Code for Social Provident. In the other side, the organization provides aids and support to its members to stay active longer.



At last, the cities in Madagascar don’t have any public hospice.

Although, there are some improvements such as the decentralization of the pension’s payroll service, the development of the partnerships between these payments agencies and the micro-finance institutions.

Regarding people with disabilities, the global estimate for disabilities is by 7,5% in 2007. Legally, the law on the protection of the persons with disabilities was promulgated in 1998. And Madagascar ratified in 2006 the Convention of the Rights of the Persons with Disabilities (CRPD). This text provides some measures educational access and quality for children with disabilities.

Nevertheless, in practice, the non-governmental organizations take on more the application of these national and international laws, than the public and private sector. For example, the “Association of Women with Disabilities” does actively speak up for their involvement in decision-making and for holding leadership positions in the country.

About spatial planning, it is noted that transport and mobility of persons with disabilities are being now considered in the planning of the cities. There are six big cities through Madagascar, which have established the “Charter of Inclusive and Accessible City”, that are Antananarivo, Antsiranana, Toamasina, Toliara, Mahajanga and Antsirabe.

## 2.5. INTEGRATING GENDER IN URBAN DEVELOPMENT

In Madagascar, women and girls are just over half of the population. The Malagasy Constitution provides women with the same rights as men. However, women have often limited access to some development’s opportunities and some benefits. In 2000, Madagascar adopted and signed the United Nations Millennium Declaration. So as the Government reaffirms willingness to “promote gender equality and the women’s empowerment”, as an effective way to fight poverty, hunger, disease, and to promote the sustainable development. Like many others countries, Madagascar is committed to mainstream the “gender” in various development activities, to implement specific policies and programs in order to reduce the gender gap and inequality between

women and men. These commitments have been realized through the establishment and the achievements of the National Policy for the Women’s Empowerment (PNPF). This policy’s objectives have been translated into actions through the National Action Plan for Gender and Development or PANAGED for the period 2004 – 2008. This action’s plan has expressed the consolidation of six regional action plans (PARGED) and based on the results of the situational study of women in Madagascar. The action plan named PANAGED includes three programs: (1) the main program is the gender mainstreaming into institutions and into development programs, (2) improving the economic efficiency of women, (3) improving the status of women in social and legal conditions.



It is recognized that integrating gender equality is relatively successful in Madagascar. There are interesting achievements of the PANAGED while talking about gender mainstreaming, as far as many Ministries have a gender focal point.. Moreover, there have been many activities done related to women's economic situation in some Regions. Some legal framework and provisions have been also made so as to improve the legislation on women.

Concerning the representation of women in social and institutional systems and in management position, the occupancy rate for women minister and parliamentary is now 20%. The percentage of



women mayors and women Chief of Fokontany in urban areas are still below this rate.

## 2.6. EXPERIENCES AND LESSONS LEARNT IN THESE AREAS

Regarding the management of the rural and urban linkages, it is clear that the PADR actions have been operated in remote rural areas far from cities. The progress done to balance urban and rural disparity is quite modest. Therefore, there is a disturbing and an uncontrolled urbanization of suburban areas. Moreover, the economy and the panorama of suburban municipalities show unsightly contrasts. Otherwise, agronomic practices in suburban areas promote the use of pesticides and chemical fertilizers, so as to affect the immediate urban environment. At last, there is an urban trend for green products consumption that should be considered as a market opportunity for farmers in urban and suburban areas.

There are multiple problems of youth: delinquency, substance use, alcohol consumption, sexual violence, theft and wandering. On the other hand, young people participation in public decision making is still poor. In that way, young people often find themselves marginalized, and



this leads to the feeling of being isolated, excluded and vulnerable. In view of this, some politicians called out the young people to try to change the regime.

dered, in institutional and legal terms. More, older people's rights are not fully respected. That means: late payment of retirees' pension, non-payment or late payment of medical expenses, etc.

For the needs of persons with disabilities, the application of the charter of inclusive and equitable cities experiences some economic problems. The Charter is not compulsory. It is specially binding for the Public Administration to apply the technical guidelines because of its insufficient financial resources. Finally, the promotion of the Charter is not enough, either to the public, or to local authorities or to the private sector.

Despite progresses in protecting women's rights and in promoting gender equality, many things remain to be done. In some Regions, women enjoy less freedom, and many of them are still suffering domestic violence. Then, there are still discriminatory practices against women. For example, the age for marriage is 14 years for girls with consent of at least one parent, and 17 for boys. Another example is the following discriminatory provision: "a woman could not contract a new union before the expiration of 190 days from the dissolution of the previous marriage".

Concerning the equal rights to property ownership, the rule is the half division of marital property. However, many men and women ignore this law so that they are applying the traditional share that is only the one -third for women and girls.

Regarding the aged, it is clear that the consideration of older people needs have not been consi-



## 2.7. FUTURES CHALLENGES AND ISSUES IN THESE AREAS

The high population growth and the low participation of youth in entrepreneurially-related activities are the future challenges in these areas. Indeed, urban population is growing faster than rural population, with a population growth rate of 4% to 5% per

year. Cities are also affected by idleness, youth's problems of employment and of employability, that lead to delinquent and violent behavior. For building inclusive cities, the future challenges for Madagascar are the following and listed with priority order:

### Challenge 1 : Developing the job creation potential of entrepreneurial activity among young people

For this challenge, the following actions should be undertaken:

- Creating jobs for young people with low or no qualifications: Establishing a national and local policy for young people in order to learn and to acquire more competency and to perfect. In that way, it is important to strengthen the public-private partnership;
- Supporting youth exchanges through the Youth House, the National Symposium, Consultation Circle, National Observatory of Employment and Training;
- Building students residents and homes for young workers.

### Challenge 2 : Regulating rural to urban migration

The challenge in this context is to frame the organized migration initiatives by a strategic and legal framework. This results in:

- adopting the principle of land development before the land ownership ;
- promoting installation and ownership conditions for young migrants (to facilitate social integration between local population).

### Challenge 3 : Improving the poor's life conditions in urban areas

Therefore, the country is committed to:

- develop and implement the national social protection policy;
- give priority to education and professional training to disadvantaged people, by increasing their knowledge and expertise, so as to increase their productivity;
- promote employment and incomes generating activities ;
- facilitate the access of labor market opportunities for vulnerable social groups by enhancing their employability;
- improve access of basic urban services and ensure economic development supports for the most vulnerable populations;
- reduce violence in sensitive urban areas.

### Challenge 4 : Implementing and putting into national scale the "Charter of accessible cities"

For this challenge, it is important for Madagascar to:

- Adopt additive standards on people with disabilities accessibility to urban facilities and generalize this experience at the national level;
- apply these standards for all public project;
- ensure the State's continuity for the full application of standards.

### Challenge 5 : Improving access to quality health services, including reproductive health

This challenge is:

- To provide health services to the whole population;
- To promote the community health in health development;
- To improve the control of transmissible diseases;
- To make standards to the health technical platforms and to the public health infrastructure.

## 3. LAND AND URBAN PLANNING

### 3.1. ENSURING SUSTAINABLE URBAN PLANNING AND DESIGN

Since 2006, the National Policy of Land Planning (PNAT) has been set out. This policy imposes the development of every territory's planning tools. Therefore, there have been developed between 2007 and 2013 the National Land Use Planning Framework (SNAT) (time horizon 10 years), eight (8) Regional Land Use Planning Framework (SRAT) and three (3) other regional atlases. It has to be mentioned that the first step in SRAT process is to develop the regional atlas.

These projects do contribute to national planning grid through planning documents at all levels, ie at national and regional level, so as to complete the urban plans.

The SNAT and SRAT take into consideration the urban sector as one key element of country planning. These schemes include the urban diagnostic, the urban design framework at national and regional level, the setting up the urban data, and the guidelines for planning and development of cities. Referring to the SNAT, urban centers are specified as growth spaces. Furthermore, these general guidelines have been essential to urban planning.

In addition, the Urbanism and Housing Code in 1963 provides three types of urban plans, so as to be the urban planning tool in Madagascar. There are the Urban Master Plan (PUDi), the Urban Summary Plan (PSU) and the Urban Detailed Plan (PUDé).

About thirty big and secondary cities have produced these planning documents between 2004 and 2008. Since 2009, it has been completed by the simplified method for local plan through the Communal Land Use Scheme (SAC). In all,

16% of Malagasy cities did have urban planning such as PUDi, PSU, SAC and PUDé in 2006. This percentage has increased into 20% in 2013.

In Madagascar, there are only three agglomerations having the PUDi, which are the Antananarivo's agglomeration in 2006, the Moramanga's agglomeration in 2008, and the Fort Dauphin's agglomeration in 2012. Their agglomeration plan relies on the grouping of the concerned municipalities within an intercommunal structure called the Public Organization of Intercommunal Cooperation (OPCI). For this purpose, there have been established some intercommunal structures due to this agglomeration concept.

Since 1999, legal frameworks for the intercommunality have been set up. Despite some shortcomings, these frameworks have been affirmed in the Malagasy Constitution (both in 2007 and in 2010) and in the latest legislation focused on Decentralization in 2014. In accordance with Article 14 of the Decree of 1999, the OPCI's competences and abilities are the following areas: urban planning topics, elaborating of planning document, housing and human settlements policies, roads, sewerage network, waste management, etc.

Madagascar has made its best efforts to preserve its urban heritage. Besides the registration and classification to national heritage and UNESCO world heritage, the PUDi ensures the planning and the regulation of the heritage areas in urban centers. Exceptionally, it has been build in the Capital of Antananarivo, the Protection Zone for Architectural and Landscape Heritage (ZPPAUP). These zones are subject to laws and regulations, restoration actions, and in some way to development. Generally, the Malagasy urban heritage is being valued by tourism.

### 3.2. IMPROVING URBAN LAND MANAGEMENT INCLUDING ADDRESSING URBAN SPRAWL

Institutionally, urban management involves three entities: (1) the Ministry of Decentralization and Home Affairs (MIDE), (2) the Ministry of Land Planning, (3) and the Municipality. With this institutional scheme, (i) the Commune as a basic Community is the first responsible of urban management. Then, it is being supported by the decentralized services of Land Planning. Therefore, the Commune has to be subject to the legality control of the Ministry of Decentralization and Home Affairs. Moreover, Communes do benefit

from a wide range of capacity building-programs. This scheme is governed by the Decentralization Law and the Urbanism and Housing Code.

The Communes are not working in the same way because of their different administrative status. The Commune is administrated by the Mayor and the Communal Council. The latest mayor's election has been held in 2007. The first category of rural Commune should had a technical service,



while there should be a Direction of Urbanism for the first category of urban Commune.

About management of urban areas, the most important tool to be used is the urban plan. Otherwise, the cities that do not have such urban plan should be managed ever with inappropriate and outdated documents, or daily and simply managed.

Generally, in Madagascar, rising or growing towns have been built from political and economic situation, rather than from a territorial planning practice. So, many cities were formed in this way such as: relay towns which have been villages before like Moramanga, port towns like Toamasina, industrial towns as Antsirabe, cross roads towns and commercial towns like Analavory. There are also administrative cities, where have been built up some infrastructures and created some services, so as to manage the territory.

Nevertheless, the main factor contributing to Malagasy cities growth is the road and its conditions. Therefore, there are linear cities like Andapa, concentric zone such as Ambovombe and glove cities such as Ihosy. Otherwise, there has been a preconceived plan for more than half of Malagasy cities, but their sprawl did not follow the plan.

Only 2% of areas in the 172 cities in Madagascar are urbanized. For urban Communes, this urban

areas percentage is about 4%. Nevertheless, the urban areas inside regional metropolis, are to be wider such as in Toamasina with 31% or urban areas, Moramanga 28%, Mahajanga 27% and Fianarantsoa 17%.



Now, the use of urban land still allows some interesting optimization. City vertical profile is usually very restricted:

- Only to 4 and 6 levels in the city center, excepting those constructions derogated by Department of the Ministry of Land Planning;
- to 4 levels in immediate suburbs;
- and to 2 and 3 levels on the peripheries.

Somehow, urban plan for Malagasy cities have optimized the urban horizontal sprawl, so as to give flexibility to urban densification in the future.

