THE INTEGRATION OF SUSTAINABLE LANDSCAPES AND DEMOCRACY, HUMAN RIGHTS, AND GOVERNANCE:

Briefer for USAID/Madagascar—Learning, Evaluation and Research Activity II (LER II)
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OVERVIEW OF USAID/MADAGASCAR PROGRAMMING

The link between Democracy, Human Rights, and Governance (DRG) and Sustainable Landscapes (SL) in Madagascar is profound: weak governing institutions combined with a lack of transparency and accountability have led to short-term, self-enriching land use and management approaches by competing political and economic elites. The inability to break this cycle has resulted in continued environmental degradation—including significant loss of natural forests and marine areas—which threatens the existence of several unique wildlife species.

The United States Agency for International Development (USAID) has been active in Madagascar for more than three decades, providing assistance and relief in the areas of environmental protection, health, food security, and natural disaster relief. USAID/Madagascar’s health initiatives address maternal and child mortality, access to potable water and sanitation, malaria prevention, family planning, and community health. USAID works with Madagascar’s communities to improve farm productivity and profitability and access to markets, while cooperation with the private sector seeks to increase investment and risk-sharing and contribute to Madagascar’s economic growth.

Environmental programs focus on protection of ecosystems and species, while simultaneously creating jobs and increasing local management and ownership of natural resources. USAID is also coordinating the largest relief efforts in the country for communities affected by droughts and other disasters. The Mission has encouraged programmatic integration across sectors such as population, health, and environment, including using a common approach to engage with local partners in government, civil society, and the private sector.

USAID’s Conservation and Communities Project (CCP) supports the protection of Madagascar’s natural capital through improved conservation of the country’s unique biodiversity, promotion of resilient livelihoods to provide alternatives to unsustainable natural resource management (NRM) practices, and concrete actions to secure effective local management and ownership. Through CCP, USAID has partnered with the United States Forest Service (USFS) to provide support to Madagascar’s Reducing Emissions from Deforestation and Forest Degradation (REDD+) efforts by assisting with their Mangrove Forest Inventory and Carbon Quantification projects. USAID is also helping coastal communities better measure carbon stocks in mangroves and increase their capacity to manage key natural resources.

Two new environment activities under CCP, Mikajy and Hay Tao, also further communities’ abilities to coordinate and manage natural resource use. These activities were developed using the Nature, Wealth, and Power (NWP) framework, which is featured in the USAID SL-DRG Integration Guide. Consequently, these activities have incorporated thinking about how governance, markets, livelihoods, and NRM intersect.

USAID/Madagascar is currently drafting a new Country Development Cooperation Strategy (CDCS) which includes strengthening governance, promoting economic opportunities, and reinforcing human capacity to improve Malagasy peoples’ well-being and resilience to drive the country to self-reliance. The current Environment Conservation and Communities Project Appraisal Document (PAD) integrates a DRG component related to land and natural resource governance. A Global Development Alliance (GDA) with the McCormick company will focus on strengthening value chains in the vanilla sector while reducing deforestation and improving farmers’ technical knowledge and well-being. The Mission is also considering approaches to address wildlife trafficking and illegal logging.
The 2019 Tropical Forestry and Biodiversity Analysis (FAA 118-119 report) is an excellent resource for guiding the integration of SL and DRG as the Mission moves forward with programming. Findings and recommendations from the FAA 118-119 are incorporated below, and an excerpt from the document containing key recommendations that pertain to SL and governance is presented as an annex to this primer.

**KEY ISSUES FOR SL-DRG INTEGRATION**

**Overall.** Continue to build staff capacity to integrate Political Economy Analysis (PEA) and Thinking and Working Politically (TWP) into SL and all environment programming. Given the importance of political and power relations in shaping natural resource outcomes at all levels, it is imperative to think through how proposed activities will be influenced by these relations.

**Strengthening land rights and tenure.** Weak land tenure for farmers and rural dwellers creates incentives to deforest in order to claim land. This problematic incentive presents a challenge to articulating land tenure systems that benefit local communities and are integrated with sustainable land-use planning. This work needs to be harmonized across the layers of laws, regulations, decrees, administrative acts, and the Dina (local rules) customary system, as well as communicated at all levels: local communities, local authorities, civil society, private sector, actors/stakeholders in land tenure, land-use planning, and environmental management.

