

The Centres of Excellence (COE) for Gender in Local Government:



What we have learned in Madagascar OCTOBER 2020



2019 COE annual verification in Bongatsara council showing the involvement of all decentralized local structures in filling in the local government scorecard.
Photo: Zotonantenaina Razanadratefa

The Centres of Excellence (COE) for Gender in Local Government is a visionary programme run by Gender Links, a Southern African NGO, in partnership with local government associations across Southern Africa. The programme aims to ensure women's equal and effective participation in decision-making, and to translate this into gender responsive governance through gender action plans whose progress is measured by the Gender and Local Government Score Card.

In Madagascar the COE programme has been running since 2011 working with 67 councils, 27 urban and 40 rural. This analysis compares progress

across 27 councils for which GL has comparative data for the period from 2016 to 2020. Twelve COE councils are implementing the *Sunrise Empower Women End Violence Campaign*. Ten councils are implementing Sexual and Reproductive Health Rights (SRHR) campaigns. This COE sample covers a population of 1,318,110, which represents 5% of the total population. The programme has reached 1859 direct beneficiaries between 2016 and 2020. Madagascar has started implementing the "hub" and "spoke" programme. Currently there are 15 hub councils and 29 spoke councils, with the programme still to be rolled out to the other councils.

Key indicators in the 27 councils

INDICATORS			
Outputs			
No. of COE's Baseline 2016	27 of 60		
No. of COEs follow up in 2020	27 of 67		
No. of Gender Action plans	27		
No. of Gender-Based Violence (GBV) Action Plans	27		
No. of councils supporting the entrepreneurship programme	12		
No. of SRHR Action Plans	9		
Beneficiaries	Total		
No. of beneficiaries - 2016	967		
No. of beneficiaries - 2017	16		
No. of beneficiaries - 2018	423		
No. of beneficiaries - 2019	453		
Total	1859		
Outcomes	Baseline (2016/17)	Follow up (2019/20)	Variance
Women's political representation			
% women in local government overall	8%	7%	-1%
% women councillors in COEs	17%	15%	-2%
Political and public participation			
% women mayors	18%	9%	-9%
% deputy mayors	25%	24%	-1%
% women chairing committees	33%	51%	18%
% Youth associations working with councils	13%	17%	4%
Gender Progress Scores - attitudes (%)	60%	56%	-4%
Gender management system and budgeting			
Gender and Local Government Score (%)	56%	68%	12%
Community Citizen Score (%)	68%		
Highest score (%)	88	80	-8
Lowest score (%)	41	60	19
Gender responsive budgeting			
Total contribution by councils to gender work	USD 151 202		
Workplace policies and practise			
% women employed in COE councils (2016)	29%	39%	10%
% women managers in COE councils	22%	35%	13%
% councils that provide maternity leave	100%	100%	0
% councils that provide paternity leave	96	82	-14
% councils with sexual harassment policies	71	83	12
Infrastructure and social development			
% women accessing land	27%	41%	14%
% women allocated housing	42%	64%	22%
% councils with streetlights	76	64	-12
% women on water/sanitation committees	51	61	10
% of water and sanitation committees chaired by women	54	58	4
Economic power to end violence			
	2015 cohort	2019 cohort	
Total number of women at the start of the course	183	149	
No. of women who completed the course	183	149	
% women that completed the course	100	100	
% women completed a business plan	50	98	
% women implemented a business plan	50	98	
Monthly income in USD	57	70	
Relationship control score (%)	44	51	
% women experiencing less or much less violence	45	53	
% women using a computer	2	28	
% women that have an email address	13	49	
% women surfing the Internet	11	34	
% women that have a Facebook account	17	43	
% women that have a Twitter account	0	0	
% women that have a website	0	2	

