



REPORT
Gender and Local Government Strategy Workshop
23-26 February 2010
Hotel Colbert, Antananarivo, Madagascar



Hon Minister of Decentralization, Mr Hajo ANDRIANAINARIVELO HERIVELONA at the opening of the Gender Strategy workshop 23-26 February 2010

Photo: Susan Tolmay

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Executive Summary

This is a report of the proceedings of the Gender and Local Government Strategy workshop held from 23-26 February 2010 at Hotel Colbert, Antananarivo in Madagascar.

The main objectives of the workshop were to assist all stakeholders involved in the sphere of local government, namely the mayors and their staff and councils, to understand and build capacity on key gender and gender planning concepts as well as to develop a gender strategy for local government for local government in Madagascar, see the full workshop programme at **Annex A**.

The workshop brought together mayors and councillors from different categories and 8 regions, as well as some ministry officers and people in charge of the 'Gender Unit, or Service' in official institutions. A total of 40 people (35 females and 5 males), attended the workshop. See **Annex B** for the full participants register.

The workshop output was a Draft Gender Strategy for Local government in Madagascar which shall be submitted to various stakeholders including the Ministry of Decentralization.

Background

In 2003, Gender Links undertook the first comprehensive study of the impact of women in politics in Southern Africa. One of the key findings was that local government is sadly neglected area of the gender and governance discourse. And women are still under represented in local government. In 2006 Gender Links (GL) conducted research on women in Local Government in four southern African countries (Lesotho, Mauritius, Namibia and South Africa) as part of the first phase of its gender and local government project. A key finding of the research was that in both countries with high and low levels of women's representation in local government there has been very little attention to the systems, structures and processes that need to be put in place to ensure gender mainstreaming in local government. There is need for systematic approaches to gender mainstreaming at local level accompanied by the requisite skills and commitment.

GL has gone on to conduct similar research in six other SADC countries (Botswana, Madagascar, Mozambique, Swaziland, Zambia and Zimbabwe). In the Madagascar study which commenced in 2009, it was found that only 6.3% members of councils in Madagascar are women and only a mere 4% are mayors. The study shows that their access and participation in the decision circles are hindered by many factors including education, customs and traditions and domestic responsibilities, to name a few. These barriers can be overcome to some extent by women being provided with adequate training and means. Gender approach is among one of the keys to tackle closely the situations and the specific contributions of both men and women regarding a problem.

Process and activities

Before declaring the workshop open, The Hon Minister of Decentralization, Mr Hajo ANDRIANAINARIVELO HERIVELONA recognised that women have their own personality be it inside the household or in the management of public affairs. What is noticed though is that only few or even no women take responsibility in the community or in the public offices. Yet, they should be visible in all fields, and especially in politics at local government level. Women are strict in management and they have their role in development decision making. He encouraged those who hold office in the local government to know how to assume their responsibility and take decisions properly. The Minister specially encouraged men mayors to include women in their staff, or even take a woman as their deputy.

After the official opening, the DVD "Roadmap to Equality" was shown and Susan Tolmay, Assistant Director, Gender and Governance, Gender Links, gave a brief overview of the different steps already made by the Southern African countries in achieving the targets set in the SADC Protocol on Gender and Development. The participants' knowledge of the SADC protocol was tested by the SADC quiz and they all showed that they had learned something after watching the DVD.

The first exercise on 'Gender and Sex' was a important to clearly define the differences between the two words: whereas "sex" refers to the biological differences between men and women, "gender" describes the socially constructed ones.



The participants were aware that gender considerations are less, or not at all integrated into the work process of the municipality, or local government. Although women are said to be equal to men, their views or needs are not in fact taken into consideration when the local government takes decisions or implements actions at the local level. There is still a long way to go, namely adequate training, capacity building, and sensitization to ensure a change in mindset and effective implementation of gender in the policies of the local government.

It is to be noted that every participant was very active and willingly took part in the discussion and debates. The workshop included brainstorming, group works and plenary sessions. The full workshop programme of the workshop can be seen at **Annex A**.

