

<b>DRAFT</b> <b>GENDER STRATEGY FOR LOCAL GOVERNMENT IN MADAGASCAR</b>
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**AIM**

The aim of this strategy is to give effect to government commitments to gender equality at the local level through practical steps for ensuring that gender is mainstreamed in and through local government.

**CONCEPTS AND CONTEXT****Gender**

Gender refers to the different societal expectations, norms and values ascribed to women and men, boys and girls in a particular society and culture.

**Gender stereotyping**

Gender stereotyping refers to the way that society expects women and men to behave and the roles they are expected to play. These stereotypes often define women and men in opposite ways; are limiting to both women and men and legitimise unequal power relations. They are expressed, for example in the gender division of labour. They result in women being relegated to an inferior status in all areas: social, political and economic.

**Women and men in Madagascar**

From the General Census of the Population and the habitat (RGPH) in 1993, the population of Madagascar is estimated to about 18 millions inhabitants.

According to the report of the Indian Ocean Commission in 2008" *Genre et Développement, Etat des Lieux sur Madagascar* ", women represent 50,6% of the population in Madagascar. The households headed by the women are evaluated at 18,9% (that is about 1 household out of 5) with disparities between the regions (1 household out of 4 in Fianarantsoa) and according to the place of residence (16, 3% in urban areas against 13,8% in rural areas).

The Constitution of Madagascar does not specifically provide for the promotion of gender equality. Article 8 provides that all individuals are equal in rights and enjoy the same fundamental freedoms and that there should be no discrimination based on sex, level of education, wealth, origin, race, religion or opinion. Gender was not a concern when drafting the Constitution and no special interest was paid to gender issues.

Besides, it is worth to mention that in its Article 11 of the law 90-014 related to marriage and to marital property system, abrogating the law 67-030 of December 18, 1967 provides the "zaramira" (in English the equal sharing of the common belongings of the spouses) instead of the "kitay telo an-dalana", in force before, namely 2/3 for the man and 1/3 for the woman. We can note from this fact an evolution of the law in favour of the woman.

The Malagasy positive law is founded on the French law and the customary law. Actually, the Customary Law is sometimes coherent with the positive right and sometimes in contradiction, as it happens, in the south of Madagascar and especially in the farming world, following the death of the husband, goods are reserved to the deceased's family, the wife doesn't benefit the "zaramira" that is foreseen in the law. From the respect of customs, these women do not take the liberty to refer to court because they must respect the "fiavanana".

On the other hand, there are facts that demonstrate a logical continuation between the customary law and the positive law, namely, the right to 'misitaka', if the woman does not

stand the problems in the home, she has the right to leave and go to her family and her husband must recover her within a determined period.

This right comes from the customary law that is re-written in the Malagasy positive law.

There is still a relatively large gap in the literacy levels of women and men in Madagascar with 65% of women being literate compared with 77% of men. But Madagascar has been closing the gap in access to basic education over the years and by 2009 49% of girls compared to 51% of boys were enrolled for basic education. The trend is similar in secondary and tertiary education with 48% and 49% of girls compared to 52% and 51% respectively. Studies however show that women still dominate in the arts and humanities faculties with large gaps in the law and science faculties. The gap gets larger at the vocational/ technical level with only 27% women compared to 73% men receiving this form of education. Unfortunately gender violence in schools is still a problem and according to UNICEF is one of the deterring factors for girls to attend schools, There is however still a large discrepancy in the completion rates and in 2005 only % of girls compared to % of boys were completing basic education, one of the main reasons for the high drop out rate of young women is teenage pregnancies.

The upshot of the of the higher literacy rates of men and their domination in the more technical faculties is that generally they go into the more technical and better paid professions while women predominate in care-related work such as domestic work; nursing and teaching.

More than three quarters of the active women work in the informal sector compared to 68% for men. It reflects the difficulties of women's access to the formal jobs. Indeed, women only benefit from a third of the jobs of the administration and the formal private sector. The reluctance of the employers to recruit women explains this situation in part. As for working conditions, women's situation in the informal sector proves to be more precarious than men's. It is perceptible under several aspects: women do not have a place that suits their activity (usually on the public way, markets), they exercise alone in their activities, generally without salary nor domestic helps, they get busy in sectors that require little investment and their production unit is often reduced (RNDH, 2003,; BIT/EPGSNAS, 2005).

Women comprise a mere 6.3% of councillors in local government and 4% of the Mayors. They still only constitute 8.7% of members of the National Assembly and 13% of the cabinet.