**SL-DRG integration recommendations:**

- Support civil society to advocate for strengthened tenure, including civic education programming on land rights and tenure in the context of land and forest preservation. A user-friendly guide on land access and tenure would help both USAID and non-governmental organization (NGO) partners in this regard.
- Review the November 2019 trip report by USAID’s land team experts, which contains sound recommendations for tenure reform. For instance, they caution on page nine that as “land disputes may occur during [local land-use planning] mapping, it will be critical to increase awareness of legal rights and local dispute resolution mechanisms and conduct training in land certification prior to mapping, including options for joint certification, dispute resolution, and rights and responsibilities”
- Note that there are risks of conflict associated with land reform and strengthening tenure; as such, sound stakeholder analysis, monitoring, and safeguards should complement any programming in this area. Learn how the DRG Participation, Inclusion, Transparency and Accountability (PITA) principles apply to SL programming in the guide.

**Improving land-use planning processes** to address overlapping and conflicting land uses based on government allocating land to mining or other uses in protected areas or on community lands.

**SL-DRG integration recommendations:**

- Consider strengthening local research organizations and civil society to reduce “data asymmetry” to advocate for transparency and access to data. See the case of the Greening Prey Lang project in Cambodia in the guide.
• Support creation of a public unified “one map” of all types of land uses (see the discussion in the guide on this effort in Indonesia) and other approaches to promote collaboration across ministries and other government entities at the national and local levels.

• Note that there is significant potential for conflict and elite capture when land-use planning is used to determine infrastructure and development priorities. Spatial planning should align with development policies and strategies and comply with regulations. As above, using PITA principles for stakeholder analysis, engagement, monitoring, and safeguards is needed.

Addressing inadequate or incomplete decentralization leading to weak law enforcement, lack of services, and growth of the “informal sector.”

SL-DRG integration recommendations:

• Review DRG analyses of decentralization and the case of the USAID/Uganda activity, Strengthening Decentralization for Sustainability (SDS), which supported decentralization processes in a number of sectors but was centered on DRG. The activity created detailed workplans for each district supported by technical assistance and incorporated performance-based grants to the districts that monitored service provision. This approach could be used in Madagascar with local government units. In the case of Madagascar, however, decentralization requires not just supporting and funding districts, but setting up a financial system or mechanism for sustainable and autonomous funding for the management of forests, protected areas, natural parks, and other high ecological and environmental value areas.¹

• Incorporate into civic and community education programming the basics of law enforcement and judicial proceedings for land disputes, thefts of agricultural product and other issues relevant for farmers. Farmers who are better informed and can navigate the investigative and judicial processes will be more successful in protecting their livelihoods. They will also have increased means to advocate for the protection of rights and demand accountability from law enforcement and judicial bodies.

• Provide capacity-building assistance to key civil society organizations (CSOs). From the FAA 118-119 report, page 7: “To be effective, actions must build on the will and support of civil society and the organizations that represent civil society. Rural communities grouped together under the administrative jurisdiction of the fokontany (village) cannot meet their responsibilities under environmental protection laws when they must first ensure the survival of their own families. Often, they do not have the organizational capacity and resources necessary to conserve biodiversity and other natural resources upon which they depend.”

Combatting illegal logging and corruption associated with that trade. Illegal logging raises the potential for conflict and violence due to “mafias” controlling the trade.

SL-DRG integration recommendations:

• Support judicial strengthening and witness protection to better deal with environmental crimes.

¹ For more information on the Uganda SDS activity, please see this CLA case study and the final performance evaluation.
• Support community engagement in patrolling activities and collaboration with law enforcers that help them to file infractions.

• Reinforce donors’ coordination and collaboration across sectors to tackle wider political economic drivers and ensure coverage of critical sites and areas.

• Intensify communication and advocacy campaigns for greater transparency and accountability in collaboration with CSOs.

• Review USAID conflict management and mitigation (CMM) approaches for communities experiencing violence. See, for example, the CMM briefer on “Forests and Conflict” within the comprehensive set of CMM resources on conflict and NRM. These materials point to the importance of commissioning conflict assessments, which can be integrated with PEA, to identify the actors and grievances driving both conflict and unsustainable extraction of natural resources. Carrying out a joint conflict assessment with DRG and SL staff will strengthen the analysis of the links between specific natural resources and conflict dynamics.