Emerging issues:

Some of the emerging issues arising from the various debates during the workshop include the following:-

- Culture is difficult to navigate in terms of conceptualising gender equality issues.
- Traditional leaders are against women's participation.
- Men have been excluded from the gender debate for a long time and more must be done to ensure their involvement.
- Women are discouraged to participate in politics due to various factors such as customs and traditions, illiteracy, lack of education, lack of funds, low self esteem or lack of confidence.
- Politics is considered as men's business;
- Statistics and gender disaggregated data are not readily available for use in planning.

Outputs

The Draft Gender Strategy for Local Government in Madagascar that the participants produced is attached at **Annex D**. Below are a few important points to note:

- Incorporate gender studies in the curriculum from primary through to secondary school to break the cycle of gender misconceptions.
- An appropriate and selective use of school manuals is essential when sensitising pupils at grassroots on issues of gender.
- View men in general, and particularly the traditional leaders as partners rather than enemies so that gender equality can be achieved.
- Women should be assured that they can also be leaders to build their confidence and do away with the cultural stereotypes.
- A strategy should be sought to unite men and women so that they can cooperate to achieve gender equality.

- Women should fight for the implementation of deliberate actions to increase the representation of women in decision making.
- Educate men intensively on gender issues as this will change their mindset.
- Conduct surveys prior to planning to determine the needs and wants of women and men in communities.
- Ensure to get gender parity during the “fivoriam-pokontany”, community meetings
- Ensure the systematic collection of gender disaggregated data in all key areas such as health, education, access to resources and employment.
- Lobby for the adoption of the gender strategy at local level so as to ensure that gender is included in the business of local authorities.
- Adoption of a law on GMS at the level of parliament
- Enforcement of this law by setting up of a committee at decentralization ministry level
- Adoption of the 50% quota system at the level of the local council and city council
- Creation of a committee that will be in charge of GMS at the level of local collectivity.
- Setting up of a representative (antenna) responsible for GMS in the Fokontany, the basic community.
- Creation of a budgetary line allocated to GMS at ministry, local government, Fokontany
- Collaboration with the ministry in view of the adoption of the strategy drafted during the workshop.

Outcomes

The development of the strategy came at the right time since the local authorities highlighted a number of challenges they are currently faced with. The current procedures in local government do not take into account the needs of women and men in the planning, monitoring and evaluation of programmes and projects. The lack of a gender management system makes it difficult for the local authorities to adequately address the needs of men and women in the communities. This is perpetuated by the lack of gender disaggregated data; absence of gender indicators, gender structures and gender budgeting for planning purposes.



The draft strategy covers an array of issues ranging from policy framework, gender and governance and gender specific programmes with a focus on gender violence, education, social welfare, health and environment, utilities, housing and town planning, culture, leisure and sports, HIV/AIDS, gender and the workplace.

Participants were also informed of the first Gender Justice and Local Government Summit and Awards which was due to take place in Johannesburg from 22 – 24 March 2010. Twenty submissions for the awards were submitted which resulted in a delegation of ten people attending the Summit with two the entries receiving judges commendations at the awards ceremony.

Conclusions and recommendations

During the workshop it was recognized that gender equity and gender mainstreaming would not be effective without political will, the implication and the support of all the bodies and structures within the local government. Both men and women are complementary and should work together in the implementation of any actions or decisions taken related to gender principle.

The satisfaction of everyone in service provision must be seen to via gender disaggregated data and a gender management system. A Gender National Programme should be

developed and integrated in the constitution or the ministry decrees so that both men and women can be participants and beneficiaries of development.

The Hon Minister of Decentralization, Mr Hajo ANDRIANAINARIVELO HERIVELONA, in his closing address focused on the importance of decentralisation. It ensures that actions are taken from the basic grades and aims at giving impulse and promoting human development efficiently. Women’s participation has an impact on the decentralised government. They should not act as per feelings but out of reasoning.