The HIV and AIDS, Gender and Media Baseline Study (GMBS) conducted in **2008** by Gender Links and MISA showed that women constitute 21% of news sources in Madagascar and that women's views are under-represented as sources in economics (29%), politics (15%) and even on gender equality issues (34%). While men are portrayed in a wide variety of roles, women are most likely to feature in the news as home makers and entertainers or as victims of violence.

High and increasing levels of gender violence underscore inequalities in the home and in society. There are various forms and levels of violence experienced by individuals in general and women and children in particular. These include sexual, physical, psychological or emotional and cultural violence

Up to date, the country does not have any figures data at national level on the violence towards women. Of all types of violence, marital violence is probably the one that the surviving woman recognizes and admits the least easily. A recent survey led in the capital

revealed that 65% of the women interviewed report having experienced one type of violence during the last 12 months, 23% were victims of a type of violence and 43% of several types of violence.

It is also recognised the gender violence is a public health problem with serious consequences for women's health and for society; violating women's right to voluntary motherhood; exposing women to sexually transmitted diseases including HIV/AIDS; and subjecting women to psychological disorders. Gender violence is closely linked to the HIV and AIDS pandemic that is leading to many of the fragile gains made by women being reversed. Women often do not have the chance to decide freely when, how and with whom they have sex. Sex, in exchange for rewards and security, is common across all ages. Few women have real control within relationships to enforce the use of condoms." Women are the majority of those newly infected by and living with HIV, and also shoulder a disproportionate burden of caring for those infected and affected.

### **Gender equality and equity**

Gender equality concerns ensuring equal opportunities for women and men to enjoy their human rights. Gender equity is about equality and justice of outcome and results. It is a stronger concept than equality of opportunity. It means that women and men, boys and girls have an equal chance of reaching the finishing line, not just an equal chance of being at the starting line.

## **POLICY FRAMEWORK**

### **Regional and international Commitments**

Key regional and international commitments to gender equality include:

- The **Southern African Development Community Protocol on Gender and Development** adopted in August 2008 which sets a target of 50% women in all areas and at all levels of decision-making by 2015. The protocol has 27 other targets on gender and development in the areas of constitutional and legal rights, education and training, economic empowerment, gender based violence, health, HIV and AIDS, peace building and conflict resolution and the media.
- **CEDAW** (Convention for the Elimination of All Forms of Discrimination Against Women).

**Protocol to the African Charter** for Human and People's Rights on the Rights of Women in Africa.

- **The Millennium Development Goals**, in its objective number 3 "promote gender equality and empowerment of women "

### **National commitments to gender equality and equity**

Key national commitments made by Zambia to achieving gender equality include:

- **The Constitution**, Article 8 provides that all individuals are equal in rights and enjoy the same fundamental freedoms and that there should be no discrimination based on sex, level of education, wealth, origin, race, religion or opinion.
- **The Law on Marriage** : the law 90-014 related to marriage and to marital property system, abrogating the law 67-030 of December 18, 1967 provides the "zaramira" (in French the equal sharing of the common belongings of the spouses) instead of the "kitay

telo an-dalana", in force before, namely 2/3 for the man and 1/3 for the woman. We can note from this fact an evolution of the law in favour of the woman.

- **The National Policy on the Promotion of Women.**(PNPF) and its institutionalization in the global framework of the state planning while integrating it in the DSRP (Strategic Document for the Reduction of Poverty) in 2000.
- **The National Gender and Development Action Plan ( Plan d'Action National Genre et Développement (PANAGED)** which was used as a frame of operational reference to gender mainstreaming in all areas of social and economic development. This Plan of action is the resulting in actions of the National Policy of the Promotion of Women (PNPF) for a man woman balanced development.

### **Gender mainstreaming**

The United Nations Economic and Social Council (ECOSOC) defined gender mainstreaming as:

"The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men can benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality."

### **Practical and strategic gender needs**

Gender mainstreaming aims to ensure that both practical and strategic gender needs are addressed. Practical gender needs are related to daily needs and activities. They are linked to roles that women and men are given by society. Strategic gender needs are related to changing the relationships, roles and responsibilities of women and men in society.

### **Gender blind and gender aware policies and practices**

Gender blind policies ignore the different situations, roles, needs and interests of women, men, boys and girls. Gender aware policies consider gender as a way of reaching set development goals by addressing gender norms, roles and access to resources.

