



IUR - SIDS INTEGRATED URBAN RESILIENCE IN SMALL ISLAND DEVELOPING STATES AND COASTAL CITIES

NATIONAL AND CITY 'STATE OF PLAY'
TOAMASINA, MADAGASCAR



ABOUT IUR - SIDS

The Integrated Urban Resilience in Small Island Developing States and Coastal Cities (IUR-SIDS) is a Joint global Programme by the United Nations Development Programme (UNDP) and the United Nations Human Settlements Programme (UN-Habitat) processed through a Multi-Partner Trust Fund (MPTF) for urban risk reduction and resilience building action. The Joint global Programme will unfold during a 2023-2025 first phase reaching 10 countries/cities, which will lay the foundation for potential scaling-up and scaling-out of the approach to support more cities and countries in a second phase from 2026 to 2030. The overall goal of the IUR-SIDS programme is that, by 2030, at least 100 small and medium-sized cities are supported to develop risk-informed urban development plans and implement urban resilience building interventions addressing all resilience dimensions viz. physical, environmental and socio-economic -- while strengthening urban governance informed by a systems' thinking to secure resilient development outcomes. Through delivering as One, the two UN agencies will maximize synergies of action, opens opportunities and provide coherent results in SIDS and coastal cities.

About UNDP

UNDP is the leading United Nations organization fighting to end the injustice of poverty, inequality and climate change. Working with our broad network of experts and partners in 170 countries, we help nations to build integrated, lasting solutions for people and planet.

About UN-Habitat

UN-Habitat supports national and local governments, academia, civil society and the private sector, with the implementation of the New Urban Agenda and SDG11, which aims for sustainable cities and communities. We support processes of institutional capacity-building regarding sustainable urbanization and knowledge-transfer between regional counterparts, in particular through key initiatives like National Urban Policies, the City Prosperity Initiatives, Urban Integrated Solutions and others.

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01.

CONTEXT FOR RISK-INFORMED URBAN DEVELOPMENT AND RESILIENCE-BUILDING

I. National / City policies and strategies – Priorities for action (sustainable development, climate action, urban/town planning, DRR, NAPs, etc.)

The national policy framework for climate change, the National Adaptation Plan (NAP), was developed in 2019. It is the reference document on climate adaptation and contains the strategic framework for the priority actions in the short- and long-term for climate adaptation in Madagascar. The document has a life duration of 10 years and a possibility of revision after 5 years. The NAP sets out the country's strategy for addressing the impacts of climate change, including adaptation measures in the agriculture, water, forestry, and coastal sectors. The NAP also aims to strengthen the country's institutional and legal frameworks to enhance climate resilience.

Additionally, one of the key policies implemented in Madagascar is the National REDD+ Strategy, which aims to reduce emissions from deforestation and forest degradation. Other relevant frameworks are:

- National Biodiversity Strategy and Action Plan (NBSAP) - 2015
- National Climate Change Policy – 2011

Since 2001, Madagascar possesses a National Risk and Disaster Management Policy (PNGRC) and a National Risk and Disaster Management Strategy (SNGRC). The current PNGRC was updated in 2015 and the current SNGRC covers the period from 2016 to 2030 with a vision of Madagascar resilient to shocks, protected from all damage in its social, economic, and environmental dimension for sustainable development.

Toamasina, a coastal city, is the capital of the Atsinanana region in the east coast of Madagascar. Located on the Indian Ocean, the city is the main seaport of the country. Toamasina updated its urban master plan in 2019 which now includes disaster risk management and reduction strategies in the Toamasina agglomeration.



Flickr/ Luc Legay - Madagascar

II. Administrative / Political structure, electoral cycle and next elections (National government; city nodal authority)

The country was previously divided into 6 provinces and currently into 23 regions, which are further divided into districts and communes, and these constitute the decentralized territorial collectivities (CTD). Each region is governed by a Governor appointed by the President, while the chiefs of districts are nominated by the Government Council and communes are governed by mayors and councils elected by their respective constituents.

The national government is led by the Prime Minister and is composed of 27 ministers, 2 state secretaries and a vice-minister. Madagascar's electoral cycle is five years, with the next presidential and parliamentary elections scheduled to be held in 2023. As for Toamasina, the electoral cycle for municipal elections is six years, with the next municipal elections scheduled to be held in 2026.

III. Local competencies and jurisdictions (relevant to interventions; key sectors and stakeholders)

The Risk and Disaster Management (GRC) structure in Madagascar includes a strategic level and an operational level. The strategic level brings together (1) the National Council for Risk and Disaster Management (CNGRC), a consultation and decision-making structure at the national level led by the Prime Minister; (2) a permanent technical support structure attached to the Prime Minister, the Prime Minister's Emergency Management and Prevention Support Unit (CPGU), (3) the National Platform for Risk and Disaster Reduction (PNRRC). The operational level has (1) a central operational

structure attached to the Ministry of the Interior, the national risk and disaster management office BNGRC with subdivisions at the territorial level, and (2) a reflection committee of disaster supporting the operational center structure. Regarding the decentralized territorial collectivities, there is a Committee for Risk and Disaster Management, at regional level, at district level, at commune level and at neighborhood level.