• Review the Forest Trends report on the legality approach in relation to trade in commodities and subscribe to news and analysis from the Forest Legality Initiative. These institutions have focused on illegal logging and associated trade as key drivers of deforestation and forest degradation that contribute to greenhouse gas (GHG) emissions.

The FAA 118-119 report found that many people in Madagascar—poor and rich alike—do not regard breaking environmental rules as “true” crimes. Political elites and high-ranking military officers impose their will in their local fiefdoms (as in Menabe, Sava, MaMaBay, Fort-Dauphin, Soalala, Toliara, etc.). The informal sector dominates the economy, and natural resources are sold off by powerful elites. Environmental and human rights activists have been prosecuted and offices have been burnt down by people frustrated with government officials’ attempts to enforce the law.

Understanding how political economy issues impact private sector partnerships to strengthen value chains. In the case of Madagascar, this is high-value vanilla.

SL-DRG integration recommendations:

• Carry out a PEA of the vanilla value chain, which could indicate areas of corruption, rent-seeking, and inefficiencies that result in lower prices to farmers and lack of extension services and support, reducing incentives for sustainable farming that does not result in deforestation.

• Address problems of access to information and data, and transparency in the use of data.

• Focus on improving the political and economic enabling environment broadly for both the local and international private sector, focusing on both farmers and companies. For example, support investment choices that improve the quality of infrastructure and equipment as well as policies that improve consumer and producer choice such as diversification of value chains, which will increase engagement of a wider range of citizens.

• Support the enabling environment for the formation of farming cooperatives. As demonstrated with vanilla farmers and big corporations like McCormick, cooperatives can strengthen the position of agricultural labor to seek higher remuneration and demand greater accountability from private industry. Cooperatives can also more effectively advocate for better protection of workers and the preservation and sustainable use of local land resources.
Deploying DRG programming to support the environment portfolio. Ensure that planned and new DRG programming contributes to concrete improvements in NRM. The following are confirmed to be part of ongoing USAID/Madagascar programming as part of Hay Tao and Mikajy.

SL-DRG integration recommendations:

- Coordinate programming at key sites (e.g., Menabe and Maroantsetra) to support civil society groups advocating at the region/district/commune levels and judges and courts adjudicating environmental crimes.
- Support information transparency and government accountability (service delivery, anti-corruption) within environment and natural resource agencies.
- Support environmental defenders within civil society, including pro bono assistance plans.

From the FAA 118-119 report’s Executive Summary: “The current political environment is not conducive to open, collaborative engagement. Indeed, many politicians and disreputable businesses—as well as foreign interests—are complicit in the current spate of illegal exploitation of the country’s natural resources including minerals and wildlife.”
IDEAS FOR INTEGRATION

HAY TAO
Within CCP, the Hay Tao program presents an opportunity for USAID/Madagascar to test or pilot several ideas for SL-DRG integration. The essence of the program is to bring together diverse stakeholders, including government, civil society, and the private sector, to improve land-use management and planning. Multi-stakeholder collaboration to produce optimal and “win-win” outcomes is a governance process that emphasizes broad and inclusive participation, transparency in decision-making, and recognition and protection of basic rights. Such processes can be further strengthened and supported by other traditional DRG tools. For example, PEA and TWP might better identify risks to program activities and outcomes, including how potential winners and losers from the land-use management and planning process may respond. Broad stakeholder mapping using the DRG PITA principles might also be beneficial to ensure that all impacted parties and beneficiaries are included in any participatory processes regarding land use and management.

MIKAJY
Similarly, USAID’s Mikajy activity is empowering local communities to lead land management and tenure in northeastern and western Madagascar. The program has strong NRM and economic development aspects, but also focuses on sustainable natural resource governance. The program also seeks to strengthen the role played by civil society groups in these processes. Hay Tao and Mikajy are responding to the need to increase civil society support activities such as financial management and sustainability programming, advocacy skills building, governance, and human resource management, to bolster the contributions these organizations can make within program activities. Land tenure strengthening, including land-use planning, may also benefit from integrating rule of law programming within the Mikajy project, particularly access to justice and/or pro bono legal services initiatives working with local law firms and organizations.