### **Access, participation and transformation:**

For women to make a difference, they must have access to decision-making structures. Often this involves taking special measures to overcome the societal barriers that have prevented women from being present, such as quotas. Further measures need to be taken to assure women's effective participation not only in decision making positions but also in areas that will result in their economic empowerment. If women are present and they participate actively, this will be reflected both in the way that institutions function (for example their meeting times; norms and debates) as well as in the way services are delivered. Women bring with them new ideas and agendas, as well as different perspectives on traditional concerns. These make for more responsive governance. Thus it is not only the democratic right of women to be equally represented in decision-making but also critical to more effective governance.

## GENDER AND GOVERNANCE AT THE LOCAL LEVEL

### Representation

#### *Key issues*

Madagascar has 22 regions and 1546 local authorities elected divided into four categories: Urban Local government, Urban Local government 1<sup>st</sup> category, Rural local government 1<sup>st</sup> category, Rural local government 2<sup>nd</sup> category.

At 6.3%, Madagascar has the lowest proportion of women in local government in SADC. While the proportional representation electoral system is used at the local level there are no affirmative action provisions in place to ensure that women are represented equally.

Of the 22 regions 3 have less than 1% women in their councils. Table one shows the number of women and men councillors per region. It shows that Melaky region has the highest representation of women at 12.94% and Androy the lowest with only one woman councillor (0.32%).

Furthermore, reliable statistics on the numbers of the women that are in the decision taking functions in the local government and the women Chair of the committees in the Council, in particular are not available.

**Tableau une : Les femmes et les hommes conseillers par région**

Regions	Number of municipalities	Number of councillors	Male		Female	
			Number	%	Number	%
Melaky	37	201	175	96,67%	26	12,94%
DIANA	60	342	307	89,77%	35	10,23%
Analamanga	134	864	779	90,16%	85	9,84%
Bongolava	26	168	152	90,48%	16	9,52%
Amoron'i Mania	55	349	320	91,69%	29	8,31%
SAVA	79	487	448	91,99%	39	8,01%
Itasy	51	333	308	92,49%	25	7,51%
Atsinanana	84	548	507	92,52%	41	7,48%
Vatovavy Fitovinany	139	841	781	92,87%	60	7,13%
Analanjorofo	62	408	382	93,63%	26	6,37%
Sofia	108	693	649	92,87%	44	6,35%
Betsiboka	35	198	186	93,94%	12	6,06%
Haute-Matsiatra	82	542	511	94,28%	31	5,72%
Alaotra Mangoro	79	501	474	94,61%	27	5,39%
Boeny	43	263	249	94,68%	14	5,32%

Regions	Number of municipalities	Number of councillors	Male		Female	
			Count	Percentage	Count	Percentage
Vakinankaratra	86	578	549	94,98%	29	5,02%
Atsimo Atsinanana	90	522	498	95,40%	24	4,60%
Ihorombe	26	150	145	96,67%	5	3,33%
Menabe	51	295	290	98,31%	5	1,69%
Anosy	63	371	369	99,46%	2	0,54%
Atsimo Andrefana	105	641	638	99,53%	3	0,47%
Androy	51	313	312	99,68%	1	0,32%
<b>TOTAL</b>	<b>1546</b>	<b>9608</b>	<b>9029</b>	<b>93,97%</b>	<b>579</b>	<b>6,03%</b>

Source: Ces informations ont été recueillies auprès du Tribunal administratif, des journaux officiels, du ministère de la Décentralisation. A noter que le décompte des données par genre de l'ex-province de Tuléar n'était pas accessible, malgré tous nos efforts. Ainsi, pour la région d'Anosy, Androy, Menabe et Atsimo Andrefana, les données réparties par genre proviennent des maires que nous avons contactés par téléphone.

### ***Strategies***

- ✓ Lobby government to institute a quota system at local government level, which will ensure that Madagascar reaches the 50% target by 2015.
- ✓ Compile updated statistics on women in leadership positions in local government, both elected and appointed ones.
- ✓ Sensitize the population so that they vote for women
- ✓ Sensitize and collaborate with Traditional Authorities as well as men
- ✓ Reinforce women's movement.

### **Participation**

#### ***Key issues***

Only 69 of 1546 are women Mayors in Madagascar that is about 4%. Because of their low numbers in councils women are still in the vast minority as chairpersons on council standing committees.

*At the Coalface, Gender and Local Government in Southern Africa (2007)*, the first comprehensive study of gender in local government in southern Africa found that it is only when women constitute more than 50% of councillors that they begin to start participating effectively. While women do participate effectively, because of their very low numbers they are not able to influence decisions in councils, they make suggestions but these are rarely taken into account and they have no veto powers, this is why gender balance is so important.