### 3.3. ENHANCING URBAN FOOD PRODUCTION

In 2004, the Policy Letter of Rural Development has been adopted. Two of the five objectives of this Policy talk about the improving food security and the increased rural production. This policy strengthens the principle that there is a close relationship between producing rural zone and transforming and consuming cities of rural products. In addition, Madagascar also has the public policy on specific sectors such as rice and sugar.

Many programs and projects have been implemented in response to these policies. These projects are about the system of rice intensification, the watershed protection, the development of irrigated areas, the promoting agro ecologic technology, the rehabilitation and construction of irrigation networks, the promoting of agricultural machinery, the support to rural small business and rural young entrepreneurs, Chambers of Agriculture and Rural Organizations, etc. As examples there are the following programs and projects: BVPI, PPBVLC, PRBM, RPA, GSMD, PSSA,...

In 1999, rice cultivated-area is estimated around 1.450.000 ha, giving a global rice production around 2.800.000 tons, of which 62% for national

consumption and 29% to be sold. Rice regional trade flow represented only 180.000 tons, so 34% of sales and 10% of total product. The import was estimated about 285,000 tons.

Food insecurity became more severe over the years. In 2010, over 35% of people in Madagascar were food insecure against 25% in 2005 (CFSVA 2010). In 2012, this rate increased to 65%. That's the reason why the National Action Plan for Nutrition (PNAN) 2012-2015 has been established. This plan aims (1) to reduce food insecurity rate from 65% to 43%, (2) and to keep the rate of food insecurity in rural areas less than 30%.





Regarding the urban and suburban agriculture, cities have contributed significantly to the dynamism of these activities, due to consumption increases. It has been implemented for the agglomeration of Antananarivo the ADURAA Project or Sustainability of Urban Agriculture Analysis Project, whose results proved the primary importance of food based in urban and suburban agriculture. In the city of Antananarivo, 15% to 25% of rice consumed, and more than 90% of vegetables are mainly cultivated near the city.

There have been developed around the cities some zones where are produced vegetables for urban consumption. So, fresh vegetables and livestock products have become available to the

urban population, due to short distance from production to city markets, and on the other hand due to range of prices. However, some cities face supply problems, because of their isolation of production zones, or the exploding demand due to existence of important projects in the city.

At last, the urban plan recognizes the multiple functions of urban agriculture, that are its price stabilization during the lean period, its economic function, its protection against floods, its environmental function and its social and territorial function. As evidence, the urban plan does reserve particular areas to agricultural activities, but the inapplicability of such plan does explain the rice field backfilling and urbanization.

### 3.4. REDUCING TRAFFIC CONGESTION

The National Transport Plan developed in 2004 continues to remain in force to 2020 regarding the management and the congestion of traffic in Madagascar. At national level, this plan sets out actions to improve intercity connection that is really significant given the outline of city network in Madagascar. Locally, the Urban Transport Plan (PDU) provides solutions to intra-urban link's questions.

The agglomeration of Antananarivo has developed its Urban Transport Plan (PDU) in 2004, then it has been completed by study about debottlenecking of traffic. It has also been implemented the Improving Program to Urban Mobility (PAMU), supported by Ile de France Region. For other cities, the PUDi does set out actions on infrastructural aspect of the urban mobility and transport.



The Urban Transport Plan of Antananarivo, is being considered as the most progress on the organization of traffic urban. Despite mixed results, it could serve as model for the other cities in Madagascar. This transport plan has specified actions on several aspects, whose achievements could be registered as good results for Antananarivo's agglomeration. Lack of funds, the achievements are not complete, and have been about reorganization of traffic in center city, streets and intersections layout, clearing and enlarging sidewalks, pedestrian crossing design, creating speed breaker, etc.

In addition to this, strong measures have been implemented for reorganizing and developing the public transport network, parking and bus stations, whether for city taxis or for freight.

Since 2009, the Improving Program to Urban Mobility has been implemented in Antananarivo with the support of Ile de France. It is expected that the program will include two phases: (1) the first phase aims to upgrade the existing system, relying on pilot project of urban transport in short term, (2) and the second step will concern the medium and long terms through structuring project and accompanying policies for integrated transport system, in the agglomeration of Antananarivo.

The first phase has been completed with restructuring and fitting out of breakpoints and terminus of two transport lines (as pilot), training of carriers, and some accompanying measures. Therefore, the Improving Program to Urban Mobility has helped to establish the profession Charter (good conduct code of urban transport profession), line and terminus exploitation charges, specifications of technical charges (technical and structural specifications of autocars), and others documents and proceedings, particularly, the management reform of transport licenses, in a numeric database of the Urban Commune of Antananarivo (CUA).

Regarding the structuring projects, the rehabilitation and extension of some streets have been made in some great cities with the funding of TFP and the private public partnership. New boulevards have been also built.

In addition, organizational traffic measures have been taken in big cities through traffic lights, but they have been substituted by traffic police officers.



### 3.5. IMPROVING TECHNICAL CAPACITY TO PLAN AND TO MANAGE CITIES

To improve municipal management, several guides for mayors and for technical and financial services have been developed.

In 2005, the “Mayor’s handbook” came out by the Ministry of Decentralization and Country Planning, in partnership with UNDP. This guide was distributed to 1.549 Communes in Madagascar. In 2007, two others guides have been developed with German Cooperation that are “*General guide for property taxation and revival of tax software*”, and “*Guide for property taxation census and recovery*”. In 2008, these guides have been improved for Rural Communes, 2<sup>nd</sup> category.

Then, there have been achieved actions on sensitization, information and training of Municipalities, Districts and Regions on territorial planning and city planning in 2008, in 2010 and in 2013. The series of training concerned territorial planning, urban planning, planning procedures, city management and urban project management.

Regarding the implementation of the Policy Letter of Decentralization (LP2D), the Local Development Fund (FDL) has been established in 2009. The FDL is a national mechanism (i) financing local and intercommunal initiatives (ii) improving performance of communal staff and employees. It contributes to improve the municipal team skills in all the Communes of Madagascar.

In 2013, National Institute for Administrative Training (INFA) have certified, 1,611 Secretaries Treasurers Accountant of Communes, 958 technical officers, 1.500 mayors on management and members of municipal councils on communal management.

The numbers of municipalities who have met their legal obligations have significantly increased between 2009 and 2013. These legal responsibilities include the development of administrative account, and the elaboration of primitive budget (Commune’s number with administrative budget from 72 to 1251, Communes with administrative account from 632 to 1084).

Besides, the National Institute of Decentralization and Local Development (INDDL) has been created in 2011. Its mission is to provide initial and continuing training, research and the promotion of decentralization and development local.

In 2012, INDDL have recorded a series of achievements related - directly or indirectly- on the management of cities, such as training of Municipality agents in Sambaina Manjakandriana, training of INDDL’s trainers, training of CAC agents in Maevatanana- Mahajanga, Commune’s assessments in Sambaina, Ankazobe, Soavinandriana, Analavory, promoting courses of DDR (territorial intelligence, decentralization, project), initial training of officers land offices, and training of CUA agents on urban transport.

These two establishments are working primarily for improving the technical capacity of communal and regional staff. But their training programs are also strengthened by some contribution of several Ministries (such as Ministry of Planning, Ministry of Water, Ministry of Finance and Budget), and technical-financial partners like AFD, GIZ and SAHA Program.





### 3.6. CHALLENGES EXPERIENCES AND LESSONS LEARNT IN THESE AREAS

The coverage of Malagasy cities in urban planning documents is still low. It is the same situation while talking about application of these urban plans. The incomplete decentralization explains this low technical and financial capacity of Communes to take in charge their planning study, and to implement all urban plans. This weak enforcement of urban plan manifests by more and more populated areas, and the proliferation of illegal land uses and illegal constructions. One household occupied 26m<sup>2</sup> in 2010, so a decrease of 3m<sup>2</sup> compared to 2005. 60% of households live in a single room, 29% have two rooms while 13% three rooms.

Furthermore, the decentralization of administrative services of Country Planning is ineffective, whereas they should play an important role by supporting the Communes to apply and to manage the urban plans. In 2013, there are only 8 regional services of the Ministry of Country

for rapid urbanization and are reluctant to institutional reform caused by urban sprawl.

In terms of urban management, urban plans are soon outdated in the context. Therefore, there is a gap between the local reality, the urban plan and the planning regulations, so that building permits issuance experiences also many problems.

Then, the preservation of urban heritage faces to lack of funding needed for its restoration.

Regarding the traffic management and the urban congestion, the mononuclear urban model prevents the development of economic centers in suburbs of big cities. Because of this model, incoming and outgoing flows increase in rush hours. In addition, rapid growth of vehicles (5% per year) gives rise to oversaturated road. Moreover, there are the poor public transport management and the lack of coordination between urban and



Planning on the 22 Regions, that is to say 36% of coverage rate. Exceptionally, for cities of Nosy Be and Sainte Marie, given that they are island with a particular status, there has been set up the “local delegation of Country planning”.

The implementation of commitments on Country planning and on urban planning has experienced institutional problems which the most important are organizational transformation and lack of stability of communal staff, passivity and failure in taking responsibility, inadequate collaboration between central services and decentralized services.

Institutionally, the city’s scale change deals with cooperation problem between concerned Communes. Problems on operationalization of the OPCI reside on structure’s operation, competences distribution not clear between OPCI and Communes, and bad influence report over them. Communes on the suburbs are poorly prepared

suburban transports. Furthermore, regulatory framework for urban and suburban transports is still outdated and incomplete.

At last, use conflict of road space and price conflict occur because of a diversity of transport’s modes. The proliferation of soft and traditional transport increase the traffic congestion, especially when these transport’s modes are working with informality and traffic laws violation. Therefore, risks coming from road traffic accidents are very high, due to speed exceeding, technical failure vehicle and indiscipline of drivers mostly bus drivers, but also because of no specific area for each transport’s modes.

### 3.7. FUTURES CHALLENGES AND ISSUES IN THESE AREAS

About this area, the biggest challenge in the next 20 years is to ensure coverage of planning documents of all cities in Madagascar (urban plan and development scheme), to apply them by local authorities, regional and central services.

Thus, Madagascar is committed to meet the following challenges, in priority:

#### Challenge 1 : Developing and improving skills and competences of Communes and Fokontany

Therefore, the following challenges have been identified:

- Strengthening the specialists in this field by supporting academic institutions to the specialization of young people in these disciplines, and increasing professional exchanges;
- Implementing the continuing training programs for elected and local responsible;
- Establishing pluridisciplinary territorial officials.

#### Challenge 2 : Ensuring the availability of planning documents for cities over 5,000 people

For this, the country intends to:

- Apply the renewal of urban planning according to the function and the dynamism of cities. There are : strategy and flexible tools for metropolitan areas and agglomerations; Urban plan for the regional urban centers, the SAC for local urban centers and elaborating systematically PUDé for any city category;
- Systematize the use of reliable local land tenure plan (PLOF) for any urban planning;
- Promote the densification and poly-nuclear urban model in any urban plans.

#### Challenge 3 : Ensuring the compliance and the implementation of urban planning documents approved

These are:

- Using planning documents approved as reference for all urban actors;
- Developing monitoring and evaluation tools for territorial planning.
- Popularizing the planning documents and ensuring management transparency;

#### Challenge 4 : Boosting and performing planning and developing operations in all cities

Therefore, it is important to:

- strengthen the operational projects related to urban restructuring and/or urban renewal ;
- anticipate the public operation of infrastructures and urban basic facilities in extension zones of city.



## Challenge 5 : Ensuring integrated urban traffic management and urban congestion

To do this, Madagascar will:

- reduce congestion near the cities entrance by different solutions;
- do some light investments with immediate and significant effects that are widening existing roads, improving junctions, reorganizing public transport ;
- do heavy investments for urban mobility in the big cities and agglomerations;
- Strengthen legal and operational frameworks for urban traffic.

## Challenge 6 : Promoting and frame the private sector interventions in urban development

The country is committed to:

- develop partnership with private sector, by pushing it to contribute in urban investments;
- set up the Territorial Planning Committees;
- develop effective tools and instruments for promoting public-private partnership (legal and commercial instruments, etc.);
- increase the beneficiaries of Public Investment Project (PIP) and involve small and medium businesses in execution of these PIP;
- intensify the partnership between private actors in promoting social dialogue and the full participation of civil society.

