



# Women's Participation in and Contribution to Governance in Madagascar



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Responsibility for the contents and presentation of findings and recommendations rests with the study team.  
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**MIDTERM-REVIEW****WOMEN'S PARTICIPATION IN AND CONTRIBUTION TO GOVERNANCE IN  
MADAGASCAR**

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## EXECUTIVE SUMMARY

### Background

The Royal Norwegian Embassy, Madagascar has provided the EISA, The Electoral Institute of South Africa, with a grant of 6 mill NOK for the period 1.7.2008 – 31.12.2010 to provide capacity-building support to women in Madagascar to "Increase the participation of women in public problem-solving, decision-making and management institutions by 30% in 2012"

The specific outputs of the project are:

- The gender parity in electoral processes is improved;
- The capacity of women at grassroots level is built and/or consolidated;
- The capacity of the Promotion of Gender Office is built and strengthened;
- Women in leadership positions at local level are imparted with managerial, leadership and policy-making skills;
- A well resourced documentation centre provides up to date global and continental information on gender issues.

The Embassy commissioned a Mid Term Review to provide advice to the Embassy regarding the follow up of the project. The Mid Term Review consisted of Ms. Bodil Maal from the Norwegian Agency for Development Cooperation, Norad, Liss Schanke from the Norwegian Association of Local and Regional Authorities, KS, and was assisted by Mr Ralaivelo Maminirinarivo, independent consultant from Madagascar. The MTR was given a total of 20 days for the assignment, including desk study of project documentation, field visit to Madagascar during the period 25.11-4.12.2009 and elaboration of MTR report of maximum 35 pages.

The MTR team focus our review on the link between political participation and pro poor change, in line with the overall Norwegian development goal of poverty alleviation and the Norad guidelines for support to civil society.

### National context

According to the Human Development Index 2009, Madagascar is ranked as number 143 out of 182 countries. The incidence of poverty has gone down from 70% in 1993 to 65, 4% in 2008. However, 2 individuals out of 3 are considered poor in Madagascar, and the poverty rate in the rural areas has stagnated at 77%. Referring to the development indicators, the gender specific human development index is inferior to the human development index and women's participation in politics and decision-making is low, with regard to their position in the existing institutions and their responsibilities within the political parties. The most recent data show that women hold only 7, 8 % of seats in Parliament, and 30% of positions as executives. Out of 1549 mayors, only 70 are women.

The current political situation in Madagascar is marked by periodical political unrests and confrontations. The new regime, led by President Andry Rajoelina as the result of a coup in 2009, is not recognized by the International community. The Maputo agreement and the additional act of Addis Abeba late 2009 have specified the institutions of the transitional period prior to the advent of the 4th Republic. However, President Rajoelina has announced that the Maputo agreement and the additional act of Addis Ababa are annulled and that the current government will stay in office until

elections for the National Assembly are held on March 20<sup>th</sup>. The international community has rejected Rajoelina's unilateral advances.

### **The EISA program**

EISA (The Electoral Institute of South Africa) was established in 1996 as an institute working mainly in South Africa, but has extended its activities to all countries in Southern Africa and in the past few years to the whole continent. EISA has presently programs and projects in five African countries; Chad, DRC, Mozambique, the Ivory Coast and Madagascar.

EISA's head office in Johannesburg, South Africa has a general budget. In addition there is a separate budget for each country where EISA is working. The national EISA-office in Antananarivo has 2 staff members. The Madagascar program is the only program where the main focus has been on the training of women and establishment of a women's network. EISA's main strategy in Madagascar is to empower women through training to prepare them for entering into decision making at different levels. The policy guiding development seeks to increase the presence of women in Parliament to 30% by 2012.

In 2007, EISA implemented a program in Madagascar to enhance and encourage gender equity in the political and decision-making processes in preparation for the 2007 Parliamentary elections.

EISA facilitated the establishment of a steering committee following the 2007 workshop, and the steering committee later formed itself into VMLF, a national broad based movement to lobby and advocate for women's representation in political life. Regional committees were established and are now operational.