Level of education, culture and tradition, the domestic responsibility and socialization can be barriers to women participating effectively in Madagascar.

### ***Strategies***

- ✓ Capacity building of elected or appointed women
- ✓ Training or induction programme for newly elected and appointed women
- ✓ Sensitization
- ✓ Motivation

- ✓ Encourage councils to have a gender balance in the management structures of the council (e.g. if Mayor is a male deputy to be female and vice versa).
- ✓ Strengthen Civic education.
- ✓ During elections political parties should identify women who have leadership qualities and potential and groom women into decision taking positions.

## **Public participation**

### ***Key issues***

The local authorities do not have the detailed profiles of the community that they serve, with gender desegregated relevant figures, such as employment, incomes,. The public meetings are not held regularly. The community, women and men simply participate in the meetings and public events at the time of the visit of the central authorities, during the national Independence Day, the celebration of the world day for women, on March 08 for the women particularly as well as at the time of social events.

In addition it is to be noted that more men are present to these meetings and events than women.

### ***Strategies***

- ✓ To give some responsibilities to the women at the level of the community
- ✓ Setting up of " dina" (regulation in the district or in the local government)
- ✓ Sensitization
- ✓ To plan periodic meetings
- ✓ Civic Education
- ✓ Gender disaggregated data on communities to be collected
- ✓ Women should be encouraged to participate in public meetings , "fivoriam-pokontany"

## **GENDER-SPECIFIC PROGRAMMES**

### **General**

In any gender mainstreaming endeavour it is important both to have gender *specific* programmes that give visibility to, and help to mobilise around gender issues, as well as ensure that gender is taken into account in *all* programmes.

Currently there are few gender specific programmes in local government, but there are potential flagship programmes that local government could take up such as gender violence and the provision of early childhood education.

### **Safety and security: Gender violence flagship**

#### ***Key issues***

Several types of violence are noted at the level of the community, besides rape, the physical violence for the case of the women as well as child labour.

Women must not move about at any time by lack of security and streetlight especially in rural communities. The special public transportation for women and children is not available in Madagascar yet.

Besides, the council works in close collaboration with the municipal/Communal police, as soon as the police receive a description, the police intervene directly. The police work with the community and ensure that public security reigns.

On the other hand, the policemen (gendarmes) are also installed at the level of the local government and also intervene if need be.

The council receives the survivors but do not take in charge the cases, it orientates the survivors to the competent services that must treat their cases. The local government can possibly support them, as per its expertise. The majority of the local governments in Madagascar do not celebrate the day against violence November 25, and besides the councils that do not do the "16 days campaign against violence" are numerous.

### ***Strategies***

- ✓ To set up a « community dina », internal regulation in the community
- ✓ To popularize the laws and texts related to gender based violence
- ✓ To develop collaboration between the Council Police, the municipal and Gendarmes
- ✓ To reinforce the capacity of the police and the state police in relation to the fight against gender based violence
- ✓ Civic Education
- ✓ To sensitize women to participate in forums
- ✓ To sensitize and train the chief of the districts on gender based violence
- ✓ To integrate fight against gender based violence in the educational program
- ✓ To organize sensitization TV shows
- ✓ To integrate fight against gender based violence in primary schools
- ✓ To mobilize funds to set up a Listening and Legal Counseling Center in each local government

### **MAINSTREAMING GENDER INTO EXISTING PROGRAMMES**

While it is important to have gender specific programmes, it is equally important to ensure that gender is integrated into all areas of the work of local authorities. There are gender dimensions to every facet of local government's work. These need to be taken into account if the work of local government is to contribute to advancing the empowerment of women and changing the attitudes of men on the ground.

### **Security and emergency services**

#### ***Key issues***

Both men and women are affected by emergencies, nevertheless when it is about security women are more victims than men. The streets are not appropriately named in Madagascar apart from some streets in the urban areas, thus it is difficult to assure that the services go to the right place and the right moment when there is emergency. Also there is no adequate protection of hydrants in the districts, mainly in the informal districts. The local government does not have the structures that take in charge the victims at the time of disasters, but mobilize their partners in case of need. All the local governments do not have any ambulances.

#### ***Strategies***

- ✓ Councils should develop disaster management plans.
- ✓ Raise awareness and conduct sensitisation and training on disasters in the areas of prevention and mitigation of loss of damage.
- ✓ Street naming and numbering should be done in a systematic way to ensure that emergency services can get to the right place as soon as possible.