## Challenge 7 : Ensuring the unifying role of Country Planning Department for the effectiveness of sectorial actions in urban areas

For this, Madagascar plans to:

- strengthen the cooperation between Communes, Fokontany and Regional Services of Country Planning in the 22 regions;
- revising the legal framework on intercommunality according to the development imperatives and develop or revitalize this inter-communal mechanism in the big cities and agglomerations;
- Promote the establishment of urban development agency for the big agglomerations.





## 4. ENVIRONMENT AND URBANIZATION

### 4.1. ADDRESSING CLIMATE CHANGE

For ten years, environmental protection has become a major concern of the Government. From this situation, environmental education and information have held an important place so as to solve the problem regarding forest degradation in Madagascar. The National Policy on Environmental Education (PNERE) has been established in 2002. This Policy aims to develop environmental awareness of every citizen, in order to get knowledge and skills. This first initiative has led to environmental mainstreaming, even the environmental education in education programs in 2008. It is combined with the educational system change from primary to university level. Actually, this Policy is under review, is being updated and becomes lately the National Policy on Education related to Environment for Sustainable Development (PErEDD). This new Policy is working for the construction of responsible citizen, solidary, able to act individually and collectively for a healthy environment, and for the sustainable development of the Nation.

The new Policy will set the environmental guidelines for the population education. It will also set all principles to be respected for the implementation of environmental education, and all instructions in which national and regional programs and actions plans should be drawn. It will evolve progressively with consolidated experiences.

Besides that, there are many reforestation initiatives by governmental and non-governmental organizations, in urban and suburban areas. The national reforestation program, named “one tree – one child» is being undertaken through the active participation of the education system from primary school level. This program aims to plant 6.000.000 trees every year that are the number of children in schools. Note that the reforest areas are most of the time located over the urban centers.

### 4.2. DISASTER RISK REDUCTION

The National Strategy on Disaster Risk Management (SNGRC) has been established in 2003 through the Law N° 2003-010 of 05 September 2003 about the National Policy on Disaster Risk Management. For its implementation, the National Strategy includes six strategic axes that are: (1) operationalizing the institutional mechanisms for disaster risk management, (2) long-term capacity building for DRM at all levels, (3) developing a complete information system, (4) developing financial mechanisms, (5) reducing global risks and vulnerability, and (6) establishing regional and international collaboration. As seen, the Disaster Risk Reduction (DRR) is been considered as a component of the Disaster Risk Management.

For the strategy's implementation, many structures have been established, such as Disaster and Risk Management Committees (from National Committee to local Committee in the Fokontany), the National DRM Office (BNGRC), and the Disaster Prevention and Emergency Management (CPGU).

Being a decentralized structure, the Communal Committee of DRM is award to deliver aids for disaster victims and to coordinates responses to disaster (at levels of Communes and Fokontany).

Risk assessment is essential in managing and in reducing risks. About that, progresses have been made in Madagascar, in order to better control and to adapt to climate change impacts. First of all, the Meteorology General Department has developed the climate data model projection in 2055. These data have been used extensively by sectorial actors and stakeholders so as to become aware of climate change issues, consequently to take adaptive climate change measures.

Also, risk and vulnerability atlases have been developed for the most vulnerable regions to climate change in Madagascar that are SOFIA, SAVA, Vatovavy Fitovinany and Atsimo Andrefana. These risks' atlases have met the needs to: (1) to understand all types or risks due to climate hazards (frequency, intensity, climate change scenario), and (2) to analyze vulnerability of each area affected by climate change impacts (education, health, agriculture, transport and human settlements)



### 4.3. REDUCING AIR POLLUTION

In fifty years of industrialization in Madagascar, industry contributes only 15% of GDP. The Industry Union of Madagascar (SIM) has only about a hundred members in 2014. Thus, the greenhouse gas emission is still low, around 0.2 tons per capita per year. But this situation does not prevent the Malagasy State to take measures so as to reduce and to manage the industrial pollution. Therefore, legislation and laws have been put in place for managing air pollution. This law about management policy of industrial pollution came into force in 2000, and has been strengthened by the MECIE Decree (Decree about Implementation Investment Compatible with the Environment). This decree requires Environmental Impact Study (EIS) or environmental commitment programs (PREE) for any public and private investments. Therefore, there should be elaborated specifications that are parts of these environmental impact assessments. From these specifications, industrial pollutions could be mitigated (especially those of large firms). Generally, the industrial pollutions are still manageable in Madagascar. The National Office of Environment (ONE) and the Ministry of Industry are monitoring specifications compliance. On the other side, local population is watching carefully their living

environment and does complain whether there is real pollution.

In a scientific study by INSTN in 2003, it was shown the alarming air pollution level in Antananarivo. The Capital was declared a “PM<sub>10</sub>-saturated zone”, since PM<sub>10</sub> average concentration is higher above acceptable values (150 µg.m<sup>-3</sup>). This high pollution is due to leaded fuel, before the arrival of unleaded petrol (the first launch of unleaded was in 2003).

Since the introduction of the unleaded petrol, there was a significant decrease of air pollution from 27% (in 2006) to 90% (in 2012) in Antananarivo and its outskirts.

Besides that, plastic bags are the cause of the major environmental concerns. In Malagasy cities, plastic bags are invading lives, household wastes and public place. They are considered as significant source of pollution throughout their life cycle (plastic bags take over than hundred years to decompose in landfills). Aware of this problem, the Government has enacted in 2014 the Law prohibiting the use of plastic bags. This act comes into force on 2015.

### 4.4. CHALLENGES EXPERIENCES AND LESSONS LEARNT IN THESE AREAS

Urbanization is causing significant damage to ecology and to environment, such as forest resources in most large cities in Madagascar. Regarding natural environment's preservation, insufficient budgetary resources is a major obstacle for reforestation. Then, monitoring of young plantations is lacking, therefore it is hard to measure exactly reforestation success rate since decades. This situation results from limitation of human and financial resources.

On the other side, green spaces are disappearing in cities. The Capital has only 3 Ha of public gardens with a total area of 83 km<sup>2</sup>. But, the real problem for the Municipality is how to maintain the sustainable gardens and the green spaces due to incivility of the population and to the low municipality budget.

Furthermore, municipal officers do not really enforce the law about the industrial pollution's management and control. There are only a few cases of closure polluting factories either temporary or permanent. Most complaints are closed after paying for money penalty and pollution clearance.

About air pollution, the old vehicle fleet, especially old vehicles for transport and old taxis are

producing harmful emissions. Air quality remains an important issue for public health.

At last, urban Communes did not establish or was not be able to dynamize neither to operationalize their DRM Committee. Lack of financial resources and weak operational capacity do explain this lethargy. There is no allocated budget specifically for the DRR decentralized structure. These DRR Committees (communal as well as local committee) are more and fully engaged only where there are development projects supported by technical and financial partners.



## 4.5. FUTURES CHALLENGES AND ISSUES IN THESE AREAS

The below observation led to the following challenges (in the priority order) :

### Challenge 1 : Ensuring the implementation of the strategy on adaptation to climate change and on reducing risk

For this, Madagascar would launch challenges:

- To revise its national DRR strategy, specifically on : (1) extending the powers of DRM communal and local committees, and on (2) providing responses to all specific risks existing in cities ;
- To set up a permanent consultation structure within the Commune, (1) for the database creation and for (2) DRM project sustainability ;
- To ensure the effectiveness of the contingency plan and to consider hazards other than cyclones and floods;
- To use new technologies for risk assessments and for monitoring urbanization dynamics
- or for urban sprawl control (disaggregated urban data);
- To strengthen urban development operations;
- To design and to implement a monitoring system of building and construction standards for resilient infrastructures ;
- To improve management of fire services, through increasing fire hydrants and other related services.

### Challenge 2 : Ensuring industrial pollution and air pollution reduction

That is:

- To manage the industrial pollution through (1) dialogue and cooperation of all stakeholders, (2) through effective implementation of sanctions, and (3) through wide communication campaign;
- To manage industrial and hospital wastes (building specific landfills and waste management model for these wastes types), and to do environmental audit for industries.
- To check the age of the vehicles, through rigorous verification during the technical controls

### Challenge 3 : Increasing production and use of home renewable energy

The following actions should be taken:

- To implement the energy transition plan in short and medium term;
- To recycle wastes so as to produce energy with the JIRAMA's cooperation

### Challenge 4 : Promoting green and ecological cities (eco-cities)

This challenge aims:

- To encourage energy efficiency in new buildings ;
- To promote horticultural activities in the suburbs ;
- To increase urban green space and to continue reforestation in the suburbs ;
- To prevent erosion by building infrastructures and by using soft measures.



## 5. URBAN GOVERNANCE AND LEGISLATION

### 5.1. IMPROVING URBAN LEGISLATION

The Malagasy urban governance legislation consists of all Laws, Decrees, Ordinances,... related on decentralization, urbanism and housing. Especially, the Urbanism and Housing Code was adopted in 1963 and there is only partial revision up to now. It has been supposed that the Code of 1963 would be a collection of two decrees (on 1960 and on 1962), but paradoxically, it made significant changes on urban legislation. That is the reason why the Ministry of Country Planning decided in 2005 to completely revise this Code. The draft law is now is ready for adoption.

The Urbanism and Housing Code is the main framework for all actions in cities. It involves



procedures for urban planning, urban management through different urbanism applica-

tion (building permit, subdivision permit, and demolition permit), and for urban development. However, it also contains technical requirements which are be used as planning regulations at the national level.

Locally, the urban plan includes a set of regulations that are matched with the land-use planning of the city. Therefore, these planning regulations are providing details so as to complete the Urbanism Code for cities which have it. Generally, these documents are the working tools of each technical services (of the Ministry of Country Planning and of the Commune) while delivering all permits.

In 2010, the Ministry of Country Planning had revised through two Decrees, measures about subdivision, partition and contravention on urbanism and building. These decrees have been adopted, because of the proliferation of illegal constructions in Malagasy cities, the powerless of local authorities given to inadequate procedures, and so as to frame private property transactions.

In 2012, construction standards were revised, integrating climatic parameters, and reduction risk. Therefore, hurricane building codes have been adopted and popularized from ten Regions in Madagascar. Other normative regulations still remain in force.

### 5.2. DECENTRALIZATION AND STRENGTHENING OF LOCAL AUTHORITIES

Madagascar has adopted the decentralization Policy since the early 1990. After the adoption of decentralization Act (on 1994 and on 1995), decentralization organizational structures have changed several times. From 1994 to 1998, there were three grades of decentralization: Regions, Departments and Communes. In 1995, the urban-rural Communes classification has been changed, and there were 45 urban Communes in Madagascar.

Then, the three grades of decentralization have also been modified into Provinces, Regions and Communes from 1998 to 2007. The first Policy Letter of Decentralization (LP2D) has been adopted in 2005. So from 2007 to 2010, two stages of decentralization have been experienced that are Region and Commune. Finally, since 2010,

the former structuration has been kept such as Provinces, Regions and Communes. In 2011, a new urban-rural Communes classification has been adopted, which resulted in the end 72 urban Communes. In 2014, three new laws were enacted: the organic law on decentralization, the law on State representation to decentralized authorities, and the law on powers and resources allocated to decentralized authorities.

During these 20 years, the main gains are the rightful place of Fokontany, the long-time existence of Communes and their status evolution every 8 years, the Region's statement, and the Decentralization law adoption in 2005.

In conclusion, the Commune is being the anchor point of the urban governance in Madagascar. It



is the one stable territorial collectivity and whose status is clear. The Commune or the Municipality is administered by elected mayor.

Therefore, two indicators measure the quality of decentralization which is really required for sustainable development in urban areas:

- The percentage of policies and legislation urban issues in whose formulation local and regional governments participated: 31% in 2006 and 32% in 2013.
- The percentage share of both income and expenditure allocated to local and regional governments from the national budget : 3% in 2006 to 5% in 2013.

Reading these indicators, the decentralization process is not yet fully effective in Madagascar, especially regarding the budget decentralization.

In order to overcome this failure, Municipalities have made efforts to mobilize financial resources, through private public partnership and through decentralized cooperation. From 2006 to 2012,

financial assistance as part of decentralized cooperation has doubled, thus reaching 31 million USD. About twenty cities would benefit of the decentralized cooperation with European Municipalities and Regions. Projects on urban development have also increased. In 2012, there were three key sectors of the decentralized cooperation: the urban development, the water and institutional support. They were spending 60% of financial aids of these cooperation.