Key results

- **Women's political representation is low**, however there are 15% councillors in COEs compared to 7% women in local government overall in Madagascar. Because of this low representation women make up just 9% of mayors and 24% of deputy mayors in COEs.
- **But women chair 51% committees** overall and 58% of water and sanitation committees.
- **The Gender and Local Government Score**, which measures the performance of councils against 25 gender indicators increased from 56% to 68%; an encouraging reflection of the improvement in gender mainstreaming.
- **The Gender Progress Score which measures gender attitudes** decreased from 60% to 56% pointing to the fact that Madagascar is a deeply patriarchal society. More effort is needed to change negative attitudes based on gender roles and stereotypes.
- **Councils are allocating resources for gender responsive budgeting** - COE councils allocated USD 151,202 to gender specific programmes in 2019. Much of this went to the promotion of gender, youth and disability friendly policies and practices, and the integration of gender into climate change programmes. Gender Responsive Budgeting (GRB) is an area that needs strengthening going forward.
- **Women employees and managers in COEs have increased** by 10 and 13 percentage points to 39% and 35% respectively thanks to the gender inclusion strategy within council action plans that prompt them to prioritise the recruitment of women.
- **All COEs provide for maternity leave, but paternity leave decreased** as in Madagascar there is no legal provision for paternity leave. Such benefits were severely affected by the COVID-19 pandemic.
- **Councils with sexual harassment policies** increased from 71% to 83%.
- **Infrastructure and social development:** The proportion of land and housing allocated to women has increased by 14 and 22 percentage points respectively.
- **Economic power to end violence** - GL trained 183 women survivors of GBV in the first phase of the Sunrise Campaign, an innovate programme to provide entrepreneurship training to survivors of gender violence linked to council Local Economic Development (LED) programmes. In the second phase GL supported the COEs to implement the programme. Overall, the results for handing over ownership of the programme to the councils are encouraging on all counts. The councils trained 149 women; 98% implemented a business plan compared to 50% in the first phase. Monthly income of participants increased from \$57 to \$70 per month. The relationship score increased from 44% to 51%. Fifty three percent of women trained reported experiencing less or much less violence compared to 45% in 2015. It results also improved from 13% women with an E Mail address to 49%; 11% women surfing the Internet to 34% and from 17% women with a Facebook account to 43%.

“Gender integration within local authorities rebuilds trust between community and the COE officials.”

Onjarisoa Stella is the Mayor of the Anosimena council, re-elected during the last local elections in 2019. The partnership with GLM has allowed Onjarisoa Stella to reinforce her capacity around gender and various related topics. She understands that gender equality in decision making is a key way to develop her council in political, social and economic fields.



Onjarisoa Stella, Mayor of Anosimena.
Photo: Zotonantenaina Razanadratafa



Rasoanambinina Vavimarino, GFP in Mahavelona Foulpointe rural council.
Photo: Zotonantenaina Razanadratefa

“A woman can fend for herself and not to be dependent on her husband: it is a matter of self-confidence and determination.”

Vavimarino Rasoanambinina, the gender focal point in the Mahavelona Foulpointe rural council, is a survivor of GBV. She is now running her own rice growing business, but she admits that it is hard to get self-confidence and self-esteem; in the past she used to think that a woman is always subservient to her husband and cannot be independent economically. Now she is convinced that she can live without a man.

“Women have a great role to play in the community.”

Noeline Razanadrakoto is championing gender in Andoharanomaitso rural council since learning about Gender mainstreaming, in 2008. She has become an effective leader, being a figure of rural women who overcame odds and is respected by the community who trust her. She is currently serving her fourth term as a councillor.



Noeline Razanadrakoto in one of the community vineyards project.
Photo: Zotonantenaina Razanadratefa

Andoharanomaitso Rural council Best performing COE

Andoharanomaitso Rural council became a COE in 2010. The gender champion is Council Chair Noeline Razanadrakoto. She has led a strong gender and GBV action plan.

The council has gender committees comprising of 15 people per fokontany (or ward): 345 overall in the council. Women constitute 134 (40%) and men and 207 (60%) of these. The main work of the committee is to cascade gender mainstreaming from the council into the local neighbourhoods. They also participate in a general assembly within council to evaluate the work done and to highlight new perspective for the upcoming term for gender promoting.



Andoharanomaitso rural council employees in front of the council's office, best performing COEs.
Photo: Zotonantenaina Razanadratefa

There are two women councillors (29%). Three of the eight departments within the council are chaired by women (38%). Women constitute 21% of the employees. Though parity has not yet been reached, all all decisions are debated in the general assembly where women comprise 76% - 100% of the total. Andoharanomaitso is part of the Sunrise Campaign. It annually commemorates women's key celebrations as the Women's Day and the Sixteen days of Activism against gender-based violence.

Lessons learned and way forward

- **Representation of women as councillors and mayors is low** - Councils should launch 50/50 campaigns, with strong advocacy for the proportional representation electoral system and adoption of zebra list within political parties. There is a need of special measures to increase the representation of women in local government. GLM is currently collaborating with the national electoral body in order to mainstream gender throughout the electoral process.
- **The full buy-in and involvement of the council in the process contributes to the success** of the programme. Councils which implement all related COE programmes (SRHR, Entrepreneurship, 50/50, etc.) have stronger gender programmes. The implementation of the Hub and Spoke model will enhance councils' commitment, which will lead to the effective participation of each local authority.
- **Gender responsive budgeting is the basis of gender responsive services:** Local authorities need partners to improve their budgets as the State grants do not permit to do so.
- **A well-functioning COE depends on the commitment of the GFPs** - These "foot soldiers" should be supported for ongoing capacity building.
- **Sharing best practices and rewarding councils during SADC Protocol@Work Voice and Choice Summits** strengthens competition between councils and progress is measured at each summit.
- **Local authorities should develop disaster recovery plans** in to manage the effects of natural disasters or health emergencies such as the COVID-19 pandemic.