- ✓ Sensitisation of communities on the importance of street names and lighting and stopping removal and vandalism of these.
- ✓ Enforce building regulations to ensure for eg. that houses are not build too close to rivers / rising water to too close to other houses thereby mitigating loss due to floods and fires.
- ✓ Procure emergency equipment, i.e. Ambulances, fire tenders

## **The economy and job creation**

### ***Key issues***

The local government does not have a specific program for the promotion of the women entrepreneurs, which makes that women entrepreneurs are not supported.

In addition, at the level of the public market of the local government, the markets are often granted to masculine enterprises.

The local government does not have disaggregated data for its human resources as well as about appointed or elected staffs.

### ***Strategies***

- ✓ Create associations of women entrepreneurs and the council must work with the associations to look for technical and financial partners that are going to support them financially and to train them technically.
- ✓ Take women into consideration for the jobs created by the council
- ✓ Build the capacity of craftswomen
- ✓ Implement a positive discrimination policy towards women for the awarding of the council contracts, notably at the time of the awarding of a market, with equal bids, the tender committee of the council must choose woman enterprise.
- ✓ Determine a percentage of the public markets that must be awarded to women
- ✓ Reinforce women entrepreneurs `capacity within the community
- ✓ Respect parity in the committee which deliberates on the bids.

## **Markets**

### ***Key issues***

With higher unemployment levels among women and very high levels of participation in the informal compared to the formal sector, informal markets have the potential to benefit women by economically empowering them and giving them a space to trade that is clean and safe.

Toilet facilities at markets are inadequate and no sex disaggregated data exists on stall and shop owners at markets.

### ***Strategies***

- ✓ Improve access to clean water and sanitation.
- ✓ Gather sex disaggregated data on markets.
- ✓ 30% of market plots should be set aside for women.

## **Infrastructure**

### ***Key issues***

Local government statistics on land, housing and households are not disaggregated by sex. It is therefore not possible to determine the extent to which women own their own land or houses or benefit equally from local government housing schemes.

Lighting and safe transport are key security considerations for women. On average women are more likely to use public transport than men. Councils are responsible for providing land for bus stops, designating bus routes, road signs and markings, street lighting and road maintenance.

### ***Strategies***

- ✓ Collect sex disaggregated data on housing.
- ✓ Implement and monitor the implementation of the 30% quota system to ensure that women have equal access to land and housing.
- ✓ Ensure gender balance on housing committees.
- ✓ Expand roads to ensure that pedestrians and cyclist paths are provided for.
- ✓ Enforce planning laws and regulations.
- ✓ Maintain feeder roads to improve access for women to basic services such as health and education.
- ✓ Ensure that street lighting is included in annual plans and budgets. Set targets, eg. 10% of streets to be named annually.

### **Utilities**

#### ***Key issues***

Local government is responsible for health indirectly through refuse removal; the maintenance of drains etc. these are issues of key importance to women in communities. Yet often women are not consulted in matters like the management of waste and yet they are expected to contribute voluntarily to community health management systems.

### ***Strategies***

- ✓ Install at the level of the local government the structures for women in difficulty
- ✓ Appoint a person responsible for control and follow-up of the strategy
- ✓ Install some structures for Supply in drinking water
- ✓ Look for technical and financial partners
- ✓ Collect gender disaggregated data on the access of the community to water and hygiene services
- ✓ The central government empowers the council to manage the implementation of the components of sanitation facilities.
- ✓ Encourage community participation in provision of these services to ensure that they are cost effective.
- ✓ Provide some remuneration for community works

### **Environment and public sanitation**

#### ***Key issues***

Health is a core component of human development and women's health and wellbeing is closely linked to the wellbeing of the family. Women are the main consumers of primary health care because of their reproductive role in society; access to health care facilities has a positive impact on the lives of women and their families. At the local level this translated into

clinics or hospitals being within reasonable walking distance, clean and safe facilities which offer affordable services.

### ***Strategies***

- ✓ Improve and clean the environment for example the construction of public toilets and showers
- ✓ Sensitize the households for a change of mind set, and accept that the housekeeping works in general and domestic works are not destined only to women in particular
- ✓ Make accept that men and women must act together, clean together because it is common interest.

## **HIV and AIDS**

### ***Key issues***

The HIV AIDS prevalence rate is not very high in Madagascar, about 1%. Unfaithfulness is one of the reasons of the virus transmission. It is important to note that women have a difficulty to negotiate the use of condom.