At last, it is worth to mention achievements of the FDL, the INDDL and the ONCD (National Office of Concertation and Decentralization) on the country's progress. There were a thousand of subprojects implemented in 1.200 Communes, 630.000 temporary jobs created, the local economy revitalization, the implementation of capacity building program of Communes and Regions, the implementation of citizen participation and accountability (200 Communes), the promoting local taxation program (350 Communes), and the establishing service 's standard program (200 Communes).

### 5.3. IMPROVING PARTICIPATION AND HUMAN RIGHTS IN URBAN DEVELOPMENT

**L**aws on citizen's participation have been adopted in 2001 and in 2003. Besides, this citizen's participation is being effective while developing the urban plan.

First of all, the Urbanism and Housing Code advocates the establishment of Municipal Urbanism Commission, which does represent all stakeholders in private and public sectors. This is the same process while implementing the urban projects, which required also the establishment of the local committees. The local authorities, such as mayors and Fokontany's chief, are members of these committees.

Then, public inquiries are current practices especially for projects requiring land expropriation. Therefore, the participatory and inclusive approach is essential to urban planning and operation in Madagascar.

On the other side, the civil society is very present in this area. It is organized and structured, to have the National Platform of Civil Society in Madagascar (PFNOSCM). Its participation does extend in the fields of governance, of environment and of land management.

For citizenship, the Office for mass education and for citizenship (OEMC) has been established in Madagascar in 2002. Among the achievements of this Office, there are the restructuring of the civic and citizen educational program (at primary



and secondary school), the establishing citizen program for high school, the awareness campaign for the promotion and defense of human rights in schools, the organizing cultural events about human rights and citizenship, producing documents and reports, ...

From 2008 to 2011, the OEMC has implemented with UNDP's support the Project promoting the culture and the defense of human rights in schools.

For protection of human rights, a lot of progress has been made. First, the "education for all" program has been implemented since 2003. This movement has provided the support of registration fees for primary education, school kits distribution, grants for teachers "hired by parents" (FRAM), introduction of free school meals, grants schools and schooling in youth prison.



For protection of people living with HIV/AIDS, it has been adopted the law on the fight against HIV/AIDS and the protection of the rights people living with HIV. The national plan against HIV/AIDS has been implemented. For this purpose, campaigns have been conducted to aware of discrimination and of stigma of people with AIDS.

At last, for protection of children's rights, Madagascar ratified the United Nations Convention on the Rights of the Child (CDE). Since 2001, Madagascar has implemented the Project that aims in

improving the working conditions for children, through schooling and professional training and reintegration. From 2004, the National Program for Birth Certificate registration (EKA) has been launched. In 2005, Madagascar is committed to reforming its legislation on protection of children's rights. Since 2006, the "week for mother and child" has been institutionalized and is being celebrated twice a year. Moreover, the protecting actions against sexual exploitation and sexual abuse of children have been carried out.

## 5.4. ENHANCING URBAN SAFETY AND SECURITY

According to the Human Development Report (RMDH) 2013, the crime rate provides measure to civic commitment and to civic trust. The last years, the average crime rate in the world was 6,9% per 100.000 persons. For Madagascar, this crime rate was 8,1%.

According to this 2013 Report, the percentage of people who feel safe in their country has peaked at 66% in the world. For Madagascar, this rate is about 53%.

The crisis of confidence does manifest through the fear of economic operators and of people, and through the insecurity rising. Even though, the crime rate is decreasing from 1,39 crime per 1.000 habitants in 2011 to 0,95 crime per 1.000 habitants in 2012, and to 0,91 in 2013, there is resurgence of gags using more and more dangerous weapons.

Despite the Security Ministry's efforts, we deplore the resurgence of the insecurity manifesting by the increasing of armed robbery, kidnapping, home invasion robbery by gangs, etc.

The actions against insecurity are conducted throughout the country. In urban areas, police is

deploying repressive and defensive tactics, while judicial system is raising awareness and court near population. On the other side, Communes and Fokontany are establishing the municipal police force and the oversight committees.

The following indicators also express the preventive actions and the improvement actions for urban safety: 82% of Regions have the social security plan in 2013 while it was only 14% in 2006. In 2013, 47,7% of Communes have the gendarmerie's office. However, the percentage of urban Communes which do not have police station is still 10,4%.

These last years, there is rise of services performed by private security organizations in the big cities and agglomerations.

Furthermore, specific projects supported by technical and financial partners and NGOs have been implemented in Antananarivo. There are for example the Neighbourhood's Initiative Support Program (PAIQ), aiming to reintegrating juvenile offenders into the community, the Volunteer against Violence Project and the Human Security Project.

## 5.5. IMPROVING SOCIAL INTEGRATION AND EQUITY

This section will focus on social integration of prisoners given that the social integration of other kinds of people has been treated under several previous chapters (women, youth, elders, poor, and people with disabilities).

For the last twenty years, the progresses about this theme include the creating of the Department in charge of humanization of detention conditions, and of reintegration within the Ministry of Justice, and the establishment of the task force inside prisons.

Madagascar has adopted laws against torture and other cruel, inhuman and degrading treatment or punishment, laws about criminal proceedings

on custody, the organization for penal Administration, the preparation for successful reintegration into community life of prisoners. These laws were made between 2006 to 2008: Decree 2006-015 of 17 January 2006, Decree 2006-901 of 19 December 2006, Decree 2007-021 of 30 July 2007 and Decree 2008-005 of 25 June 2008.

Some foreign NGOs such as Swiss, French, and American NGOs, are playing very active roles in the reintegration actions. They cover almost the entire national territory, especially in big cities like Antananarivo, Tulear, Antsirabe and Fort Dauphin.



At the operational level, there is the implementation of detention centers improvement programs. These programs have included the increasing of training workshops, the establishment of an independent inquiry committee about prison labor, the disinfection of prisons and the social support of prisoners.

In 2013, Madagascar launched two important projects with the support of the European Union, named (1) “*quartier d’avenir*” or “future neighborhood starting to prison into reintegration” which is being implemented by Handicap International, and (2) “*scolarisation des mineurs*” or “minors schooling” with the Dignity Foundation.

## 5.6. CHALLENGES EXPERIENCES AND LESSONS LEARNT IN THESE AREAS

First, most of urban legislation is outdated. That is the case of the Urbanism and Housing Code and the building standards. These laws are also scattered, hard to find and inaccessible to the public.

Then, the Communes are placed in the middle of all institutions, but they do not control the relationship with the Government and with the Fokontany. Added to this, there is a real lack of technical services which are supposed to provide support to these Communes.

For political reasons, the appointment of the special delegation replacing the mayor is a violation to the decentralization principle. Now, most of important cities in Madagascar are administered by the President of special delegation.

The equivocal status of Fokontany weakens the Commune. The Fokontany is a collective institution which existence is prior to the Commune. Since 2007, the Fokontany’s Chief has been no longer appointed by Mayor, but by the District Manager. Therefore, the Fokontany has become as a decentralized structure than a territorial subdivision of Communes.

All these inconsistencies have brought mess and confusion that negatively affect the harmonious and stable relationship between decentralized institutions.

It should also be noted the problematic transition into metropolitan governance. In fact, municipal officers are facing to demographic and economic changes inside and outside the Communes. But, they have no power and no force beyond their

territorial limits. This situation affects the consistency of planning policy of road, of public services, and of transport.

The agglomerations of Antananarivo, Toamasina and Fort Dauphin, have experienced this problem. They do now have an OPCI which does not work well. Legal frameworks on intercommunality exist but they are not well-done too. Moreover, there are no measures to promote the intercommunal cooperation.



The low budgetary decentralization is considered as the reason of Communes inefficiency. The percentage of resources given to decentralized collectivities from central Administration is only 5%. In addition to this, there is the weakness, the non-transparent allocation and the unpredictability of these financial resources.

Then, there is also the low fiscal decentralization, given that in 2003, 98% of national tax revenues are collected by Central Administration. In practice, few resources have been given to the fiscal decentralization process, especially to property tax. There is also the insufficient exploitation of the property tax, due to lack of land inventory and to low recovery rate (15% to 30%), to tax incivility and to lacking of coordination and of incentives.

Thereby, the Municipal expenditures are very limited to operating expenses, consisting in most cases of salary. The majority of investments are not included in the municipal budget. Moreover, the public investment in urban areas is still very small. It averages between 1USD to 2 USD per habitant per year. For the Capital Antananarivo,





the investment rate is the highest reaching 4 USD per habitant per year.

Regarding the social accountability, local authorities do not govern the Commune with transparency and accountability. On the other hand, citizens do not give more confidence to the Administration, and are losing interest in participatory public actions.



The civism is one major problem in cities in Madagascar. It appears like damage to public property, lacking in sense of responsibility, corruptible behavior at work.

In terms of social integration, there is the alarming increasing number of street children and of homeless in Malagasy cities.

At last, the living conditions in prisons are very bad. The ratio is about 1 prison guard for 30 to 40 prisoners where should be 01 prison guard for 5 prisoners. In 2013, prisons in Madagascar are overcrowding with an overall occupancy rate from 185% to 375%. 85% of prisons are very old and were in complete disrepair. Moreover, their location in the city is not suitable, as the city is urbanizing.

## 5.7. FUTURES CHALLENGES AND ISSUES IN THESE AREAS

In 2036, Madagascar will have to deal with the urban insecurity, the limited capacity of Communes, the lack of investments, the legal

vacuum in urban governance, the marginalized urban people. For that, the challenges are (in the priority order) :

### Challenge 1 : strengthening the technical and financial capacity of cities

This challenge aims :

- To strengthen and make transparent, quick and efficient resources transfer from the Central Administration to Communes, up to 20% of the National Budget until 2036;
- To establish the legal frameworks which would facilitate financial resources mobilizing in the Communes and their group;
- To set up the Joint Committee working for resources and skills gradual transfer ;
- To improve intervention 's strategy of FDL, according to the principle of equalizing national fund;
- To ensure transparency in urban management and build the results culture within Communes;
- To strengthen the fight against corruption and set up the service's standard and the procedures' manual to the Communes;
- To improve the financial management of Municipality, work up and harmonize its information system and its management software ;
- To implement gradually the e-Administration and the e-Governance.

### Challenge 2 : Ensuring urban safety and security

The country will:

- Implement programs on security and on civil protection;
- Improve the police and the courts nearby people;
- Implement specific and ongoing actions about the urban insecurity;
- Strengthen the program on youth and children rehabilitation ;
- Initiate the reform within the Conception Joint Agency (Organisme Mixte de Conception)
- Develop all forms of cooperation, with traditional authorities for youth education and for fight against insecurity;
- Implement the project for prison modernization and for youth rehabilitation.



### Challenge 3 : Having responsible citizens

For this, challenges will be:

- To institutionalize the citizen participation and to increase the socio-cultural activities, the communication and connection between citizen, through surveys and public meetings;
- To formalize the permanent consultation structure within the Municipality;
- To strengthen the civic education at all levels;
- To capitalize experiences on transparency and accountability.

### Challenge 4 : Formalizing the urban judicial and administrative mechanism

### Challenge 5 : Ensuring metropolitan management

The country would support the municipal initiatives and encourage the principle of pooling municipal services into intercommunality field.

### Challenge 6 : Setting up the reliable, available and updated urban database

To do this; Madagascar will undertake :

- To integrate into the RGPH process any census and survey about cities and settlements ;
- To capitalize and to set up a specific database on cities, which will be administrated by the Observatory of Country Planning.

## 6. URBAN ECONOMY

### 6.1. IMPROVING MUNICIPAL AND LOCAL FINANCE

**B**ecause of the low fiscal decentralization and the low capacity of cities to mobilize local financial resources, like fiscal resources, the budget of Municipality is very limited.

However, strengthening the tax system is the most important alternative to improve financial situation of local community. Moreover, some public organizations and some technical and financial partners (like FDL, IGP / WB, Switzerland cooperation, etc.) have supported Communes, through popularizing the guidebook on tax system, and building capacity to enhance financial stability of municipal services. These actions have been carried out by tax census and tax collection.

As for Antananarivo, Tulear and Moramanga, cities are working or could work for their own resources. Thus, more than 3/4 of the budget revenue comes from their own resources that are from three main revenues such as: commercial fees, property taxes, and other taxes from public services like waste collection.