The local government in office, like the participants of the workshop, is very popular within their community, which reduces the distance of power between women and the local government structures. Their presence enables them to voice their opinions. Women can question the collective conscience on various major issues. Gender mainstreaming throughout the community structures as well as women’s participation in elections are highly encouraged, notably regarding the current political situation. These steps will undoubtedly give birth to destabilisation and transformations of the existing community but they will be implemented smoothly by the empowerment of women in politics and in all decision making circles.

The participants evaluated the workshop as an enriching one, see the full evaluation at **ANNEX C**.



Participants discuss the gender strategy for local government

Photo: Susan Tolmay

ANNEX A

PROGRAMME
Madagascar gender and local government strategy workshop

DAY/TIME	ACTIVITY	WHO
TUESDAY 23 FEBRUARY 2010		
8:30 – 9:00	Registration	
9:00 – 9:30	Welcome and objectives	<i>Susan Tolmay/ Ialfine Tracoulat</i>
9:30 – 10:30	TEA	
10:30 -11:00	SADC Protocol on Gender and Development	<i>Susan Tolmay/ Ialfine Tracoulat</i>
11:00 – 12:00	Key gender concepts: Sex and Gender	Facilitators
12:00 - 13:00	Sex and Gender roles	Facilitators
13:00 - 14:00	LUNCH	
14.00-18.00	Stereotypes : Group 1 : Proverbs/Sayings /songs Group 2: Customs, Religion Group 3: Education Group 4: Media and Publicity	Group work
WEDNESDAY 24 FEBRUARY 2010		
08:00-9:00	Report back	
9:00-09:30	Gender and governance: Representation, participation and transformation	
9:30-10:30	Key gender planning and policy concepts <ul style="list-style-type: none"> ▪ Gender blind, gender aware and gender neutral policies ▪ Practical versus strategic gender needs 	
10:30-11:00	TEA	
11:00-13:00	Key gender planning and policy concepts <ul style="list-style-type: none"> ▪ Gender mainstreaming ▪ Gender and policy making ▪ Gender disaggregated data. 	Group work
13:00-14:00	LUNCH	
14:00-15:00	Gender budgeting	Group work
15:00-18:00	Gender management systems	
THURSDAY 25 FEBRUARY 2010		
8:00-9:00	Report back	
9:00 - All day with breaks for lunch and teas	Draft gender strategy framework	
16:00	Presentation of FDL (Local Development Funds)	FDL representative
17:00-18:00	Report back on draft strategy	
FRIDAY 26 FEBRUARY 2010		
8:00 – 10:30	Review of draft strategy and	All

DAY/TIME	ACTIVITY	WHO
	establishment of structures/ processes for follow through.	
10:30 – 11:00	TEA	
11:30 – 12:30	Adoption of strategy and next steps	All
12:30 – 13:00	Summary and Closure by Honourable Minister of Decentralization	Chair: Minister of Decentralization
13:00 – 14:00	Lunch and departure	

ANNEX B

**Attendance –Participants List
Gender and Local Government in Madagascar
Hotel Colbert, Antananarivo
23-26 February 2010**