The council does not have the support and care system.

### ***Strategies***

- ✓ Setting up of a structure that takes in charge the problems related to HIV AIDS (sensitization, testing as well as partnership with other competent organisms)
- ✓ Insert in the budgetary line of the council a budget to support the NGOs as well as the associations that help the people living with HIV AIDS.

## **Social development**

### ***Key issues***

Social development is one of the main functions of the local authorities. In the absence of gender disaggregated data and analysis it is difficult to assess how gender responsive these programmes are, for example to what extent women and men benefit equally from social halls, sports facilities, museums and libraries. All of these provide opportunities for challenging gender stereotypes. However, evidence suggests that most spending on sports facilities is on sports in which men predominate. There have been few efforts to create displays in museums or cultural events in which the achievements of women are celebrated.

### ***Strategies***

- ✓ Installation of the infrastructures that men and women can use
- ✓ Organization of sports events that encourages the non discriminatory involvement of men and women with reward and prize
- ✓ Develop a calendar to set days to honour successful women
- ✓ Collection of gender disaggregated data on the use of local facilities and insuring that women and men benefit equally from sports grounds and the "tranom-pokonolona"

## **Early learning**

### ***Key issues***

Local government has an important responsibility for early learning. This has significant gender dimensions, since affordable child care provide women with more time to participate in economic and other income generating activities. A key concern for poor women is that many find that they cannot afford pre-primary education.

The need for these facilities has been identified but no programmes have been implemented except with limited support through funds from NGOs who target vulnerable groups in the society.

In Madagascar, the council does not have the infrastructures that can accommodate the children, there are private organizations that work in this sense however and the access proves to be difficult for the population because of their high price.

### ***Strategies***

- ✓ Collect data on the number of children who need educate and the number of households affected (women-headed or male-headed)
- ✓ Identify areas that have the highest need for such programmes.
- ✓ Mobilise funds to build educate facilities such a crèches, schools and after school care centres.
- ✓ Integrate in the council budget the creation of an educate (nursery) for the children, the council must look for technical and financial partners for the setting up and the running of that day care nursery

## **EMPLOYMENT PRACTICES AND ENVIRONMENT**

### **Representation of women in the work place**

#### ***Key issues***

Generally, men are in senior management and professional levels at local government level whereas women predominate in part time and lower paid jobs. Divisions in the different kinds of work continue to exist due to the traditional division of labour and can still be evident in the language used.

There is no affirmative action policy in place and no specific targets have been set for achieving gender balance in all areas and at all levels of local government.

Jobs are advertised in public and private media and do not contain a clause that encourages women to apply and a database of applicants is kept. Interviews are not gender balanced and questions depend on the nature of the job being applied for.

#### ***Strategies***

- ✓ Implement a gender policy at local government level.
- ✓ Appoint a person in charge of gender mainstreaming
- ✓ Advocate for the adoption of a 30% quota for women in local councils employment by 2012 and 50% by 2015.

#### ***Selection, recruitment***

For recruitment, local governments do not have an affirmative action policy with regard to gender. Jobs are advertised through media and most of them do not encourage women to apply. Applications are not gender disaggregated.

### ***Strategies***

- ✓ Encourage women to apply for jobs in various fields.
- ✓ Selection panels should be gender balanced.
- ✓ Questions not discriminate against women.
- ✓ Implement a filing management system classified per gender and competence.

### ***Career pathing***

Senior Management and executives are in general over 35 years old. The secretaries are on the other hand aged 22-35.

There is no well defined career pathing at council level, people often stay in their respective grades, as for the promotions that occur, and they are generally reserved to men.

### ***Strategies***

- ✓ Initiate training or refresher workshops that could empower women for their career path within the council
- ✓ Give priority to women having the same qualifications as men for promotion
- ✓ Hire women for a full time job and with an unlimited duration contract.
- ✓ Reorganize Human Resources in order to integrate career plan in their tasks.

### **Working conditions and environment**

#### ***Key issues***

Women with equal qualifications to that of men are not be graded in the same way as experience is also taken into account in this process and as a result women are usually graded lower than men. There is still a belief that women do not want to take on higher responsibilities and that these should be left to men. Some sponsorship is provided to women to pursue further education.

No special efforts are made to train women and as a result more men attend training than women, this is also a result of the fact that councils employ more men than women.

Maternity leave is provided for but women for three months and this is fully paid. Paternity leave of two weeks is provided for men. Medical allowances are provided.

Councils do not have sexual harassment policies.