Cities concentrate high added value businesses, industries, trading and services. Over 70% of businesses are located in the cities with more than 20 000 people. This concentration is greater regarding important and formal business which set up most of time in big towns, especially in Antananarivo and in Antsirabe.

This business concentration explains the cities' economic weight. It makes the cities more attrac-

tive, that is to say it does polarize more and more population and businesses through the agglomeration's economy.

At last, the economic dynamism contributes to the improvement of local taxes. This shows that tax revenues in big towns are significantly higher than those collected in rural Communes and in small cities. This situation results from the economic dynamism such as trading, services, industry and mining.

Between 2008 to 2013, Foreign Direct Investments (FDI) in mining sector have enhanced finance of some cities and consequently their suburbs like Toamasina and Fort Dauphin. The tax revenues of these agglomerations have been significantly increased, due to mining taxes and to building permit fees. Although, the FDI have also improved the other taxes into the State's fund such as custom taxes and the value added tax (VAT).

Since 2006, the property tax has been distributed into Communes and their revenues go directly and fully into Communes.

However, Communes are still far from being fiscally and financially autonomous. The future urban policy should consider how to achieve this autonomy, through the real decentralization, so as local Community could take on its development.

### 6.2. STRENGTHENING AND IMPROVING ACCESS TO HOUSING FINANCE

**A**dequate housing is becoming more and more inaccessible for the Malagasy people for the last twenty years. The public finance for housing is dated from the 1970's, with the building of functionary housing. Successive governments since 1972 have tried to solve the housing problems by many various programs. But these solutions were rapidly out-of-dated because of the population growth and problems from big changes in society, political and economic cyclic national crisis, from global financial and economic crisis, which have slow down the economic growth. Thus, the housing finance entirely relies on the private sector.

are essentially from the private sector employees, and some high professional category of public functionary.

Despite difficult economic, banks are facilitating access to housing. They are more and more represented during events and show which are promoting housing like the Habitat Exhibition. On the other hand, there is more and more interest of the middle-class population to the property loans (as the upper-class and the upper-middle class do not need loan for housing building even for land purchase).

Furthermore, the partnership convention begins to be set up gradually between the financial institutions and the property developers. This convention aims to offer cheap housing to citizen.



The application of the preferential rate is optional depending on the financial institution, without neglecting a precautionary credit. The loan could be for example released to many sections, depending on the site building's progress.

The properties' dynamism have given some competitiveness within financial institutions. Therefore, the interest rate become closely aligned and does vary between 10% to 18% per year (depending on credit duration up to 10 years to 20 years).

### 6.3. SUPPORTING LOCAL ECONOMIC DEVELOPMENT

Locally, there were many achievements done in order to support micro and small enterprises in urban areas, but without any consideration to the informal operators. These interventions have been affected the following fields : (1) financing of investments, (2) improving access to microfinance for small-scale units, (3) capacity building and knowledge strengthening of small businessmen (in management and technicality) , and (4) institutional support.

In order to reduce the informal activities, the financial sector (banks and microfinance institutions), in partnership with the Ministry of Economy, is developing provisions so as to put in the informal enterprises into financial services. Regarding especially the microfinance sector, the

National Inclusive Finance Strategy and Action Plan (SNFI) has been developed for 2013-2017, which does target these categories of economic agent (considered as MMPE category).



### 6.4. CREATING DECENT JOBS AND LIVELIHOODS

Despite significant job losses, due to businesses closing because of political crisis, the unemployment urban rate remains relatively low, from 4% to 7%. As an explanation, 80% of unemployed is working informally.

In order to maintain job creation goals, the country has developed the National Employment Policy since 2005. The strategic lines of this policy are:

- Promoting and fostering a positive environment for growth, for investment and for employment;
- Supporting the private sector, which is the leading actor in unemployment reduction;
- Improving the education and professional training access for informal workers and rural workers, so as to get better productivity;
- Promoting the income-generating activities and the employment-generating activities;
- Facilitating the access to employment for vulnerable groups.

This Policy does integrate with the DSRP, the MAP, and the National Youth Policy (PNJ). For its implementation, three programs have been carried out: the National Support Program for Employment (PSNE) with International Labor Organisation (ILO) in 2006, the Sectorial Program for Promotion and for Economic Growth through Decent

Employment (in 2008), and the Country Program for Decent Employment (in 2010).

Next to that, Madagascar has set up national structures to ensure the implementation of these programs, such as the High National Council for the Employment Promotion and for Poverty Reduction, and the Employment and Training Observatory. As results, these programs have enable the creation of 56.000 jobs through the business generating projects, the partnership building with private and public, and establishing a specific fund with microfinance sector for integration and reintegration to formal employment.

At Commune's and Fokontany's level, there were development operations of public and community infrastructures, which have employed important labor-intensive services, for vulnerable groups, in context of very specific projects.

Now, there is a new framework that is the National Plan for Employment and Training (PANEF), running from 2015 to 2019. Its strategic areas are: (1) creating of productive and decent employment opportunities for active people with low employability, (2) improving productivity and employment promotion of young people in priority sectors, and (3) a well-functioning labour and training market. It should be mentioned that all the actions under the PANEF show the synergy and the complementarity with those of the National Development Plan (PND).



## 6.5. INTEGRATE URBAN ECONOMY IN NATIONAL DEVELOPMENT STRATEGY

In economic development, the last twenty years have been characterized by a series of three national policies resulting through three political crises (1996, 2002 and 2009), so three regime changes. For the first period from 1996 to 2001, the Government adopted the Framework Paper of Economic Policy (DCPE), which characteristic is the State withdrawal from production activities, and the expansion of free enterprises. From 2002 to 2006, there was the Strategic Document for Poverty Reduction (DSRP), whose strategic directions strengthen the economic and financial liberalization and give a prominent place to private sector, as the engine of economic growth. At last, the Madagascar Action Plan (MAP), developed in 2008, and should be running into 2012, has emphasized the agribusiness sector. Unfortunately, the 2009's political crisis has made end to the MAP.

All these development policies and strategies have established that the agriculture is the main growth sector. This concept results from national statistics indicating that (1) the rural population made up of farmers represented more than  $\frac{3}{4}$  of total population, and (2) the agriculture sector has made about 28% of National GDP. Then, development initiatives were spending in rural areas, especially in agriculture.

In this regard, development policies paid less attention to secondary and tertiary sectors, which are located in urban and suburban areas. There is less contribution of industrial sector, not more than 16% of national GDP. While, the GDP of trade in goods is swaying between 25% to 60% for the last 20 years (except for the two crisis years of 2002 and 2009, where GDP values were negative).

For 2006 and 2013, the gross GDP generated in urban areas were each 66% and 65%. The informal economy is a significant part of production (particularly for small businesses) and of employment, up to 24% of the national GDP.

Generally, the development of favorable business climate for private sector and for foreign direct investments is being among the priorities of the State, through elaborating, improving and applying all legal and regulatory frameworks governing the secondary and tertiary sectors. It must be noted that measures taken to that are still incomplete and not perfect, such that the Madagascar's score in doing business ranking is not good (148 of 189).

## 6.6. CHALLENGES EXPERIENCES AND LESSONS LEARNT IN THESE AREAS

Besides the issues mentioned above (on governance and on legislation), it is also noted a few shortcomings relating to financial of Municipality, while preparing, implementing and monitoring of the budget :

- Unrealistic budget resulting to a difference between the forecast budget and the administrative account ;
- Incomplete and inaccurate budget information;
- Delay and failure on management (for example when preparing the administrative account) and the procurement's procedures ;
- Lack of spending chain control.

At the same time, it should be mentioned that the urban poverty rate ranges from 40% to 60%. Otherwise, this rate for Antananarivo is more than 65%. Most of big cities in Madagascar display openly social distinctions that led to segregation

and to social tensions that are also used for political purposes.

Regarding the obstacles, the weak coordination among all stakeholders in employment promotion should be emphasized. This has led to a rapprochement and a partnership failure between them. Furthermore, programs undertaken have faced to weak guidelines for the target groups such as young workers, with or without qualification, persons with disabilities, and women, due to funding constraints of programs. Another important difficulty involves lack of reliable and updated database on employment and training, so that it is hard to measure the achievements and all needs to be covered.

Lastly, the political crisis destroys efforts of many successive programs.

## 6.7. FUTURES CHALLENGES AND ISSUES IN THESE AREAS

Considering these facts, the main challenge related to urbanization consists in making the urban economic growth. Besides the previous challenges (about legislation and youth needs), Madagascar undertakes to :

### Challenge 1 : Promoting entrepreneurship and employment generating sectors

To do this, it should be:

- To implement the National Action Plan for Employment and Training ;
  - o To create productive and decent job opportunities for workforce with low employability ;
  - o To improve the productivity and the youth employment promotion in priority sectors ;
  - o To ensure the well-functioning of labor and training market.
- To make investments in education and job training ;
- To establish a preferential rate for the creation of youth jobs ;
- To consider the spatial dimension of these actions ;
- To put at national level the Observatory of Employment and Job Training and to improve the employment database at all cities.

### Challenge 2 : Securing economic investments (private and public) against urban risks

It comes to:

- Set up a national policy for stability;
- Capitalize and ensure continuity of economic achievements for the investments 'securing ;
- Set up an insurance system of private investments against such risks.

### Challenge 3 : Promoting competitiveness of cities at a national scale

This challenge is to:

- Promote and support the decentralized cooperation in urban cities;
- Promote private sector's participation for the urban development ;
- Do awareness campaign so as to change cities, especially among youth so that they will become "city changer".

### Challenge 4 : Formalizing and structuring the informal sector

For Madagascar, this is to:

- implement the transition from the informal sector to the formal economy ;
- Strengthen the local economy and the local finance ;
- Undertake the reform of the banking system: improve access to financial services, regulation of finance services, ....
- Do awareness campaign for informal actors and make them fiscalized;
- Simplify the administrative procedures for informal production units.



## Challenge 5 : Improving the business climate

To do so, the country as defined the following guidelines:

- To improve the credit's access for private operators, in particular for SME's;
- To improve the service quality of Administration and reduce administrative procedure.
- To continue efforts in fight against corruption ;

## Challenge 6 : Strengthening employment-training matching

To meet this challenge, the country undertakes to:

- Develop the professional capacity and the employability of youth, in particular of disadvantaged young people;
- Ensure the matching employment-job training , by identifying employment needs;
  - o Establish the integrate planning job-education;
  - o Make a prospective analysis for students by profession;
- Improve the exchanges and relationship between employment offers and demands ;
- Supervise the young people and beginners, mostly about attendance ;
- Promote the educational programs to develop life skills since a young age.

# 7. HOUSING AND BASIC SERVICES

## 7.1. SLUM UPGRADING AND PREVENTION

According to UN-HABITAT, slums are settlements areas, where one of the following services are failing : (1) sustainable housing, (2) sufficient living space, (3) safe drinking water, (4) improved sanitation, and (5) tenure's security.

Therefore, the percentage of people living in slums is given by the number of people sharing the same house in these areas. Based on available data, this rate is estimated at 72% in 2010. However, this proportion varies between cities. For Antananarivo, informal settlements reach 60% to 70% of buildings. In coastal towns like Manakara , 75% of homes are traditional and not quite decent (in 2007). Then in Moramanga, about 65% of households are living in precarious housing and informal settlements.

The data are disparate and it is hard to measure the phenomenon, because of lack of precision in housing census. The lack of multivariate indicator does not allow to follow the phenomenon's evolution. Nevertheless, all Malagasy cities are characterized by the slum's proliferation. It appears as precarious housing, and poor quality of the urban fabric.

Actions done in slums were quite various, such as upgrading, prevention and eradicating.

Politically, the Land Policy Letter in 2005 has been adopted, recognizing the existence of the untitled private property, and establishing the security procedures of land tenure. Although the achievements of this policy have most affected rural areas, this system could be adjusted to urban context, in particular where this land policy is being revised and strengthened.

In 2006, the National Policy of Settlement has also been adopted. Two strategic directions of this Policy are aimed at improving slums. In this regard, here are its achievements : in 2011, Madagascar, with the support of UN-HABITAT has developed the National Urban Profile and the Local Urban Profiles of three cities such as Antananarivo, Moramanga and Manakara. The Participatory Slum Upgrading Program (PSUP) is still being implemented.