FAA 118-119 REPORT
As noted above, the 2019 Tropical Forestry and Biodiversity Analysis (FAA 118-119 report) provides a clear roadmap for integrating SL and DRG. The ideas presented in this report can also inspire all programming in the Mission because governance failures underlie many development failures. Revisit the FAA 118-119 report through the lens of PEA to identify drivers (incentive structures, policies, and agents) of deforestation and land degradation and consider how to focus programming on these drivers. Understand that a focus on drivers may entail looking at cultural, economic, environmental, and demographic factors.

CIVIL SOCIETY STRENGTHENING
Build civil society strengthening into all activities, while taking care that NGOs may be constrained politically. An article in Mongabay, a non-profit environmental advocacy and news source, notes that international environmental NGOs working in Madagascar assume a relatively narrow role of supporting local conservation and development.
NGOs’ legal relationship with the Malagasy government, which has close ties to the extractive industries, and restrictions that come with international funding, make it difficult for them to push for systemic environmental reforms. As a result, international NGOs often fail to address the country’s most serious conservation challenges. At the same time, homegrown civil society groups have more room to operate in Madagascar and do some of the most important conservation work.

It is useful to analyze the governance factors and regimes that have been instrumental in reducing environmental crimes and deforestation (see examples in the FAA 118-119 report). Can these be replicated? Furthermore, can the approaches be communicated more broadly so that civil society groups are better networked and have more influence at the provincial and national levels? Hay Tao is actively seeking and communicating these lessons and best practices. The program could benefit from reviewing the System-Wide Collaborative Action for Livelihood and Environment (SCALE) process featured in the guide to identify and support social networks that can spread best practices.

UNDERSTAND PRIVATE SECTOR REALITIES

Companies must realize a profit to stay in business. They do this by increasing the volume of sales and/or the price of the product, and by cutting costs. When social and environmental concerns are important to consumers, companies may propose solutions that are socially and environmentally positive but are also part of a strategy to reduce costs and/or better compete.

For instance, setting up or supporting farmer cooperatives is typically portrayed as helping farmers to organize their sales more efficiently and receive extension services. While such benefits may indeed materialize, in the African context these institutions can also create de facto monopsonies (situations with many sellers and only one buyer) where a company or industry sets the price and terms of trade, leaving farmers with few options. This scenario can lead to resistance from farmers and breakdown of the partnership. Strategies to avoid this outcome include supporting farmer groups that farmers themselves have organized, carrying out field visits to interview farmers directly, and monitoring gender and other factors that may be limiting access. Additionally, PEA research can help project teams discern the motivations of actors and support realistic partnerships.2

Using collaborative programming—such as through a GDA mechanism—can create mutual understanding and agreements on goals and approaches. Such alliances are especially promising when the private sector partners are engaged in actions that improve the overall sector or value chain, for example through certification or product quality improvement.

2 For a useful analysis of the effectiveness of cooperatives in Africa, see this paper.
USE DRG TOOLS AND FRAMEWORKS TO STRENGTHEN SL PROGRAMMING

DRG conceptual tools and frameworks can be incorporated in USAID’s SL programming in Madagascar to deepen and sustain SL outcomes. These include, but are not limited to, applied PEA, TWP, and the principles of PITA. These approaches can be applied at a variety of levels, from activity level to Mission-level strategy, and are appropriate for all sectors.

PEA is a structured analytical method consisting of gathering data through existing literature and rigorous fieldwork to help understand the incentives and constraints impacting the behavior of actors within a larger system. Conducting a PEA leads to a more holistic picture of political, economic, social, and cultural influences on program objectives and outcomes. TWP is a strategic orientation to help design and implement programs in a more politically informed way that includes adaptive management (shifting course based on new evidence). TWP enables better understanding of working environments and systems and the ability to identify sustainable, locally generated solutions. PITA principles are core areas of DRG practice that influence the relevance, effectiveness, and inclusiveness of public service delivery. Integrating PITA principles generally includes incorporating participatory planning, involvement of marginalized groups (sometimes through CSOs), public information on citizen rights or the performance of public officials, and citizen feedback.

USE SL TOOLS AND CONCEPTS TO STRENGTHEN DRG PROGRAMMING

The tools and approaches used in SL programming can also be used to inform, design, adapt, or enhance DRG activities. These are approaches that could enable broad support for better management of lands and natural resources while also improving Madagascar’s democratic processes.