### **The Program for 2008-2010: Women's participation in and contribution to governance in**

**Madagascar**, is based on the evaluation of the program in 2007. This new programme has four main activities:

- Development of national and regional campaign to lobby for 30%-50% representation of women in decision making processes
- Capacity building programme for women's empowerment at local level
- Strengthening the capacity of women representatives and leaders at local level
- Establishment of a documentation and resource centre.

VMLF was then established. VMLF is an organisation of women in politics, mainly composed by those who have attended training conducted by EISA since 2007. At present there are 400 members in the organisation. Many of the women are influential and educated women: Mayors, politicians, professors, business-women and leaders of NGOs. The VMLF programme of action includes the development of an advocacy strategy as well as the production of a code of political conduct. Both of these have been prepared and in place following the national rally held in December 2009.

EISA has designed 2 different programs:

1. one for women in leadership position at local level or aspiring to be active at local level
2. one for women at community (local level).

The training material consists of the following

- Manuals for participants and facilitators for programme 1, the leadership programme, in French

- Manuals for participants and for facilitators for programme 2, the community programme, in English, French and Malagasy

### **Documentation and resource centre**

The documentation centre is situated in an established research documentation centre with public access, the Scientific and Technical Documentation and Information Centre, CIDST.

The documentation centre started to be operational only on March 2009.

Since the start of the program, the Information centre has been focusing on identifying where to collect information on gender issues in Madagascar in regions and districts around the country. The next phase is to collect the information, then process it and thereafter put it into a database. The researcher has been trained in South Africa in order to learn how to catalogue documents.

### **Findings and observations regarding the EISA-program**

#### **Strengths**

- EISA is an important international organisation with many years experience of networking and capacity building in Africa, e.g. South Africa, Congo DRC, Mozambique, Angola and Burundi.
- The EISA programme represents institutional contact and cooperation between national stakeholders, organisations, networks - and international cooperation partners in Madagascar.
- The activities of EISA have strengthened the national Malagasy section of REFAMP, the organisation for former female parliamentarians and ministers in Africa and been the basis for establishing the network of VMLF – which is working at the national as well as the regional level.
- The programme may be very relevant and valuable for **women with political and leadership experience, possibly also for** women who are interested in politics, but not able to qualify for positions at present.
- The establishment of a Gender documentation centre is important on a long term basis.

#### **Opportunities**

- The political transition and the coming elections represent a window of opportunity for women in Madagascar with political experience.

#### **Weaknesses**

- The contract specifies expected results of the project. However, there don't seem to be adequate systems put in place for assessing the outputs, and the project reports seem to be focusing mainly on activities.
- The EISA training program in Madagascar is a short term project, it is not a long term organisation and the short term model may represent a challenge to the sustainability of the project.
- The responsibility of the program lies with the EISA Head office in Johannesburg, which takes approximately 30% of the total budget and is therefore a relatively costly organisational model.
- The EISA program has not developed systems for systematic feedback and input to the Madagascar program through a national steering group or reference group.
- The program in Madagascar is the first EISA program especially targeting women, which implies that EISA has limited experience with training programs targeting only women.

- The EISA training does not focus on specific problems or needs of women in Madagascar, but mainly on the 30-50% participation. The MTR team sees the lack of specific focus on key issues for women in Madagascar as negative in a pro poor development perspective.
- The training is based on selection of “appropriate” women to be trained by contacting women in leadership positions and local associations, and several of the persons interviewed complained of a lack of transparency regarding the selection process.
- The training groups consist of women with very different social, educational and economic background and status and last for 4-5 days. The team questions if it is an optimal situation for low status women to participate in this type of training.
- The trainers met all have an impressive background, mainly a combination of academic degrees, high level political and civil society experience and private consultancies. This is probably an excellent background for training women with political experience and high educational level – but may not be the right one for women in the communities without much experience and education.
- The team finds the training manuals extensive, relatively theoretical and academic and mainly based on general concepts – relatively little on practical examples from Madagascar.
- The MTR questions whether the training methodology is optimal to ensure pro poor change and development.

### **Threats**

The EISA project started in 2007; the political unrest started early 2009. The instability has been a major threat to the programme at several levels:

- Delayed starting up of the Documentation Centre
- Delayed implementation of training activities
- Possible reduced effect and results of the training as the instability may represent personal challenges and worries for many participants.
- Reduced follow up of the training by the participants because of fear of negative consequences
- Lacking contact with between EISA and the national authorities due to the political situation

However, the team does not see the problems caused by the instability as very important for the result of our review. The main structural weaknesses of the programme as we see them, e.g. the lack of established systems for monitoring results and lack of pro poor change perspective does not seem to be linked to the political instability.