Madagascar was also provided by the implementation of operational projects on slums. There may be mentioned the Integrated Local Project in Antananarivo, Moramanga, and Tuléar with UN-HABITAT and the "Lalankely Project" with the French Development Agency (FDA) that is a project for opening up and for development of precarious settlements in Antananarivo's agglomeration. There were also projects initiated by cities and their own partners such as the Deve-



lopment Neighborhood Project in Toamasina, the realase at city entrance road in Antsirabe.

The recipients cities of these projects have experienced significant results on strategic and operational plan, towards the improving living environments of people in slums

Lastly, public housing projects and some NGOs have also given solutions to this slum phenomenon. Homeless households have been able to leave their slums to live in more decent environments. Theses projects have been implemented in big towns like Antananarivo and Tulear.

## 7.2. IMPROVING ACCESS TO ADEQUATE HOUSING

**T**he housing is one of the fundamental right of each citizen, according to the Universal Declaration of Human Rights and the Fourth Republican Malagasy Constitution. In fact, for the first time, the Malagasy Constitution states the housing's right, and the Government's role for easy accessto housing to all citizen.

At the present rate of the urban growth, the housing demand is increasing to meet new needs, resulting from newcomers and young households, from the gap and to slum's resorption. Given to the significant demand, the housing offers seem to be quite small. The public housing offers provided by SEIMAD and ANALOGH are negligible. It barely reaches one hundred housing, that are mostly located in big towns. They are inteded to the upper class, except for the recent social housing project named "Trano mora".

The adoption of the "National Policy of Settlement" in 2006 has emphasized the social housing promotion and the housing access for population.

However, with this Policy's implementation, it did not provide significant impacts on housings for poor people. Indeed, housing production have focused more on luxury housing for the last years.

Housing for poor is a matter of NGOs and projects such as UN-HABITAT, ENDA OI, Habitat for Humanity, AKAMASOA Association, etc

In 2006, only 59% of urban population is living in adequate housing. Therefore, so as to provide solutions to the people's needs, including all stakeholders (private, public,...), the Government has set up the National Policy of Housing. Actually, this policy is now nearing completion.



## 7.3. ENSURING SUSTAINABLE ACCESS TO SAFE DRINKING WATER

**T**he Malagasy Government has taken on to achieve the Millenium Development Goals on access to safe-drink water. To do this, a set of legal frameworks and regulations has been adopted, in order to promote this universal access to water since 1996. The starting point has been the Water Policy in 1997, whose main objective is to improve the use of water resources, through providing adequate drinking water supply services. The specific obectives of this Policy do aim to improve the water supply rate and the water quality, responding to drinking water standards. Thereafter, the Water 's Code, with its

implementing decrees, has been adopted in 1999, which is now being revised.

It must be noted that programs and actions generated by this Water Policy were quite late. The first National Program for Safe Water Supply and Sanitation (PNAEPA) began in 2005 for a three-year period. The second phase started in 2008. Then, the most significant achievement of the last twenty years was the creation of the Ministry of Water in 2008. Despite such political will, the budget provided to the Ministry is still small, by 2% of the State Budget.



From 2005 to 2012, the water supply rate in urban areas remains constant, by 61%. It should be noted that only 18% of urban household did have a private connection to water in 2011 and for Antananarivo, this rate was 17%. As a result, most of citizen are daily collecting water to standpipes, that is a hard work.

Despite some improvements on institutionnal and legal plan, the most problematic on drinking water supply lies on JIRAMA's inability to expand its network. The JIRAMA is the first producer of water and electricity in Madagascar. In fact, most of the existing infrastructures dates from the colonial period. The State Company JIRAMA has faced financial difficulties for many years, which are not yet resolved. The 2009's crisis has led to

suspension of important projects on water and on electricity with the support of the European Investment Bank (EIB). Now, the partners' confidence starts to come back gradually, so that it is possible to consider recovery of major projects to improve access to drinking water.

Beside the JIRAMA, other private initiatives, working like projects, have emerged, whose are reaching more the suburban areas. Although their few numbers, these projects have in some way met the gaps and services not provided by JIRAMA. About this, it should be emphasized that the legal frameworks on the water sector do not yet promote competition between providers within a Commune.

## 7.4. ENSURING SUSTAINABLE TO BASIC SANITATION AND DRAINAGE

The first legal framework on fees or royalties for urban sanitation has been set up in 2005. There are royalties on household waste (ROM), wastewater charges (REU) and royalties for the control of sanitation facilities. The two first royalties have already existed in cities provided by JIRAMA.

In 2008, the National Policy and Strategy for Sanitation (PSNA) has been adopted. According to this Policy, three actors are involved in sanitation. At national level, four Ministeries are collaborating that are the Ministry of water, of sanitation and of Hygiene, the Ministry of Country Planning, the Ministry of Public Health, and the Ministry of Environment. At regional level, the Region is acting as a Decentralized Collectivity and as the leader of technical decentralized services. And locally, the Communes are involved as project owner. They may form an OPCI and set up their sanitation and maintenance service. The Commune of Antananarivo has already implemented its sanitation service called SAMVA.

In practice, the many private and public projects have improved sanitation in cities, from 1996 to

2009. But, the result is not yet good. It should be done recovery measures after these five years of crisis.

In 2006, 69% of urban population have access to regular sanitation service. In 2013, this rate is about 62%. The use of modern toilets rate is only 28% in urban centers. It should also be mentionned the important use of dry well. For the Antananarivo's Commune,  $\frac{3}{4}$  of households still use this kind of toilet. For the suburbs, the percentage is by 95%. One in five persons still do open defecation in Antananarivo's agglomeration, and 12% in Tulear.

Regarding the waste management, 21% of urban population has access to regular waste collection in 2013. The waste management involves to Municipality. This service is regular whether the Commune has resources needed and provides regularly the service. So, the problem lies rather on management than on waste. The problem is manifested by waste's accumulation on streets and existence of unregulated landfills or open landfills.





The waste disposal is also not well-organized in cities. 32% of households depend on public collection in 2005, and 17% in 2010. This public collection is the most common in Antananarivo (37%) than in other cities (14%). Unfortunately, 38% of urban households has thrown their waste in nature in 2005. This rate has decreased just slowly in 2010 (36,5%). And the hospital and industrial wastes are still awaiting for solutions.

Regarding the sewage and rainwater evacuation, less than 30% of urban population are served by

a sewerage system. In big towns, the wastewater management involves independent systems, or surface spreading, or spilling in rainwater. The sewage system is worse in the secondary cities.

The sewerage networks are usually very old, saturated, poorly maintained, and in a degraded state. To this, there is illegal occupation built on sanitation facilities, being the main cause of insalubrity and flood risk.

## 7.5. IMPROVING ACCESS TO CLEAN DOMESTIC ENERGY

Firstly, it should be specified that the malagasy household is using two kinds of energy for domestic use : the combusting energy and the lighting energy.

In cities, charcoal is the main source of combusting energy for 90% of households. The gas is only used by less than 2% of population. This important charcoal consumption has led to losses of rain-forest in the country. Regarding the adoption of technology with high energetic performance and ecologically rational (commitment on HABITAT II), the Environmental Program III (EP III) for 2004 to 2009, has working for improving the energetic efficiency, through two actions such as : (1) improving carbonization methods (from 10% to 20% of wood-energy performance), and (2) promoting less consuming practices of wood fuels. Nevertheless, the achievements are not sufficiently significant so as to reduce the pressure on forest, neither the charcoal's consumption.

Madagascar has a low electrification rate compared to the African Continent. The access to electricity in urban areas was by 39% in 2010, if it was 48% in 2007. For 66% of malagasy cities, only less than 50% of population are connected to the electricity network. For the street light, 5% of cities are well-lighted. Very recently, it has been

introduced in some neighbourhoods of Antananarivo's Commune and in some surrounding areas, the solar street lights. Furthermore, the offloading is a common phenomenon of all cities provided by JIRAMA.

The problems of energetic sector are the same to those of water-drinking, and do involve from the deteriorating financial performance of the



JIRAMA. So, the low access to electricity is due to any further investments on the electrical network extensions. Moreover, the company has dropped its performance due to increasing technical and financial losses, resulting from theft of electricity and low recovery rate. Besides, there is the increase oil prices, while the electricity generation system involves on thermal which is being more and more expensive.

## 7.6. IMPROVING ACCESS TO LIVEABLE TRANSPORTS

In Madagascar, there are many transport modes in cities, depending on local characteristics. They could be sorted in two types, that are motorized transport (individual as well as collective, lightweight or heavy) and soft transports (two-wheeler, conventional transport, walking).

Soft transports are the most commonly used (by 70% in Antananarivo), and after the public transport (22%).

Madagascar has privatized the transportation services for passengers and goods in 1995. In the same year, the legal framework on land transport's

organisation and on passenger public transportation has been adopted. In 1998, the country has initiated the organizational standards on public transport such as urban and suburban transports. In 2005, a new act on principles of land transport policy has been promulgated. The Land Transport Agency has also been set up.

In urban areas, the transport is provided by private actors grouped together into cooperatives, which also form the Union of cooperatives. This system involves many transport modes such as minibus, taxi, rickshaw and pedicabs, etc.



From 2006 to 2013, the percentage of urban population with access to public transport<sup>(1)</sup> has progressed from 34% to 40%.

<sup>1</sup> Noted that due to missing data, this indicator has been given from two assumptions: the public transport access is considered as the availability of transport system, organized or not, affordable or not, and the system does cover the urbanized area of the city.

Traditional transports (like rickshaw and pedicabs, wagons, carriage, etc) are more affordable for most of the population. With walking, these transport modes are alternative to urban congestion. Cities, where these mode are quite widespread like Antsirabe, Toamasina and Diego, have been able to implement regulations and to formalize the traditional transport. They are providing good examples for other cities.

## 7.7. CHALLENGES EXPERIENCES AND LESSONS LEARNT IN THESE AREAS

It should be recognized that slums are being part of urban ills, causing many other problems. The emergence and the extending of slums are linked to the poor control of self house building, to the binding and/or low-popularized regulatory frameworks, to the lack of planning tools and their poor implementation, to the delay on urban infrastructures in particular on servicing, and to the lack access on land and housing.

Yet, slums are also one of the land crisis expressions : long and expensive registration procedures, registration and transaction formalizing problems, excessive parcelling related to succession and sale, illegal land occupation belonging to State or to any third party, unreasonable land prices that exclude the poor and middle classes.

The National Urban Profile states that precarious housing constructions combine mainly with massive use of rudimentary and low cost materials. This is related to urban poverty and sometimes in culture and traditions.

Regarding water, sanitation and hygiene, the main obstacle to the fulfilment of HABITAT II commitments is the small public investment in the sector.

Besides, there is a legal and political vacuum in this area, especially regarding the National Fund for Water Resources (FNRE), the decentralized management of water and sanitation systems, the planning and the monitoring of investments to be sustained and the management of industrial, mining and hospital wastes.

It is also noted the lack of an integrated management system of the four sanitation components in most of cities.

Afterwards, the JIRAMA' restructuring is not forthcoming. The company is accumulating investments delay, therefore its infrastructures are no longer maintained nor extended. The JIRAMA only covers 67 of the 172 cities.



For transport, users often complain about the poor service of public transport, while the price is always increasing. In organizational terms, the urban and suburban transport cooperatives and the transport lines are in wasteful and unnecessary competition, because of inadequate coordination and lack of a collaborative planning of the transport system. Antananarivo is suffering from bad results of the system's failure, through traffic jams, poor service, and road insecurity.

In other cities which are topographically flat, the traditional transport is still very widespread. This mode are yet human powered, and sometimes seen as not complying with human rights.

## 7.8. FUTURES CHALLENGES AND ISSUES IN THESE AREAS

For the next twenty years, Madagascar has to face to three main challenges : the urban rate growth from 4% to 5% by year, which take place into slums (more than 90%), so as that 72% of urban population is living now in slums. Then, there is the poor access to urban basic services, in particular to water and sanitation.

These area "Housing and urban services" contains the greater number of futures challenges. Madagascar is therefore is committed to the following challenges :

### Challenge 1 : Upgrading slums and preventing slums' proliferation

Besides the challenges identified in previous parts (on urban economy and urban planning), the country will :

- Reproduce in other cities the successful projects about upgrading and rehabilitating slums ;
- Plan extension areas by appropriate standards and procedures ;
- Implement the public housing program.