	Name	Sex	Organisation/Ministry	Tel/Fax	Email
1	Mme PAPISY Ialfine	F	Présidente F.P.F.E Gemsa	034 29 665 61	ialfine_tracouat@yahoo.fr
2	Mr VOLAHY Gaston Edouard	H	Maire. Commune Foulpointe	032 05 276 19	volahy-gastonedouard@orange.mg
3	Mme RAZAFINDRAKOTO Gaby	F	Professeur d'Anglais Tamatave I	032 04 410 43	gabyrazaf@yahoo.fr
4	Mme RAJARISON Simonique	F	Conseillère Municipale Toamasina I	032 55 248 71	
5	Mme RAZANANORO Arlette	F	Conseillère Municipale T/ve I	032 07 552 79	
6	Mme RADANIHARILINE Eléonore	F	Chargée de l'Administration	034.15.855.12	radanihariline@live.fr r
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8	Mme BEANARANA Jeanne Ursela	F	Maire CR Anjinjaomby Sambava	032 04 999 11	
9	Mme AMINA	F	Maire, Commune Antanamitarana	032 02 616 59	
10	Mme RASAMY Jeanne Elise	F	Maire C. Amboviara, SAVA - Andapa		
11	Mme SOAMANORO Olga	F	Region SAVA		
12	Mme RAZAFISOA Eline	F	Maire C.R Bemaneviky H/S Dist. Ambanja	032 02 856 39	
13	Mme RAVALORIAKA Robert Eva	F	Maire de la C.R Manjakandriana	034 12 118 80	
14	Mr RAKOTONDRAMARO Martin	H	Conseiller CUA Manjakandriana	033.14.153.23	
15	Mme RASOAMASIHARIMAVO Mamy Julia	F	Conseillère Communale Ivato Firaiana Antananarivo	032.40.726.34	
16	Mme SAHONDRA Nirina R. Odette	F	CUA Ankadikely Antananarivo	032.65.249.84	
17	Mr RATSIMBA Julien Tovo	H	Commune Urbaine Ankadikely Antananarivo	033.12.165.28	
18	Mme RAZANABOLOLONA Lucie	F	Conseillère Municipale CU Antananarivo	033.15.277.06	
19	Mme RASAMOELINA José	F	CUA Antananarivo	033.15.277.07	

	Name	Sex	Organisation/Ministry	Tel/Fax	Email
20	Mme RASOAMANANDRAY Vololona Jeannette	F	Maire Commune Ialanindro Fianarantsoa	032.47.513.95	
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23	Mme RASOAMANIRY	F	Conseillère Municipale Ambatondrazaka	033.14.960.41	
24	Mme RASOAMALALA Jeannette	F	Conseillère Marosakoa Boeny	033 156 77 05	
25	Mr RAKOTONDRA SOA Jean	H	Maire Tsaratanana Dist. Fanadiana	033.07.189.74	
26	Mme RAZANABOLOLONA Zafinjanahary	F	Maire de Fanadiana	033.18.474.72	
27	Mme RAZANAPARANY Lala	F	Commune (Maire) Morarano	033.07.133.63	
28	Mme RAZANAMIADANA Cécile Marie	F	CCV Conseillère Commune Urbaine Maevatanana	033 02 793 99	
29	Mme RASOAMANANJARA Martine	F	Adjoint Maire	033.14.833.95	
30	Mme ZANAJAFY Cathérine	F	President CC	034 06 985 06	
31	Mme RASOAMALALA JEANNETTE	F	CU Antananarivo	033 15 677 05	
32	Mme VOLOLONA RAHERISOA	F	CU Antananarivo	033 15 677 07	
33	Mme RAHARIVOLA Marie Regine	F	Conseillere Comune Marosakoa		
34	Mme RANOROMALALA LANTOHARITIAINA	F	Dteur Formation MATD Antananarivo	034.05.527.18	dfprtr@matd.gov.mg
35	Mme RAMAHANDRY Edinée	F	Ivato Antananarivo		
36	Mme RAZANALIVA Hortense	F	VLMF National	034 03 811 29	
37	Mme ANDRIANOMANANA	F	Représentante Maire Ivato	033 09 535 66	
38	Mme NOAVIARILOLONA Bodo	F	Commune urbaine Antananarivo	03315 177 00	bodonoavi@yahoo.fr
39	Mme RAHARITRINITSIMBA	F	Conseillère Ivato Aeroport	033 14 355 49	

	Name	Sex	Organisation/Ministry	Tel/Fax	Email
	Lalao				
40	ROBIARIVONY Josiane	F	Vice Présidente VMLF	03311 02 923	robiarjo@homail.com

Attendance statistics by sex

Females	35
Males	5
TOTAL	40

ANNEX C:

WORKSHOP EVALUATION

Total no. of returned forms: 23

	<u>EXCELLENT</u>	<u>GOOD</u>	<u>FAIR</u>	<u>POOR</u>	<u>VERY POOR</u>
1. PROGRAMME DESIGN	8	14			
2. PROGRAMME CONTENT	6	15	1		
3. DOCUMENTATION	11	7	4		1
4. FACILITATION	8	9	5		
5. GROUP WORK	7	12	3		
6. OUTPUTS	4	11	5		
7. OUTCOMES AND FOLLOW UP PLANS	5	11	5		
8. LEARNING OPPORTUNITY	8	9	5		
9. NETWORKING OPPORTUNITY	6	8	4	3	
10. ADMINISTRATIVE ARRANGEMENTS	8	11	3		

COMMENTS

1. Which session did you find most useful? Why?

- Gender Budgeting and Gender mainstreaming because these were abstract before.
- In general everything seems to me useful ; thanks to this workshop I could get much information as well as intellectually as culturally to help citizens especially women.
- Everything is useful
- Capacity building of the core team of decision makers on gender and key strategies.
- Challenging stereotypes, the barriers to gender mainstreaming.
- Everything especially the integration of gender in the local government budget and the Local Development Plan.
- It is very good.
- The fact sheets because they contained lot of information.
- Everything is OK.
- Gender mainstreaming in the local administration.
- The drafting of the strategies.
- The training
- Gender sensitive budgeting; it will be a new orientation in the drafting of local government budget for the years to come.
- Gender and governance to have a woman leader.
- Drafting of the strategic plan.
- Gender mainstreaming at basic community, Fokontany level
- The workshop was useful because I realized I had some shortcomings in various sectors.

2. Which session did you find least useful? Why?

- None
- Nothing.
- All the sessions were useful and enriching.
- Everything was interesting.

3. How are you going to implement what you gained from these exchanges?

- It will start this coming 08 th March with the sensitisation of men and women as well as the council members, and advocacy.
- By sensitisation and communication with everybody since I believe that it concerns not only women but men as well.
- Communication and sensitization since everyone is concerned.
- By reporting to and sensitizing the executive committee, the council.
- Reporting and implementing.
- To sensitize all the women colleagues in the local government.
- By sensitizing the personnel and the mass.
- By sensitisation of the local government members.
- By training women in gender approach.
- By reporting about the workshop and calling a meeting at local government level to explain what gender equity is and to give trainings.
- Sharing with the other local government officers, the executive members and the council.
- We have to apply to others what we gained from the exchanges.
- Reporting to the Mayor and his staff , the council in order to convince and inform them
- For implementation: sensitization and awareness rising of all the local government personnel on the usefulness of gender mainstreaming; the debate will be directed by the Mayor.
- Without any difficulty.
- Setting up the strategy and follow up.
- Detailed report to the Mayor, the council. Sensitization of the associations to convince them.
- We must get informed and in turn inform and train people around us.

4. Any other comments?

- This kind of workshop should continue and be repeated.
- Field visits in rural areas. That is as we are to be trainers it would be better to give training to the concerned authorities about gender and equality of rights.
- There should be systematic workshops twice or three times a year and visits in the provinces. The aim is to implement what we gained on gender management.
- The programme was too heavy for the duration allotted.
- The duration is too short and there were not enough participants.
- The targets for further workshops should comprise other institutions than the local governments.
- Thanks to this workshop I can raise awareness of different groups, local officials, churches, schools basic community Fokontany.
- Gender equity should be a 'National Programme'
- To integrate Gender mainstreaming in the National Programme.
- To get more time for workshops at local government level.
- The workshop allowed developing a new vision of gender mainstreaming. What remain to do is the realization of what has been acquired and the organisation of an evaluation workshop with the participants who implemented the decisions taken during the workshop.
- The workshop should not be just once but be continued.
- All the participants would wish to attend the workshop in South Africa to share views with people from other countries and to see closely what is happening abroad.
- Nothing to say except for the implementation and follow up of all the local governments.

- Gender and governance.
- Practice in all the local governments.
- Capacity building of women and follow up.
- Capacity building of all organisms (local authorities, executive members)
- Thank you for the welcoming and everything.

ANNEX D: DRAFT GENDER STRATEGY LOCAL GOVERNMENT IN MADAGASCAR.