### **Conclusions**

#### Relevance

The EISA program idea is very relevant for democratisation and pro poor development, but that the actual program methodology, including trainers, participants, material and follow up, will decide the actual output and result related to pro poor development.

The training program as well as the information centre is definitely relevant to increased political participation in Madagascar, but the focus on pro poor development might be strengthened. The training as well as the curriculum and material could have been more closely adapted to women’s development challenges in Madagascar.



We see a general focus on activities and a lack of systematic monitoring of results, both when it comes to the follow up of the trainings and the information centre.

This is one of the areas that should be improved in order to evaluate the results towards the end of the program – as part of the discussion of a possible new program.

The MTR team questions whether the training methodology is optimal in order to achieve the expected outputs; this includes the composition of the groups of participants, the selection of trainers and the training material.

#### Efficacy and performance of the program

The team is aware that the political situation has represented certain delays in the program, which is inevitable.

#### Efficiency of the program

The MTR team questions the cost benefit aspect of the organisational set up. Managing a programme from South Africa is costly and complicated without the support of a strong steering committee or reference group

### **Recommendations**

The team recommends the following minor adjustments for 2010:

- Based on the outputs of the project, we recommend that EISA is requested to develop a system for assessing and measuring the results of the initiatives, regarding the training as well as the documentation centre.
- We recommend that EISA is requested to assess whether it would be possible to strengthen the focus on some specific issues that are likely to be important to for the pro poor development of women in Madagascar, e.g. access to land, reduction of maternal and child mortality. .
- The National Human Development Report 2003 on Gender in Madagascar is the most popular publication in the documentation centre, which indicates a demand for statistics on women's issues in Madagascar. Such statistics are an important basis for knowledge that may contribute to pro –poor development. Based on this the Team recommends that EISA assesses whether it is possible to publish a simple publication in Malagasy collecting existing statistics on the situation for women in key areas as e.g. health, education, labour, political participation etc. This is linked to one of the recommendations of the Kate Halvorsen team 2007 and is in line with the wishes of the gender information centre itself. Based on a meeting with INSTAT, such a publication is easily produced with a very limited budget and can be based on existing material from INSTAT and UNDP.
- The Team recommend that the donors supporting EISA, VMLF and REFAMP set up a joint steering group which meets twice a year to discuss the results and coordinate the use of the funding.
- The Team recommends that EISA assesses whether it would be possible to strengthen the focus on training and information on possible initiatives by Mayors, Chiefs of Fokotany and others to increase electoral participation, e.g. issuing birth certificates, identity cards, and registration cards. Increasing the percentage of women voting may also have an impact on the percentage of women elected.



## 2. LOCAL CONTEXT IN MADAGASCAR



### 2.1. Political system

The Republic of Madagascar is an unitarian State, consisting of the central State, the decentralized authorities consisting of 22 regions and 1549 municipalities, and the deconcentrated administrative entities composed of 119 districts.

Below the municipalities, the system is composed of the fokontany, with more than 17.000 fokontany at the national level. The fokontany, which is the basic administrative unit at the lowest level, is led by an appointed President, and plays an important role in the conduct of public life at the local level, including security. The fokontany is made up of groups of villages. Below the level of the fokontany, there are the fokonolona, which are the most ancient grouping of villages, usually related by kinship. The fokonolona is at the same time a local traditional structure, and symbolizes the unity of the traditional society.

The constitution was amended in 2007 and specifies the function of the President of the Republic as chief of the executive branch, endowed with the power to appoint the top executives within the Ministries, the Army and the Court

The legislative branch, as described in the Constitution is a bicameral system, composed of the Parliament and the Senate.

## 2.2. Present political situation

The current political situation in Madagascar is characterized by a lack of stability and an unachieved democratic process, marked by periodical political unrests and confrontations.

During the last decades, liberalisation has brought sensitiveness to democratic principles and the rule of law. The integration of the country into regional and international structures have led to the establishment of a formal democratic state, marked by official acceptance of the separation of power, the recognition of a multiparty system and respect of the basic political public rights.