### Challenge 2 : Improving access to safe water-drinking

Then, it should be :

- Complete the revision of the Water Code and incorporate the new initiatives in the Water Policy;
- Increase the public funding allocated to the water and sanitation area;
- Restructure the JIRAMA ;
- Implement the integrated Water and Housing projects and strengthen the interministerial coordination;
- Promote the integrated management of water resources ;
- Encourage the recycling and re-using of wastewater and take incentives for clean and saving methods, techniques and processes of water production.

### Challenge 3 : Supporting the access to housing and the planned production of adequate, resistant housing, meeting current and future needs

So, it is important :

- To support the public program of economic and social housing or for functionnary;
- To set up the legal frameworks and partnership in the production of social housing;
- To strengthen the private initiatives or the 3P for the production of affordable housing for all the social classes;
- To set up the strategy, policy, accompanying measures and legal frameworks so as to facilitate the access to housing.

### Challenge 4 : Establishing adequate infrastructures, management and regulation system for urban and suburban sustainable transports

For that, it should be :

- Promote, regulate and organize the soft transport;
- Improve the public transport services (medium sized car);
- Promote the mass public transport, in particular in big agglomerations;
- Develop and implement the Urban Transport Plan in big cities;
- Strengthen and decentralize the Land Transport Agency , and extend its missions into urban transport;
- Revise the role of Communes on management of urban and suburban transport infrastructures ;
- Widen the roads and study specific spaces for every transport mode;
- Externalize the infrastructures for intercity transport (bus terminal, multimodal platform) and ensure the transport good service in urban centers.



## Challenge 5 : Improving access to sanitation

It comes to :

- Increase the sanitation and hygiene infrastructures and facilities, based on the urban plans;
- Establish juste one sanitation service for agglomeration (like the SAMVA);
- Rationalize the sanitation institutionnal system ;
- Make effective the Communes ownership on infrastructures management, by using the management delegation;
- Develop the sanitation technologies, adequate treatement and recycling, re-using and disposal of wastewater and wastes;
- Develop the partnership with private actors, NGOs and users association;
- Strengthen the communication activites and implementation of regulations for a real changing behavior;
- Ensure the real application of the polluter pays principle and generalize the sewerage fees, even though for commuters.



## 8. LAND TENURE URBAN

### 8.1. IMPROVING SECURITY OF TENURE IN LAWS

Since the 1990's and the early 2000's, the country's commitment to the decentralization policy has made changes in land tenure security procedures. In 1998, it was brought the Relative Land Tenure Security (SFR), which is one process step into land registration for areas with renewable natural resources. Then, the new Act in 2003 has provided further measures that stipulate the involving of Decentralized Collectivity, such as Communes, in the land registration procedure, either at its opening than at its execution.

It has taken many decades for the country to undertake the reforming of the land system ; that is called the "2005's land reform". The starting of this reform is the setting-up and the adoption of the Land Policy Letter in may 2005. This policy is based on deletion of the presumption of public land, which comes with the reposition of the prominent role of State in land system. The most significant component of the reform would have surely been the decentralization of the land management. The conclusions by the reform's reviewers (in 2011) indicated that the decentralization process has mainly promoted the rural area, in order to secure farmlands. The land reform is no more really interesting in urban and suburban areas.

The Land Policy is an incomplete policy, although it displays equity objectives. The land security is the central hub of the Land Policy Letter in 2005. This new land policy does reflect the State's decision on land values, on land use and on appropriating land. It formalizes local land rights, that have not been recognized before, such as the private act registered by decentralized structures like Fokontany and Commune. It also strengthen the generalization process of land ownership. Therefore, there are two agencies involved in land security in Madagascar, but with mixed and selective results.

In urban areas, there are some land rights :

- Between 50% to 70% of private property are registered;
- 14% of titled land in urban are on behalf of women.

In the new land legislation, the common and collective property is recognized and there are clear indications for the management and for the maintenance of common areas of these property. Likewise, the now legislation recognizes the long-term and unopposed occupation of public land and private land.

### 8.2. FACILITATING THE PRODUCTION OF URBAN LAND AND THE EFFICIENCY OF LAND MARKET

The actions in land urban's production and the market land's regulation involve to Ministry of Country Planning. In urban areas, these actions are made of land planning operations, like subdivision, housing production, land development (land ready to build on). Subdivisions are mostly undertaken by private actors, excepted to some housing programs implemented by the Government through parabolic institutions. Then, land planning operations are not numerous in urban and suburban areas. This situation is not surprising, given the difficulty to State and to Local Collectivity to undertake the rehabilitation and the extension of infrastructure networks in cities and agglomerations.

The urban land market is regulated by urban legislation. Once again, the poor application of the text does explain the prevalence of the unregulated land offer. Moreover, there is no specific autho-

rity responsible for the land market regulation, for example through coordination of the actors working in the field, market control, assessment of the property taxation, ..

Therefore, the market is automatically based on the law of supply (pratically monopolized by private actors) and demand, in other words, on the existence of heavy speculation on land market. The market price is generally set by supplier, and influenced by real estate agencies. These agencies know good and bad business through their experiences, and have better speculating, since they are paid proportionnally to transaction's value between the supplier and the purchaser.

Consequently, the land price keeps increasing and the market only profits to the upper class and the private actors in the area (in particular the property developer).



The promotion of the rental housing is considered as an alternative to the widespread access to individual property, especially to low-income households. In fact, this rental sector contributes significantly to market regulation, and is one necessary step for many urban households, before owning its housing. About 60% to 70% of



housing stock is assigned to rental housing. And more than 80% of (very) low-income households have only renting's solution for access to housing.

In short, the urban land market is very unbalanced, due to lack of urban land production. However, the market is dynamic, meaning that some alternatives not necessary legal are involved in, such as : excessive subdivision, urbanizing of rice fields, exorbitant land price, ....

Very recently, in agglomerations of Antananarivo and Toamasina, the land market and the urban land production are invaded by not regulated offers , from so-called "subdivision operations". But they are just land production, without servicing and without compliance with planning regulations.

### 8.3. ENSURING INTEGRATION OF LAND POLICY INTO URBAN POLICY AND HOUSING POLICY

The housing area is governed by three legal frameworks , that are:

- The Urbanism and Housing Code in 1963;
- The National Policy of Country Planning in 2006;
- The National Policy of Settlement in 2006.

The three Policies (on land, on urban and on housing) are interrelated. The Land Policy, the most recent, was set up in 2005, while the urban policy and the housing policy have not yet been established. Otherwise, the National Policy of Country Planning and the National Policy of Settlement are used to reference frameworks to all public interventions in these areas.

Being aware of the issues resulting from this lack of policies, the Ministry of Country Planning has recently set up the National Policy and Strategy of Urban Development and the National Housing Policy, along with the review of the National Land Policy.

The trilogy "Land, Urban and Housing" relies on integrated analysis of these areas, since they are always in crisis : uncontrolled land market, lack of housing, low capacity of cities.

It is already acknowledged that there is the dual role of cities : as engine of growth and as urban services provider. Therefore, the new Urban National Policy is being drafted, while before the urban sector has been forgotten because of the National Rural Development Policy.

Locally, the urban planning tools (urban master plan and urban detailed plan) act as a local urban policy. These tools identify the strategic orientations and the regulatory measures for a real development of the city. For those who do not have the urban plan, the municipal services and the technical services of Planning have to refer to the Urbanism and Housing Code, for any urbanism-permits.

### 8.4. CHALLENGES EXPERIENCES AND LESSONS LEARNT IN THESE AREAS

There are many strong distortions on land market and on urban land production in Madagascar. To the main question "has the Malagasy State established a framework so as to ensure the land market and the urban land production ?", the answer is "no".

The land policies (before and after the 2005's reform) have not provided guidelines, to improve the land market and the urban land production,

despite the fact that guidelines on land security have involved these areas.

There isn't the mercurial nor the argus which provides the land prices. Such document is very important to regulate any land investment for a given area. It belongs to the Government to set up this mercurial at least for all urban Communes in Madagascar (average, minima and maxima prices).

Another shortcoming of the system is also the complexity of land disposal procedures, that may foster the corruption. The actual process does not provide transparency, neither regularity of any land transaction. Failing to this mercurial, there is no clear process for assessing the real estate. Therefore, the value to be declared and to tax is always being lowered, with the connivance of the land public services and the tax services.

Regarding the rental, there is no longer any system for rent. The offers are quite different. The rent does not necessarily reflect the housing (good or bad) quality. It is given by the owner, depends on where the house is located (there may be very different values for two similar houses in the same Fokontany).

Actually, the Public Authorities are not unable to control nor to boost the land sector. Therefore, the rental housing is still evolving into anarchy, as well as the self house building.

It should be noted that the public affordable housing has been totally ignored in the National Policy of Settlement. Unfortunately, all policies and strategies, and actions plan have not been driven by a real will to promote the “ housing

for all”. Noted that the environment and the frameworks where these actions should be undertaken, have not been favorable to the project of public affordable housing. Besides that, there is the increasing of precarious housings and illicit occupation, but no measures have been taken for this situation. On the other side, the private sectors on property promotion are also expanded, although it works in informal economy and is not also organized.



At last, it is known that the land Policy, the urban Policy and the housing Policy are still poorly articulated, that's why there are real delays in these areas.

## 8.5. FUTURES CHALLENGES AND ISSUES IN THESE AREAS

The following challenges have been identified to improve the urban land management.

### Challenge 1 : Mastering the urban land management

To meet this challenges, the country should :

- Enhance the efficiency and the transparency of the Land Administration;
- Build the management capacity through training ;
- Revise the legislation on expropriation, and add some measures for BOT process ;
- Ensure the consistency between administrative acts on public land;
- Regulate the sale of public land through identification of specific assignments procedures for urban land.

### Challenge 2 : Improving land tenure security

Madagascar should :

- Adopt the new tax incentives, even the sanction measures in order to force owners to secure their land;
- Simplify the transactions and inheritance procedures;
- Popularize the land legislation;
- Professionalize the transaction and the transfer operations through Notary.



### Challenge 3 : Modernizing the land management by the e-land

It comes to :

- Set up the urban development agency, whose main missions is on land and urban development;
- Set up the single-widow system for all services involved in land security, in the context of close land management ;
- Network the public services through digital transition and land data exchanges using Internet;
- Ensure the land numeric data availability and the full topographic surveys for all urban Communes.

### Challenge 4 : Facilitating the land urban production and regulating the land market

For this challenge, it involves to :

- Establish the mercurial or the argus for each urban area;
- Strengthen the provisions on land production for public services;
- Ensure the land production through many tools : development zone, operations for national interest, etc.
- Set up the legal framework on urban underground.

### Challenge 5 : Promoting the land and the urban profession, through the contribution of universities.

### Challenge 6 : Aligning the land policy with the other sectorial policies

Madagascar has to :

- Ensure the consistency, and harmonize the procedures and the working tools within : urban, land, decentralization, housing, habitat, so as to set up a single reference framework;
- Set up the accompanying measures in sensibilizing and popularizing of planning tools and land data;
- Coordinate the support of donors for better outcomes.

## 9. URBAN INDICATORS

The following table summarize the urban indicators that have been recorded in 2006, and in 2013, and to be achieved in 2036.

Considering all the previous challenges and issues, the country would propose introduction of four other indicators for urban management. There are :

- Percentage of laws and regulations made effective, on urban management ;
- Percentage of investments spendings made by local and regional collectivity from their own budget ;
- Public investment rate in urban areas compared to national public investments;
- Percentage of Budget Law elaborated after consulting the Decentralized Collectivity. .