For example, Measurement, Reporting, and Verification (MRV)3 promotes transparency because MRV systems track a country or region’s actual emissions reductions against proposed targets. MRV systems that incorporate data from remote sensing can pinpoint where emissions are rising due to deforestation or burning, and these locations may also be areas with land conflict, corruption in land allocation, or illegal exploitation. Transparency of and access to such data are critical for civil society advocacy and action. Madagascar employs forest cover monitoring, which is useful not only for determining GHG emissions but also for identifying areas where laws are being broken. An overlay of active citizen groups on such a map can help strengthen networks for coordinated action.

A “landscape” planning process, which may be undertaken in Hay Tao and Mikajy, brings people together to study and make decisions on critical land-use issues with the aim of reducing GHG emissions.

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3 The key function of MRV is enhancing transparency through the tracking of national GHG emission levels, the tracking of climate finance flows received, or the impact of mitigation actions. MRV facilitates sharing information and lessons learned and allows assessment of whether set targets have been achieved. This creates transparency and shows the continuity of a country’s actions, which internationally strengthens trust of climate finance donors and other investors.
emissions on a large scale. These processes are an opportunity to convene government and non-
government actors to review land-use decisions and options, strengthening civil society and promoting
transparency and accountability.

DEVELOP INTEGRATED THEORIES OF CHANGE

The guide suggests that for integrated programming, the development of a PEA-informed situation
model or analysis can help teams visualize the links between direct threats or problems (such as
deforestation) in a landscape or locality, and the root causes or drivers of those pressures, which are
typically political-economic forces. This model can then support the creation of Theories of Change
(TOCs) that start with an integrated situation model for the CDCS or PAD (or both). This model
could be used to develop integrated TOCs for the PAD or for specific activities.

In the guide, we show how a standard “technical” TOC can be enhanced through PEA and TWP. For
example, to address the threat of deforestation from agricultural incursion into forests:

STANDARD/TECHNICAL

- IF we provide technologies to transform shifting cultivation AND develop land-use plans to reduce
  agricultural incursion, THEN deforestation and GHG emissions will be reduced.

USING PEA OR TWP

- IF we engage a broad national constituency concerned with corruption and illegal and unregulated
  and use for agriculture AND link such efforts to sustained integrated support to environmental
  defenders and local communities seeking to stem land degradation, THEN deforestation and GHG
  emissions will be reduced. See this example of such an initiative from The Center for People and
  Forests (RECOFTC) (2019).

LEARN FROM INTEGRATION APPROACHES

The guide presents three model approaches that integrate DRG and SL based on existing USAID
programming. Note that the examples of these approaches in the guide are at the activity level, and not
from Development Objectives (DOs) or Intermediate Results (IRs) at the level of the CDCS or PAD.

- Co-designed approaches define co-equal and mutually supportive objectives: stronger, well-
  functioning, and accountable democracies that prioritize and benefit from better natural resource
  and land management. Better NRM in turn protects the assets that underpin local economies and
  supports more responsive, transparent, and participatory forms of governance. Activities or
  projects using these approaches could be funded by either sector or use a mix of funding, but
  management should be shared between offices. A model TOC for such approaches is: Improving
  specific DRG-relevant processes (such as rule of law or access to information) will improve decision-making
  for land and forest management and ultimately reduce GHG emissions, while improving forest and land
  management will contribute to greater government transparency and accountability.

4 Note that there are other approaches described in the guide that are not based on USAID experience.
**SL approaches incorporating DRG tools and expertise** include those that incorporate PEA or TWP into the activity at any stage. In the guide, there is an example from Indonesia of PEA being incorporated as a result of a midterm pause-and-reflect exercise. Among other issues, the PEA sought to analyze land-use decision-making processes that were not transparent, despite much support given to public forums to enhance transparency. A TOC underlying such an approach could be: *Incorporating PEA processes and recommendations will lead to better targeting of actions and improved ability to reduce GHG emissions.*

**Natural resource governance approaches** are those that have been undertaken over many years within USAID using frameworks like NWP. Such approaches see improved land and NRM as shaped by governance arrangements at various levels and build in efforts to strengthen local governance capacity and address perverse policy incentives that lead to poor outcomes. One TOC for such an approach is: *Integrating governance support and economic incentives with technical interventions improves the uptake of sustainable natural resource and land management.* While this approach remains common in environment programming including SL, staff interviewed for the guide noted that involvement of DRG officers can strengthen the approach. The NWP approach has been used in the design of the current USAID Madagascar CCP programs.