During the former President, Marc Ravalomanana, the State initiated a series of in-depth institutional reforms, aiming at the fight against corruption, the consolidation of good governance, and the reinforcement of the process of decentralization and regional autonomy. A law regulating political parties was also adopted late in 2008. The law was highly disputed at the time, and was not unanimously considered as a positive change. The political opposition considered that the law restrained the oppositions' liberties and rights, especially for politicians based abroad.

However, despite certain substantial achievements, the political situation was characterized by growing political tension, due to the limitation of civil liberties, the quasi-dominance of the ruling party on the political scene, and the lack of transparency in the management of public life. This was illustrated by the results of the "Afrobarometer" survey in 2008, which revealed that 72% of the respondents were highly sensitive to the respect of the freedom of expression, the freedom of the press and the freedom of organization. Likewise, the 75% of the respondents were reluctant regarding the domination of the political scene by a single party. The political discontent led to the political crisis in 2009. The new regime, led by President Andry Rajoelina as the result of a coup, is not recognized by the International community, which has led to a mediation process initiated by the International Contact Group. The Maputo agreement and the additional act of Addis Abeba have specified the institutions of the transitional period prior to the advent of the 4th Republic, which should be composed of :

- The President of the Transition and the Presidential Council
- The Congress of Transition
- The Prime Minister and the Ministers ( Ministries will be equally divided between four main political streams )
- The High Court of Transition
- The Council of Transition
- The economic and social Council
- The National Reconciliation Committee
- The National independent Electoral Council

After the signing of the Maputo-agreement and the additional act of Addis Abeba the four main political streams were not able to come to an agreement about the sharing of the ministerial posts. In the beginning of December the international mediation team invited the four political streams to Maputo for negotiations. Andry Rajoelina's stream did not wish to participate as they found it

unnecessary to go abroad in order to decide the future of the nation. The three other main streams went through with the negotiations and came to an agreement without Rajoelina being present.

Shortly after the negotiations in Maputo Rajoelina announced that it had become impossible for him to collaborate with the three other political streams. The Maputo agreement and the additional act of Addis Abeba were annulled. The consensual Prime Minister Eugene Mangalaza was replaced by Camille Vital, a former military. As for the rest of the government the current HAT government will stay in office until elections for the National Assembly are held on March 20<sup>th</sup>. The international community has rejected Rajoelina's unilateral advances.

### 2.3. Poverty situation

Madagascar is officially committed to achieve the elimination of hunger and extreme poverty by half in 2015. Despite some minor improvements, the poverty situation is still alarming. From 1993 to 2008, the human development index showed a slight improvement, evolving from 0,397 to 0,571. According to the Human Development Index, the country is ranked among the countries with an 'average' human development, number 143 out of 177 countries. The incidence of poverty has gone down from 70,0% in 1993 to 65,4% in 2008. However, 2 individuals out of 3 are considered poor in Madagascar, and the poverty rate in the rural areas has stagnated at 77%.

The Madagascar Action Plan 2007-2012, linked to the Malagasy Poverty Reduction Strategy, contain the following data regarding present status and goals:

Issue	Situation 2005	Goal 2012
Human Development Index	143 of 177	100
Poverty rate, % of population living below 2 USD a day	85.1% - 2003	50%
Fertility rate	5.4	3-4
Life expectancy	55.5.	58-61
Literacy	63%	80%
Percentage of children completing secondary school	Lower sec 19% Upper sec. 7%	56% 40%
Economic growth	4.6%	8-10%
GDP	USD 5 billion	USD 12 billion
GDP per capita	309 USD	476 USD
Foreign direct investment	84 million USD	500 million USD
World Bank business climate ranking	131	80
Corruption perception index	2.8	5.2

Percentage of Households having land title	10%	75%
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The poverty situation is explained by the fact that most of the economically and financially profitable activities benefit only a minority of the population. Economic growth in the agricultural sector that employs the majority of the population and which is dominated by subsistence agriculture, is weak and does not outweigh the demographic growth.

The available data confirm that poverty is pervasive in certain specific regions and that there are marked disparities among the regions. Thus, the eastern, south-eastern and southern regions are the most hit by poverty, with a poverty rate exceeding 80% and lack of access to basic social services, as education, healthcare and drinking water.