The legal and institutional frameworks that govern disaster risk reduction and climate change adaptation in Toamasina are often decentralized, with significant decision-making power held at the local level. There is a territorial national risk and disaster management office (BNGRC) in Toamasina.



Flickr/ Etienne - Madagascar

IV. Revenue and financing streams – national budgeting for city level planning, development and implementation, etc.

According to the World Bank, Madagascar's tax revenue as a percentage of GDP was 12.3% in 2019. However, the revenue generated is often insufficient to meet the growing demand for infrastructure, services, and other development projects in the country's cities.

The national budgeting process is the primary tool used to allocate resources for city-level planning and implementation in Madagascar. The budgeting process involves the government identifying the priority areas for investment, estimating the revenue available, and allocating funds accordingly. The country's cities face several challenges, including inadequate infrastructure, housing, and sanitation facilities. To address these challenges, the government of Madagascar has developed a national urban development strategy that outlines the priorities and strategies for urban development.

The government leverages external financing streams, including foreign aid, loans, and grants, to support urban development initiatives. However, the country's debt levels have risen significantly in recent years, raising concerns about the sustainability of external financing streams.

V. Regional and international partners' engagement and investments – development investments by IFIs, regional or other entities, etc.

The World Bank, African Development Bank (AfDB), and European Union (EU) are among the major IFIs that have invested in Madagascar's development in recent years. The World Bank has funded several projects in Madagascar, including the Climate Resilience Program for Madagascar, which aims to improve climate resilience and reduce disaster risk in the country. The AfDB has also funded several projects in Madagascar, including the Agricultural Value Chain Development Program, which aims to increase agricultural productivity and improve market access for small-scale farmers. The EU has also provided significant development assistance to Madagascar, with a focus on governance, food security, and climate change.

The UN system in Madagascar also contributes to the achievement of national priorities across the UN cooperation framework plan for sustainable development (UNSDCF). Madagascar has also received development investments from regional and other entities, including the Indian Ocean Commission (IOC) and the Japan International Cooperation Agency (JICA). The IOC has funded several projects in Madagascar, including the Coastal Protection and Adaptation to Climate Change in the Indian Ocean (CPACCIO) project, which aims to improve coastal resilience in the region. JICA has also provided significant development assistance to Madagascar, with a focus on infrastructure development, including the construction of roads and bridges.

Madagascar has also received investments from the private sector. Major companies such as Rio Tinto, Total, and ExxonMobil have invested in Madagascar's extractive industries, including mining and oil and gas exploration. These investments have the potential to drive economic growth and generate revenue for the government, but they also raise concerns about environmental and social impacts, as well as governance issues.



UNDP/ Madagascar - Sand dune restoration

VI. Development challenges and gaps

Madagascar, the world's fifth largest island, has one of the world's highest poverty rates despite its considerable natural resources. Its population was estimated at around 28 Million in 2020, nearly 75% of which are below the poverty line and 79% are living on less than \$1.90 per day. Progress on the development objectives articulated in the Madagascar Plan for Emergence, which guides the socio-economic development of Madagascar, remains slow. Productivity, being driven by poor structural transformation, is contributing negatively to growth. In 2020, the account deficit deteriorated to 3.5% of GDP due to decreased exports, limited tourism, and a decline in foreign investments (AfDB) in addition to the repeated natural disasters. In early 2023, two severe tropical storms hit Madagascar, submerging many roads, causing floodings and destroying schools and health centers. Moreover, recent evidence indicates that repeated cyclones increased the poverty rate among affected households by 27%. Real GDP growth is projected to improve to 4.2% in 2023 and to accelerate to about 5% in 2024-25 mostly boosted by a recovery of mining industry coupled with gradual reopening of the air traffic, especially with South Africa. Additionally, poverty remains on the rise in urban areas, reflecting the impact of rural-urban migration, the deficiency in employment opportunities in cities, and the decline in the productivity of private enterprises.

The main Commune of Toamasina, economic capital and first port city of Madagascar, is experiencing various problems and constraints affecting its development:

- The inflation rate in Toamasina is estimated at 6.7%. A spike in prices is observed after the establishment of a number of large companies (e.g. mining company Ambatovy). This directly affects the purchasing power of the population, the majority of whom live in poverty.
- The city of Toamasina has become "cosmopolitan" with the constant arrival of migrants from other regions. The professions of rickshaw pulling and tuc-tuc driving are highly in demand, thus leading to a saturation of traffic which the city cannot manage.
- In the urban commune of Toamasina, basic infrastructure (water, electricity supply) and vital services such as waste collection, educational infrastructure are considerably lacking, and the population as well as urban functions are overconcentrated.
- As urbanization progressed towards the lowlands and the maintenance of drainage infrastructure is insufficient, rainwater flooding occurs almost every year.
- Public services are generally lacking and inadequate (hospitals, educational infrastructures, and health infrastructures), especially for middle-class
- Urban public transport is not well developed.
- Toamasina's port is not fully used for the development of economic sectors in the city, however, an extension is already in progress.

GLOBAL ENGAGEMENT 02.