N°	Indicators	2006 -2013		Indicators objectives 2036
		Indicators 2006	Indicators 2013	
1	Percentage of people living in slums	91% (2001)	72%	25%
2	Percentage of urban population with access to adequate housing	59%	ND	75%
3	Percentage of urban population with access to safe drinking water	63%	61%	95%
4	Percentage of urban population with access to adequate sanitation	69%	62%	95%
5	Percentage of urban population with access to regular waste collection	ND	21%	90%
6	Percentage of urban population with access to clean domestic energy	42%	35%	75%
7	Percentage of urban population with access to public transport	34%	40%	70%
8	Level of effective decentralization for sustainable urban development is measured by :			
8a	Percentage of policies and legislation urban issues in whose formulation local and regional governments participated from 1996 to the present	31%	32%	100%
8b	Percentage of laws and regulations made effective, on urban management			90%
8c	Percentage share of both income and expenditure allocated to local and regional governments from the national budget	3%	5%	20%
8d	Percentage of investments spendings made by local and regional collectivity from their own budget			30%
9	Percentage of cities, regional and national authorities that have implemented urban policies supportive of local economic development and creation of decent jobs and livelihoods	29%	37%	75%
10	Percentage of cities, regional and national authorities that have adopted or implemented urban safety and security policies and strategies	14%	46%	90%





11	Percentage of cities, regional and national authorities that have implemented plans and design for sustainable and resilient cities that are inclusive and respond to urban population growth adequately	16%	20%	90%
12	Share of national gross domestic product (GDP) that is produced in urban areas	66%	65%	70%
13	Public investment rate in urban areas compared to national public investments			50%
14	Percentage of Budget Law elaborated after consulting the Decentralized Collectivity			100%

# 10. CONCLUSION

This national report gives a concise overview of the progress in Madagascar, comparing with commitments made during HABITAT II in 1996. It also describes the problems and obstacles which have caused the delays, and draws up challenges and issues for the next twenty years.

The UN-HABITAT's general guidelines require the analysis of six key topics in the National Report. However, after the National Habitat Committee's decision, the Madagascar's Report should emphasize another topic that is the urban land. That's the reason why this report is structured into seven topics.

In general, the results have been mixed: the achievements are rather focused on political and institutional issues, but not being translated into operational actions and tangible results. The urban indicators have not significantly evolved; some of them have been even decreased.

On one side, it should be mentioned that the cyclic political crisis has wiped out the efforts, to all sectors involved in the urban.

Besides, prioritizing of the rural development, of social actions, and of the environmental protection has for many years penalized the urban development.

Therefore, the urban stakeholders have acknowledged the need for an integrated urban management. The issues and the future challenges are now set up so as to promote the cooperation and the actions' coordination of involved Ministries. For the next 20 years, interventions in cities will focus on actions that will provide significant results on living conditions of the urban population.

The National Habitat Committee and the local and regional stakeholders identified a series of challenges, to which the Malagasy Government with the technical and financial partners and the civil

society has to mobilize. The seven (07) first and important urban challenges are the following:

- Mastering the urban land management;
- Upgrading the slums and preventing the proliferation of slums;
- Ensuring the compliance and implementation of urban planning documents approved;
- Promoting the entrepreneurship and employment generating sectors;
- Having responsible citizens;
- Improving the access to quality health services, including reproductive health;
- Promoting the ecological cities (eco-cities).

At last, the National report is very timely. The outcome of urban development does coincide with the twenty years of the decentralization's policy, the ten years of the land's reform and of the renewal of the land planning. Therefore, from these progress and delays, it has been possible to assess the issues in urban development, and then to revive the urban sector in Madagascar.



## 11. ANNEX

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### *Ministerial Order on the creation of the National Habitat Committee*



MINISTRE D'ETAT EN CHARGE DES INFRASTRUCTURES, DE L'EQUIPEMENT  
ET DE L'AMENAGEMENT DU TERRITOIRE

**ARRETE N° 35419 /2014**  
portant mise en place du Comité National de l'Habitat

**LE MINISTRE D'ETAT CHARGE DES INFRASTRUCTURES, DE L'EQUIPEMENT  
ET DE L'AMENAGEMENT DU TERRITOIRE,**

Vu la Constitution ;

Vu l'ordonnance n°60-167 du 3 octobre 1960 relative à l'urbanisme et son modificatif ;

Vu le décret n°63-192 du 27 mars 1963 modifié et complété par les décrets n°2010-234 du 20 avril 2010 et n°2010-796 du 31 août 2010 fixant le Code de l'Urbanisme et de l'Habitat ;

Vu le décret n°2014-200 du 11 avril 2014 portant nomination du Premier Ministre, Chef du Gouvernement ;

Vu le décret n°2014-235 du 18 avril 2014, modifié par le décret n°2014-1656 du 22 octobre 2014, portant nomination des membres du Gouvernement ;

Vu le décret n°2014-508 du 27 mai 2014 fixant les attributions du Ministre d'Etat chargé des Infrastructures, de l'Equipeement et de l'Aménagement du Territoire ainsi que l'organisation générale de son ministère ;

Vu la Résolution 24/14 du Conseil d'Administration de l'ONU Habitat du 19 avril 2013, relative aux contributions et appui aux activités préparatoires de la troisième Conférence des Nations Unies sur le logement et le développement urbain durable (Habitat III) ;

Vu la Résolution 67/216 de la 67<sup>e</sup> session de l'Assemblée Générale des Nations Unies du 21 décembre 2012, relative à l'application des décisions prises par la Conférence des Nations Unies sur les établissements humains (Habitat II) et renforcement du Programme des Nations Unies pour les établissements humains (ONU-Habitat) ;

**ARRETE :**

**Article premier.-** Consécutivement aux différentes réunions préparatoires, dans le cadre de l'élaboration du Rapport Pays relatif à la Conférence d'Habitat III et de la formulation du Nouveau Programme Urbain, il est créé un Comité consultatif dénommé « Comité National de l'Habitat ».

**Article 2.-** Le Comité National de l'Habitat est notamment chargé de :

- participer au processus préparatoire de la Conférence d'Habitat III, notamment à l'élaboration du Rapport Pays
- faciliter la collecte des données et informations sur l'état de mise en œuvre du Programme d'action de la Conférence d'Habitat II ;
- identifier les nouveaux enjeux, tendances et défis d'urbanisation et de développement, qui prévalent tant au niveau national et régional que mondial, en ce qui concerne les thèmes de l'habitat viable et de développement urbain durable ;
- formuler la vision prospective pour les habitats viables et le développement urbain durable, en cohérence avec la vision de développement du pays ;
- définir les priorités à intégrer dans le nouveau Programme de développement urbain ;
- proposer les stratégies et les moyens nécessaires pour la concrétisation de ces visions ;
- veiller à la cohérence et la complémentarité des initiatives urbaines.



Article 3- Les membres du Comité National de l'Habitat sont composés de :

- Cinq (5) représentants du Ministère d'Etat en charge des Infrastructures, de l'Equipement et de l'Aménagement du Territoire dont :
  - *Le Président du Comité,*
    - le Directeur Général de l'Aménagement du Territoire;
  - *Membres :*
    - le Directeur Général des Services Fonciers ;
    - le Directeur de la Ville, de l'Habitat et de la Planification Territoriale ;
    - le Directeur de la Promotion du Logement et de l'Equipement ;
    - le Directeur de l'Observatoire de l'Aménagement du Territoire.
- Deux (2) représentants du Ministère de l'Economie et de la Planification dont :
  - le Directeur Général de l'Economie ;
  - le Directeur Général de la Planification
- Deux (2) représentants du Ministère de l'Intérieur et de la Décentralisation dont :
  - Le Directeur Général de la Décentralisation
  - le Directeur d'Appui aux Collectivités Territoriales et au Développement Local ;
- Un (1) représentant du Ministère de l'Industrie, du Développement du Secteur Privé et des Petites et Moyennes Entreprises dont :
  - le Directeur d'Appui au Développement de l'Industrie et aux Investissements.
- Un (1) représentant du Ministère du Commerce et de la Consommation dont :
  - le Directeur Général de la Consommation et de la Concurrence.
- Un (1) représentant du Ministère des Travaux Publics dont :
  - le Directeur Général de Travaux Publics ;
- Un (1) représentant du Ministère de la Sécurité Publique dont:
  - le Directeur de la Sécurité Publique ;
- Deux (2) représentants du Ministère de l'Environnement, de l'Ecologie et des Forêts dont :
  - le Directeur Général de l'Environnement ;
  - le Directeur de la Gestion des Pollutions.
- Deux (2) représentants du Ministère de la Population, de la Protection Sociale, et de la Promotion de la Femme dont :
  - le Directeur Général de la Population, de la Cohésion et du Développement Social ;
  - le Directeur Général de la Promotion du Droit et de l'Equité Sociale ;
- Deux (2) représentants du Ministère du Transport et de la Météorologie dont :
  - le Directeur Général des Transports Terrestres ;
  - le Directeur Général de la Météorologie.
- Deux (2) représentants du Ministère de l'Eau dont :
  - le Directeur Général de l'Eau ;
  - le Directeur de l'Assainissement et de l'Hygiène ;
- Deux (2) représentants du Ministère de l'Energie dont :
  - le Directeur Général de l'Energie ;
  - le Directeur des Etudes et de la Planification.

Un (1) représentant du Ministère de la Jeunesse et des Sports dont :

- le Directeur Général de la Jeunesse.

Un (1) représentant du Ministère de l'Agriculture et du Développement Rural dont :

- le Directeur Général de l'Agriculture.

Un (1) représentant de l'Assemblée Nationale dont :

- le Président de la Commission « Aménagement du Territoire ».

SEIZE (16) représentants des organismes publics ou privés dont :

- le Directeur Général du Fonds de Développement Local (FDL)
- le Directeur Général de l'Agence Nationale d'Appui au Logement et à l'Habitat (ANALOGH) ;
- le Directeur Général de la Société d'Équipement Immobilier de Madagascar (SEIMad)
- le Directeur Général de l'Agence d'Exécution des Travaux d'Intérêts Publics et d'Aménagement (AGETIPA) ;
- le Directeur Général du Service Autonome de Maintenance de la Ville d'Antananarivo (SAMVA) ;
- le Directeur Général du Jiro sy Rano Malagasy (JIRAMA) ;
- le Directeur Général du Fonds d'Intervention pour le Développement (FID) ;
- le Directeur Général de l'Agence des Transports Terrestres (ATT) ;
- le Directeur Général de l'Institut National de la Statistique (INSTAT) ;
- le Directeur Général de l'Autorité pour la Protection contre les Inondations de la Plaine d'Antananarivo (APIPA) ;
- le Directeur Général de l'Office National pour l'Environnement (ONE) ;
- le Secrétaire Exécutif du Bureau National de la Gestion des Risques et de Catastrophes (BNGRC) ;
- le Secrétaire Exécutif de la Cellule de Gestion et de Prévention des Urgences (CPGU) ;
- le Coordonnateur National de l'Office National de Nutrition (ONN) ;
- le Président du Groupement des Entreprises de Madagascar (GEM) ;
- le Président du Syndicat des Industries de Madagascar (SIM)

Sept (7) représentants des Collectivités Territoriales Décentralisées dont :

- le Chef de Région Analamanga ;
- le Chef de Région de l'Itasy
- le Chef de Région de Vakinankaratra
- le Président de la Délégation Spéciale de la Commune Urbaine d'Antananarivo ;
- le Président de la Délégation Spéciale de la Commune Urbaine d'Antsirabe
- le Maire de la Commune Rurale de Tanjombato, Président du Farimbona Iombonan'ny Firaisan'ireo Tanàna Manodidina an'Antananarivo (FIFTAMA)
- le Maire de la Commune Rurale de Tsiafahy

Quatre (4) représentants des Sociétés Civiles, Organisations Non-Gouvernementales (ONG) et Associations dont :

- le Président du Sehatra Fanaraha-maso ny Fiainam-pirenena (SEFAFI) ;
- le Président de la Plate-Forme Nationale de la Société Civile de Madagascar (PFNOSCM) ;
- la Présidente du Syndicat des Professionnels Diplômés en Travail Social (SPDTS).



- la Présidente de l'Association des Femmes DRV

Trois (3) représentants des établissements universitaires dont :

- le Directeur Général de l'Institut Supérieur de Technologie d'Antananarivo (IST-I) ;
- le Directeur de l'Ecole Supérieure Polytechnique d'Antananarivo (ESPA) ;
- le Directeur du Département de Géographie, Faculté des Lettres et des Sciences Humaines de l'Université d'Antananarivo (FLSH).

Article 4.- Les modalités d'organisation et de fonctionnement du Comité National de l'Habitat seront définies dès sa première réunion.

Article 5.- Le présent arrêté sera enregistré, publié et communiqué partout où besoin sera.

Antananarivo, le 05 MAI 2014

Le Ministre d'Etat chargé des Infrastructures,  
de l'Équipement et de l'Aménagement du Territoire,



RAKOTOVAO Rivo

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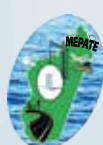












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