Referring to the development indicators, the sex-specific human development index is inferior to the human development index ( 0, 569 against 0,571). In the social and health sectors, the rate of literacy of men is 79,2 % against 70,5 % for women. Women carry almost exclusively the burden of high fertility rate, with an average of 5,4 child per woman, and are exposed to food insecurity and high maternal mortality rate ( 469/100.000 births ). In the economic domain, women have limited access to assets, incomes and land. In numerous cases, women are not remunerated for their agricultural activities, and work for their families and husbands. 75-80 % of the women in Madagascar are subsistence farmers.

#### **2.4. Social and economic structures**

The Malagasy society is increasingly a complex hierarchical and unequal society, combining casts, clan systems and social differentiation based on modern social classes and categories. Community solidarity is very important, symbolized by the local traditional institution of the fokonolona. In most of rural areas, traditional moral and social authority is represented by the elders of the clans, and in some places the descendants of the kings.

The rural areas represent the coexistence of the traditional social structure, based on kinship and feudal social relations combined with official institutions. Thus, sharecropping is prevailing in various areas, namely in the regions of Antananarivo. Concerning the urban areas, social and political power are monopolized by a handful of families of entrepreneurs, political and intellectual elites, placed at the top of the social ladder, and who have seized the economic opportunities offered by their influence on political decision-making, as well as by globalization. There is a trend towards the disappearance of the middle-class, as a growing number of citizens are progressively thrust into the abyss of poverty.

In such a social context, farmers, young people and women, who are victims of underemployment in the informal sector, have very limited social prestige, and a limited influence on public life.

## 2.5. Women's participation in decision-making and politics

Madagascar has signed numerous international conventions for the promotion of women's rights, e.g. the SADC protocol, the Convention of the United Nation for the Elimination of Discrimination Against Women, and the Declaration of Beijing. Efforts have been deployed by the successive Governments to comply with the requirements of the Convention. However, it is revealed that the effective enforcement is mitigated. The social and economic vulnerability and inferiority of women is visible in many regards.

Concerning specifically women's participation in politics and decision-making, the representation and involvement of women is low, with regard to their position in the existing institutions and their responsibilities within the political parties. The most recent data show that women hold only 7, 8 % of seats in Parliament, and 30% of positions as executives. Out of 1549 mayors, only 70 are women.

The political representation of women is lowest at the lowest levels, with the lowest rate in the municipal councils. There are 2-3% women in the municipal councils, below 5% at the fokotany level, 5% at mayor level and 10% in Parliament:

A recent study on Gender Equality and Electoral Process in Madagascar in 2009 has revealed that women are under-represented in leading positions within political parties in Madagascar. Out of 47 political parties, only 2 are led by women.

Another challenge is the participation of women in the electoral process. There are risks of discriminative practices against women concerning women's participation in the electoral process. According to national statistics (data of the Ministry of Home affairs), approximately 55 % of men voted at the last presidential election, 45 % percent of the women.

Several of the resource persons interviewed during the MTR mentioned the difficulties encountered by women in getting electoral cards, and in being registered in the voter's roll. Though this problem is a national issue concerning all the potential voters in Madagascar, its impact on women is more acute, particularly in the rural areas, where the negative stereotypes against the participation of women in electoral process and in public life are still dominant. The above referred study has also pointed out that the voters' rolls established at the national level present a smaller number of women compared to men, regardless of age group and the type of election (presidential or legislative), even though the demographic data (INSTAT 2007) show the proportion of women in the general population is larger than men's.

Finally, women are also weakly represented in the institutions in charge of the electoral management bodies.

**Despite** the relative weakness of women's participation in decision-making and politics, there is a trend towards the development of women's networks and initiatives in various sectors and at different levels. The most prominent are the networks and actions promoted by the civil society organizations and the international development partners.

## 2.6. Women's networks and initiatives

**REFAMP** is a national section of an African organisation, a network of women who have been in decision-making positions, Ministers, Members of Parliament and Senators. REFAMP is involved in coaching new women and advocating for women's agenda.

A concept paper is being designed to empower women in politics at the level of the Indian Ocean.