#### ***Strategies***

- ✓ All local authorities should have a well defined sexual harassment policy that is implemented
- ✓ The Code of Conduct should ban use of sexist language and encourage behaviour that respects the rights of women and men in the work place.
- ✓ Meetings should not run too late in the evening.

### **GENDER MANAGEMENT SYSTEM**

A Gender Management System (GMS) is "*the network of structures, mechanisms and processes put in place within an existing organisational framework to guide, plan, monitor and evaluate the process of mainstreaming gender in all areas of the organisations work, in order to achieve greater gender equality and equity.*" (Commonwealth Secretariat)

## **Planning**

### ***Key issues***

While councils may attempt to consult women about their needs in the drawing up plans their participation and involvement is limited because of a number of factors including the fact that meetings are often held at times that are inconvenient for women when they are performing their domestic task. Gender indicators have not been included in the plans of local government. Much of council planning happens in block. Customer satisfaction surveys are not conducted and there is no gender disaggregated data on levels of satisfaction with the services rendered by local government.

In general, men and women are consulted at the time the local government draft their plans but often the information collected from women are not taken into consideration. There are neither gender indicators in the PCD nor any disintegrated data.

### ***Strategies***

- ✓ All units and departments should be required to include gender concern and equity in their Local Development Plans (PCD).
- ✓ Gender disaggregate data
- ✓ To implement participatory planning and budgeting directive by conducting surveys and consultations prior to planning to determine what women and men in communities need and want.
- ✓ Have gender indicators in their PCD
- ✓ Councils should have data that are disaggregated and analysed according to gender.

## **Gender structures**

### ***Key issues***

There is no structure taking gender into account at local government level. Indeed, the Ministry of Population and Social Affairs in charge on gender mainstreaming in Madagascar. Besides, a gender focal point is set up in each ministry and local governments liaise with the Ministry of Decentralisation, but up to date, no impact is directly felt from the council actions.