I. Global policy frameworks and positioning

Madagascar has joined the international treaties on climate change: United Nations Framework Convention on Climate Change in 1998, Kyoto Protocol in 2003, Paris agreement in 2016. Since 2006, Madagascar has developed the Program of national actions for adaptation or PANA. The National Adaptation Plan (NAP) aimed at integrating climate change considerations into its development plans. It submitted its Intended Nationally Determined Contribution (INDC) to the UNFCCC, outlining its commitment to reducing greenhouse gas emissions and adapting to the impacts of climate change. In 2020, Madagascar submitted an updated NDC, setting more ambitious targets for emission reductions.



Adobe Stock/ Toamasina-Tamatave

II. Agenda 2030

VNR: Voluntary National Review 2017 and 2021. The second report highlighted several challenges that the country faced, including poverty, lack of access to education and healthcare, and environmental degradation.

NDC: Madagascar Intended Nationally Determined Contribution (INDC) released in 2015. It aims to reduce greenhouse gas emissions by 14% by 2030 and are aligned with the country's development priorities, including poverty reduction, energy access, and sustainable agriculture. Madagascar updated its NDCs in 2022-2023 to include additional targets, such as increasing renewable energy use and promoting sustainable forest management.

NAP: a National Adaptation Plan (NAP) for 2021 is available. It identifies key priority areas, such as agriculture, fisheries, and infrastructure, and outlines actions to reduce the country's vulnerability to climate change. Madagascar's NAP also emphasizes the importance of building resilience at the local level and involving communities in decision-making processes.

NUA national report: Not available. However, Madagascar submitted a National Report to the Participation of Madagascar to the Conference Habitat III in 2018. The report highlights Madagascar's efforts to improve urban planning and management, particularly in the areas of housing, transportation, and waste management. The report also emphasizes the importance of involving communities in urban development and improving access to basic services.

III. National / local engagement (networks, MCR2030, inter-regional forums, etc.)

Madagascar is a member State of the Common Market for Eastern and Southern Africa (COMESA) African Union (AU), Organisation Internationale de la Francophonie (OIF), Southern African Development Community (SADC), Indian Ocean Commission (IOC), African Group of Negotiators (AGN) and Alliance of Small Island States (AOSIS), among other international and regional networks and forums.



UNDP/ T. Randriamaniraka - Planting trees in Ankadipetaka

03. ACTIVITIES AND INITIATIVES IN DRR, CC-CCA, RESILIENCE

Madagascar has developed its National Disaster Risk Management Strategy (2016-2030) and has implemented several DRR activities, such as early warning systems, risk mapping, and community-based disaster risk reduction. For example, in 2019, Madagascar launched a national early warning system, which uses mobile phone technology to alert communities of impending disasters. The country has also implemented risk mapping initiatives in flood-prone areas and has established community-based disaster risk reduction programs that involve local communities in disaster preparedness and response.

The country's National Adaptation Plan (NAP) highlights key priority areas, such as agriculture, fisheries, and infrastructure, and outlines actions to reduce the country's vulnerability to climate change. Madagascar has also implemented several CCA activities, such as reforestation initiatives, sustainable agriculture programs, and climate-resilient infrastructure development.

As for Toamasina city, it has implemented several DRR activities, such as early warning systems, risk mapping, and emergency preparedness and response planning. For example, the city has established a local early warning system that uses SMS alerts to warn residents of impending disasters, such as floods and cyclones. The city has also implemented a risk mapping initiative that has identified areas prone to flooding and other hazards. In addition, the city has developed emergency preparedness and response plans that involve various stakeholders, including local communities, NGOs, and government agencies.

Toamasina has also implemented several initiatives focused on building resilience at the local level, particularly in vulnerable communities. For example, the city has established community-based disaster risk reduction programs that involve local communities in disaster preparedness and response. In addition, the city has developed initiatives focused on improving livelihoods and promoting sustainable development, such as the promotion of eco-tourism and the development of alternative livelihoods for vulnerable groups.

ADDITIONAL PARTNERS TO CONSIDER FOR ENGAGEMENT 04.

At national level, several partners support Madagascar in DRR, CC-CCA, and resilience: the World Bank, European Union, USAID, AfDB, the UN system in Madagascar, International organization (Croix Rouge Malagasy, Helvetas, Start network ...), Humanitarian platform of the private sector (PSHP).

At Toamasina level, these main partners are currently active: the JICA- TaTom, maritime port extension project; the World Bank PPDR- RN5 (Toamasina- Foulpointe); UNDP and USAID-Governance project; Rindra, Ambatovy- major industrial operation mining and refining nickel and cobalt in Madagascar; seafront tourism project (financed by Malagasy State); protection of the Toamasina coastal area, as part of the coastal areas adaptation project to climate change (PAZC) by the Ministry of Environment and Sustainable Development MEDD; RN2 expressway construction project (financed by Exim bank China, Malagasy State); OIF Organisation Internationale de la Francophonie-civil status project; the project to build 80 social housing units by the State Secretariat in charge of new cities and housing (SENVH).



Flickr/ voyage-madagascar.org - Toamasina



Flickr/ voyage-madagascar.org - Port of Toamasina

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