**VMLF** (Movement of Women in Politics for Development) is a network of women in politics, composed by women who have attended training and participated in conferences organised by EISA since 2007. At present, there are 400 members in the organisation. Many of the women are influential and educated women: Mayors, politicians, professors, business-women and leaders of NGOs.

The **organisation of women mayors** consists of 64 of the 70 women mayors in Madagascar and is the only national organisations for mayors of municipalities. The organisation can be seen as a major step in the development of networking and political initiatives for women.

However, mainly due to the national political context, the association has been inactive since the election of the new president of the association in 2008 apart from participation in the training session organized by EISA in Antsirabe. The members of the Bureau of the Association are not yet elected. The Association intending to organize training of the members related to Good Governance.

The president is an independent mayor of a rural commune and has participated in the establishment of the local office for land registration at the level of the municipality, aiming at the facilitation of access to land for women, a project that was supported by FES and PACT Madagascar. The **Association of female farmers** is one of the most active associations, targeting and promoting the rights of women at the grass root level. The association, grouping 450 associations, is active in 6 regions out of 22, with about 5000 members. The main objective of the association is to improve the situation of female farmers. The Association has conducted training regarding women's access to land.





Women from the Association of Female Farmers outside Tana

The network **Simiralenta** is an observatory promoting advocacy, lobbying and the collection and exchanges of information and data on gender. The network has been supported by FES.

In addition, **users' organisations** play an important role in Malagasy society. In some places women start to have an increased participation in local public life through active involvement in various users' associations, e.g. users of wells, and other local organisations.

However, in spite of this positive trend, the women's networks and initiatives remain scattered, and lack overall coordination.

## 2.7. International support to women's networks

**UNFPA** is active in supporting and revitalizing REFAMP and provides assistance to adapt training on advocacy to the UNFPA agenda.

**UNDP** has a limited number of activities programs linked to the gender program supported by EISA. It included the capacity-building for REFAMP and the support to the drafting of communication tools for the promotion of gender (Support to the Parliament). Recently, UNDP – through project support to the Gender Promotion- has supported the actions undertaken by the VMLF network, the establishment of which has been supported by EISA.

In general, the activities that have been conducted have been led in a complementary and satisfying manner.

UNDP has not contributed, directly, to the fulfilment of the gender program supported by EISA ; however, certain activities, like the capacity-building of parliament members, and the capacity building of women parliamentarians have been co-funded by EISA and PNUD.

The German NGO, **Friedrich Ebert Stiftung, FES**, has supported the Association of Female Farmers and their projects regarding the registration and access to land.

FES is also developing a program that has objectives similar to those of EISA, focusing the activities on the promotion of dialogue, debate, and gender equity in different sectors.

FES mainly works with national organizations and does not intervene in the regions. Likewise, at the level of young intellectuals, the Youth Leadership Training Program, YLTP, is specifically including women, about 50 %, to facilitate women's access to decision- making opportunities.



**Women from the Association of female farmers in Morondava**

### 3. METHODOLOGY

#### 3.1. Pro poor focus

The EISA project proposal July 2008 is focusing on the political participation of women, but is explicitly linking the need for democratic participation to the need for pro-poor development.

The EISA proposal 2008 establishes the link between democratic participation and development. The chapter "Background" quotes a Norwegian review: "The review commissioned by the Norwegian Embassy on the gender dimension of the future development portfolio in Madagascar compiled in July 2007 highlighted main gender issues that included "the problem of access to and control over income as well as the overburden of workload in the area of economic activity" and the need for, increasing political participation". (Kate Halvorsen 2007)

The chapter "rationale" elaborates this link further: "Power relations that prevent women from the realisation of their full potential and leading fulfilling lives are evident in both private and public life. The achievement of women's equal participation in decision-making and leadership provides a balance that is not only a reflection of the composition of society, but is also necessary in strengthening democracy and ensuring that women's interests are heard and addressed. The goals of equality and development are dependent on the active participation of women at all levels of decision-making. "

Poverty reduction has for many years been the explicit overall goal for all Norwegian development cooperation. The new Norad principles for support to civil society underlines the focus on pro-poor change:

"These principles highlight important challenges we face in the struggle against poverty, civil society organisations' contribution to development and the preconditions for their success. Within the existing political framework, these principles will constitute the foundation for Norad's support to civil society organisations in the years to come.