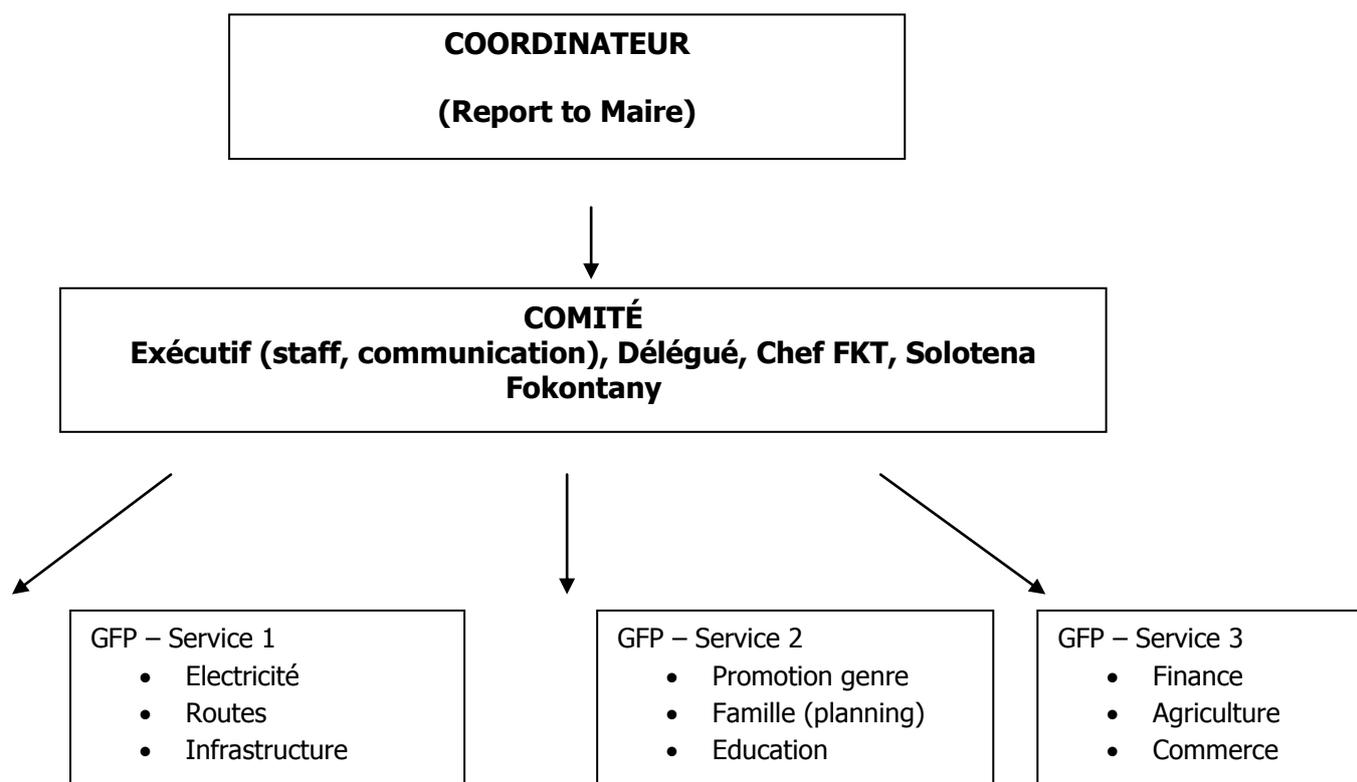
### **Strategies**

To implement the system it is vital to operate at two levels: at local council directly and at Ministry of Decentralization level.

#### **Strategies at Local government level:**

- ✓ Gender structures should be set up in political, legal, economical and social field.
- ✓ The central body is at council level and focal points in each fokontany.
- ✓ Implement a gender balanced organisation chart
- ✓ Draft an annual Plan of Action, to highlight Gender Management System.
- ✓ Update all programmes in order to mainstream Gender Management System

## LOCAL GOVERNMENT GMS



### Strategy at Ministry Level:

- Creation of a department as per service providing standards within the Ministry of Decentralization
- Reorganize the Ministry staff tasks.
- Advocacy

### Budgets, Monitoring and Evaluations

#### *Key issues*

Local Government budgets are not gender sensitive at present.

An important test of gender mainstreaming is the extent to which this is reflected in budgets. At present the budgets of local authorities are gender blind. They do not reflect any specific allocations for promoting the equal status of women and men in society (for example specific budget lines for ending gender violence; women's empowerment funds etc).

There is little public participation in budget processes. Overall allocations are not informed by gender analysis. Many of these allocations, while appearing to be gender neutral, mask gender disparities. For example a high proportion of the allocations are to salaries. But the majority of municipal employees especially at a senior level and in the higher paying occupational categories are men. Gender analysis of allocations in areas like sports facilities would most likely reveal that women and men are not equal beneficiaries.

Gender analysis of budgets can only be carried out if sex disaggregated statistics are kept in all areas of local government work- employment, procurement, programmes etc. At present this is not the case. This data is also critical for setting targets and indicators and measuring progress towards the achievement of gender equality in local government. Currently there is no monitoring and evaluation system in place to ensure that the GMS is being implemented effectively.

### ***Strategies***

#### **Local government Strategies**

- ✓ 2% to 5% of the budget be allocated to women in particular.
- ✓ Gender concern in the primary budget drafting.
- ✓ Prioritize gender sensitive investments.
- ✓ Get formal action from the council
- ✓ Participation of women throughout the process

#### **Ministry Strategies**

- ✓ Gender mainstreaming be taken into consideration while drafting the Ministry budget, allocate same % as to other departments within the ministry.

#### **Capacity building, skills and attitudinal**

##### ***Key issues***

Some training is available for women as market gardening, embroidery, sericulture, apiculture) but still a lot is to be done.

Councillors do receive training with regard to their work, but they have different levels of skills and needs and it is not done in a systematic or widespread way. Skills vary and women generally have more informal than formal qualifications and often lack the confidence to speak out. There is a councillor orientation manual but all councillors do not have a copy of this. Gender is not integrated into induction courses or ongoing training, or into staff development programmes.

### ***Strategies***

#### **Local government Strategies**

- ✓ Organise trainer trainings
- ✓ Organization of systematic and periodical trainings
- ✓ Institute regular reportings
- ✓ Implement an Information, Communication and Civilization system

#### **Ministry Strategies**

- ✓ Organisation of trainings
- ✓ Communication for a behaviour change

#### ***Follow up and Evaluation***

### ***Challenges encountered***

There are grounds to add this paragraph in this strategy document, considering the fact that education is the first gate for women access to the spheres of decision making. It is applicable to evoke that in reality out of the few women that are in decisions circles, some women are incompetent and that can spoil the image of the women whereas the struggle is to valorize women.

We must improve the image of women leaders so that the population can trust them .

### ***Strategies***

- ✓ Train women in job descriptions of the functions they would like to hold long before elections for elected positions.
- ✓ Once women are elected, initiate them to the techniques linked to their post.
- ✓ Support these women during their mandate so that they can be models