Indicators by Council

[Baseline is in brackets]

Council	Overall score	Hub/Spoke	Community score card	Gender progress score (attitudes)	% Women councillors	% Women Mayors	% Women Deputy mayors	% Women chair comms	Gender responsive budgets	% Women employees	% Women in management	% land allocated to women	% housing allocated to women
Ambalavao	86 (78)	Spoke	71	54	0 (0)	0 (0)	0 (0)	80 (0)	30 978	56 (50)	50 (13)		
Ambatondrazaka	82 (71)	Spoke	86	79	92 (8)	0 (0)	0 (0)	43 (33)	15 626	24 (35)	29 (0)	53 (37)	62
Ambohibary	52 (74)	N/A	82	53	0 (0)	0 (0)	0 (0)	20 (40)		33 (22)	0 (0)	38	
Ambohitrimanjaka	26 (39)	Spoke	68	56	14 (0)	0 (100)	0 (0)	33 (29)	9 802	38 (25)	0 (0)		61
Andoharanomaitso	100 (85)	Hub	73		29 (29)	0 (0)	100 (100)	25 (33)	863	21 (0)	38 (36)	50 (20)	50 (50)
Andramasina	66 (80)	N/A	74	69	0 (25)	0 (0)	100 (100)	50 (33)	0	28 (25)	20 (25)	10 (67)	
Anjinjaomby	76 (20)	N/A			20 (20)	100 (100)	0 (100)	50 (50)	1 250	50 (50)	50 (20)		
Anjomanakona	73 (79)	Hub	62		3 (20)	0 (0)	0 (0)	40 (50)	0	38 (43)	50 (20)	19 (19)	26
Anjozorobe	69 (41)	Spoke	64	62	22 (22)	0 (0)	0 (50)	67 (60)	0	52 (46)	67 (20)	30 (34)	
Ankazoabo Sud	66 (25)	N/A	96		14 (14)	0 (0)	0 (0)	44 (75)	0	24 (28)	33 (33)	41 (3)	58

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Anosimena	82 (70)	Hub	86		0 (0)	100 (100)	0 (0)	71 (0)	1 351	30 (19)	33 (14)	31 (10)	50
Antanamitarana	73 (80)	Hub	75	68	20 (20)	100 (100)	0 (100)	75 (60)	714	50 (0)	80 (75)	47 (45)	69
Bongatsara	64 (52)	Hub	70	53	14 (0)	100 (100)	100 (0)	67 (0)	2 856	59 (50)	67 (10)	67 (42)	67
Fort Dauphin	67 (38)	Hub	64	62	9 (9)	0 (0)	0 (0)	83 (17)	51 339	19 (18)	23 (0)		
Isalo	68 (44)	Spoke	94		0 (0)	0 (0)	0 (0)	0 (33)	936	33 (0)	22 (0)	38 (43)	
Ivato Aéroport	85 (81)	N/A	74	56	29 (29)	0 (0)	0 (0)	17 (14)	0	46 (18)	17 (9)	(31)	
Joffre Ville	67 (59)	Spoke			0 (0)	0 (0)	0 (0)	67 (0)	200	44 (29)	0 (38)		
Mahavelona Foulpointe	92 (51)	Hub			22 (50)	0 (0)	0 (100)	63 (15)	22 594	29 (30)	30 (20)		
Manambaro	75 (56)	N/A			14 (13)	0 (0)	0 (0)	40 (40)	0	27 (42)	33 (25)		
Manjakandriana	90 (76)	Spoke	66	55	13 (22)	100 (100)	0 (0)	75 (33)	9 802	41 (43)	33 (50)	56 (56)	28
Moramanga	63 (65)	Spoke	73	62	14 (10)	0 (0)	0 (0)	60 (33)	0	22 (22)	0 (71)	50 (61)	59
Morondava	56 (70)	Spoke	61		31 (29)	0 (0)	0 (0)	29 (25)	0	53 (47)	40 (20)		
Ramena	63 (34)	Spoke			20 (20)	0 (0)	100 (100)	50 (33)	73	28 (28)	40 (40)		
Sahambavy	92 (56)	Spoke	67		14 (14)	0 (0)	0 (0)	60 (0)	1 717	33 (33)	33 (25)	48 (37)	48
Sakaramy	58 (54)	Spoke			50 (40)	0 (0)	0 (0)	25 (29)	0	50 (29)	40 (29)	33	
Toamasina (CUT)	0 (63)	Hub	58		16 (21)	0 (0)	0 (0)	29 (23)	971	57 (21)	27 (44)		88 (58)
Tsiafahy	58 (87)	Spoke	76	66	0 (0)	100 (100)	0 (0)	67 (29)	130	44 (25)	44 (0)	(18)	26
Overall	68%		68%	56%	15%	24%	13%	51%	USD\$151202	39%	35%	41%	64%

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