This briefer has presented ideas from USAID Madagascar and the SL-DRG Integration Guide to spark discussion and planning for future programming and to strengthen existing programs. The Mission has a strong foundation for integration and should communicate approaches and findings to the broader USAID communities engaged in SL, DRG, and integrated programming. Of particular interest will be dealing with environmental crimes that involve powerful actors, operationalizing NWP approaches, and working with the private sector under conditions of a poor enabling environment.

**COLLABORATE**

To ensure good collaboration, it is important that both sectors have a mutual understanding of key terms and concepts. For example, SL staff can explain what is meant by the “landscape scale” and “landscape-level impact” considering administrative and jurisdictional boundaries in Madagascar, and why using the landscape unit of analysis matters to SL. In turn, DRG staff can describe how boosting the rule of law and strengthening judicial systems improves the lives of key SL target groups in Madagascar such as farmers, fishermen, forest managers, and protected area management authorities. The guide provides a cross-sectoral lexicon to support this dialogue.

**TEAM BUILDING**

USAID/Madagascar’s experienced teams, and their desire to find pathways to integration, provides a sound foundation. Integration can be further supported by:

- Carrying out joint field trips to areas where there is both SL and DRG programming, or potential or planned programming.

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5 The guide does not describe an approach that integrates SL tools and concepts into DRG because there were no USAID examples to use.
• Forming an integration working group around one or more themes, such as anti-corruption and civil society strengthening. Experience shows that contractor support (for example, through a Mission-level Monitoring, Evaluation, and Learning [MEL] or Collaborating, Learning, and Adapting [CLA] mechanism) can bolster the working group through research and analysis, such as developing case studies of specific localities. The working group can also consider how to integrate priority regions or activities or provide general guidance to implementers on how to incorporate resource integration into scopes of work and workplans for existing and new activities.

• Developing and delivering training modules for sectoral training using research and cases developed in the working group.

LEARNING AND ADAPTING

Functional, team, or funding integration ideally occurs at the strategic planning phase, from CDCS to portfolio reviews and cross-sectoral technical working groups. As USAID/Madagascar drafts a new CDCS, there is an opportunity to link and integrate SL and DRG programming at the foundational level of a development strategy. The process of designing the CDCS itself can benefit from DRG and SL tools and analysis. For instance, consider how to interpret findings from the FAA 118-119 report through the lens of PEA: What are the political and economic forces underpinning threats to biodiversity and tropical forests? What institutions are key to decision-making and action, and are these currently being supported or engaged?

During activity design, develop PEA-inspired learning questions that delve into SL-DRG connections and integrate these into workplans. For example, for the McCormick GDA, one may ask, “What are the incentives for farmers to adopt sustainable land-use practices and what are the political barriers involved?” Use the information to adapt programming (such as was done in the case of USAID/Indonesia cited in the guide).

Commission an evidence review of the political economic dimensions of deforestation, slash and burn (tavy), that articulates 1) how a DRG intervention will attack drivers of the problem and ultimately lead to large-scale improvement, or 2) how working on landscape management will support wider governance objectives at the region/district/commune level.

In terms of monitoring, the guide provides an example of a set of integrated indicators from the Greening Prey Lang activity in Cambodia. In addition, it recommends combining collection of quantitative data for such indicators with use of qualitative data. Complexity-aware monitoring approaches help activities capture the diverse perspectives of stakeholders and understand diverse outcomes. Such qualitative information also helps with attribution—being able to show that a result happened because of USAID support, and in the case of integration, that a result was achieved due to a DRG or SL intervention. For instance, additional support to civil society watchdog organizations could create a critical mass for changing decisions that foster land degradation.
ENHANCE ENVIRONMENTAL JUSTICE

Despite Madagascar’s high level of corruption, especially in the judiciary and security forces, recent experience has shown that civil society has the will and voice to demand action to address wildlife trafficking and public-sector corruption. There is a strong commitment to integrity and to mobilizing the people who are ready to tackle these issues, especially among youth, faith-based organizations, and many media outlets. There are honest civil servants, but they need to be encouraged. By creating alliances that bring together responsible actors from the public and private sectors and civil society, Madagascar can begin to imagine innovative solutions that motivate committed people to:

● Vote for new, responsible leaders.
● Establish resource centers that support capacity-building, information-sharing, access to rights, and public participation.
● Create anti-corruption units.
● Celebrate activists. Recently, as many as ten wildlife activists were arrested and tried in Madagascar. One, Releva, was imprisoned until his case was appealed in 2017 and the sentence reduced to two years of suspended imprisonment. Christopher Magnejika was found guilty and fined in August 2018 (see this news story from Mongabay).
● Mobilize civil society to demand better law enforcement, sanctions, and legal accountability.
● Encourage independent monitoring systems and communication networks.

The Case Study 1 in Annex 8 of the FAA 118-119 report describes how civil society groups have had a significant impact on combating wildlife trafficking in Madagascar. CSO networks have made concerted efforts to support local law enforcement initiatives while simultaneously advocating for policy and legislative reform to address legal loopholes that enable corrupt practices.

FIGHT CORRUPTION

The Government of Madagascar (GOM) has already appealed to civil society platforms that are addressing governance issues (AVG, MIHARI, Tafo Mihaavo, the ROHY Movement [Rindran’ny Olompirenena Hiarovana ny laraha-manana], Multi-Sector Information Service [MSIS], etc.) to support the fight against corruption. Initiatives include the development of the Stratégie Nationale de Lutte Contre la Corruption (SNLCC—National Strategy to Fight Corruption); the implementation of the Programme de Réformes pour l’Efficacité de l’Administration (PREA—Program of Reforms for the Efficiency of the Administration); and the BIANCO Rapid Return Initiative. Notwithstanding these efforts, success will be fleeting if the following conditions are not met:

● Appropriate resources allocated for anti-corruption institutions.
● Strong political will and determined leadership from the highest authorities.
● Exemplary sanctions imposed on offenders.

In addition to the key areas of justice, the security forces, and decentralization of government, specific initiatives will focus on cleaning up other sectors including environmental protection, fisheries, customs,
mining, agriculture, and land-use planning to address corruption in the management of natural resources and the environment.

It is essential that organizations fighting against corruption be independent. Malagasy civil society must be strengthened to help independent organizations raise awareness within the public sector and exhort civil servants not to bend to the provocations coming from some political interests. These actions are often driven by malicious individuals hiding under so-called political affiliations or ethnic pretexts, promoting lawlessness and violence to take advantage of the country’s precarious situation.

**IMPROVE TRANSPARENCY AND DECENTRALIZATION**

After voluntarily submitting itself to the international budget transparency assessment mechanism called the Open Budget Survey (OBS) over the last three years, the Malagasy Ministry of Finance, in collaboration with CSOs such as MSIS, has reached a crucial point in the implementation of good governance. This initiative should be supported and further encouraged at other levels.

Advocacy based on rigorous evidence is needed to convince decision-makers to improve and enforce regulations and provide adequate funding for environmental protection, biodiversity conservation, and improved management of natural resources (MEDD [Ministère de l’Environnement et du Développement Durable], MAEP [Ministère de l’Agriculture, de l’Elevage et de la Pêche], MMRS [Ministère des Mines et des Ressources Stratégiques], ONE [Office National de l’Environnement], and MNP [Madagascar National Parks]) in alignment with the National Development Program and other GOM commitments (e.g. the Durban Vision, the Sydney promise, the MECIE decree, the Mining Code, EITI, etc.). Accurate and transparent valuation and budget allocations in the mining, tourism (droits d’entrée dans les aires protégées [DEAP]), fishery, and forestry sectors will help build capacity and enhance sustainable development at all levels.

Open and frank coordination and regular communication between sectors and with field agents will facilitate decentralization (local investment, budget autonomy reinforcement, and human resource development) and will help institutions deliver services even in isolated areas. These efforts should be accompanied by action plans (Strategic Environmental Assessment [SEA], Schéma National d’Aménagement du Territoire [SNAT], Schéma Régional d’Aménagement du Territoire [SRAT], Schémas d’Aménagement Communaux [SAC], etc.) that are developed collaboratively involving the Ministère de l’Aménagement du Territoire, de l’Habitat et des Travaux Publics (MAHTP) teams and the decentralized authorities.