The document describes the various causes underlying poverty and lack of development. It also underscores the social forces that must be mobilised both in the North and the South in order to achieve the desired changes. Norad will strive, together with Norwegian and international partners, for greater impact on conditions that promote development and against factors that hinder such development.

This work is demanding, complicated and long-term. Plans and visions mean little if they do not translate into results. Therefore, Norad will increase further the requirements to all partners to document the achievement of their goals. All development activities must originate from the context of poor people in the South – and must be justified by the results for the poor living there. (Poul Engberg, Norad director, Foreword. Principles for Norad's support to Civil Society in the South, 2009)

The guidelines is based on 6 main principles:

1) Mobilise NGOs at all levels in the struggle against poverty and oppression

- 2) Strengthen civil society actors working towards development, democratisation and the redistribution of power
- 3) Support civil society organisations in their international work
- 4) Ensure better documentation and reporting of results
- 5) Support effective work against corruption in all its forms
- 6) Increase diasporas participation in Norwegian development co-operation

The MTR team will therefore focus our review on the link between political participation and pro poor change, in line with the guidelines' principle 2: Strengthen civil society actors working towards development, democratisation and the redistribution of power

### **3.2. Drivers of change approach**

This perspective corresponds to a large degree to the so called "Drivers of Change Approach". The Drivers of Change approach was originally developed by the British Development Agency DFID, but has later been used by a range of other donors and organisations, among them Norad.

DFID' Drivers of Change team has concluded that a single blueprint approach to Drivers of Change analysis is inappropriate. Instead, the users are encouraged to ask themselves a structured set of questions about the dynamics of pro-poor change, loosely grouped into one of six levels:

1. Basic country analysis – covering the social, political, economic and institutional factors affecting the dynamics and possibilities for change.
2. Medium-term dynamics of change – covering policy processes, in particular the incentives and capacities of agents operating within institutions.
3. Role of external forces – including the intentional and unintentional actions of donors.
4. Link between change and poverty reduction – covering how change is expected to affect poverty and on what time-scale.
5. Operational implications – covering how to translate our understanding into strategies and actions.
6. How we work – covering organisational incentives, including those promoting or impeding the retention of country knowledge.

According to DFID, there are many benefits of the method, e.g. :

- Making explicit and challenging the assumptions behind current programmes.

- Making clear the extent of ‘political will’ for reform and determining the risk this poses to a programme’s success.
- Identifying the role that the non-poor groups have in change processes, and suggesting collaboration with non-traditional partners.
- Prompting a country team not to pursue a programme of work by providing the evidence that it is unlikely to succeed at present.’

### **3.3. Review instrument**

The MTR team developed a thematic guide as a support for interviews, meetings and team discussions focusing on the following issues:

1. Review of the present situation in Madagascar with regard to poverty, social economic structures and women’s participation
2. Review strength, weaknesses, opportunities and threats of the EISA program – based on a focus on the contribution to increased democratic participation and pro poor change for women
3. Conclusions regarding the relevance, efficiency, efficacy and impact of the program – based on a focus on the contribution to increased democratic participation and pro poor change for women

## **4. DESCRIPTION OF EISA PROGRAM**

### **4.1. EISA activities in Africa**

EISA (The Electoral Institute of South Africa) was established in 1996 as an institute working mainly in South Africa. EISA worked with electoral management, political parties and civic education related to elections. Since then, EISA has extended its activities to all countries in Southern Africa and in the past few years to the whole continent. EISA has presently programs and projects in five African countries; Chad, DRC, Mozambique, the Ivory Coast and Madagascar.

Democracy and governance is now the main focus of EISA, in addition to post-election, conflict management, intra-political management and governance issues within political parties.

The main donors of EISA has been Scandinavian countries, at present DFID is a major donor.

EISA is governed by a Board of Directors, with sir Ketumile Masire (Botswana) as a patron of EISA. The Board of directors consists of influential stakeholders in the electoral process and civil society.

EISA has 38 staff members at the head-office in Johannesburg. In addition, EISA has established local offices in five countries. In DRC the EISA office has 14 staff members, in Mozambique 7, but mostly the offices have a small number of staff.

EISA's head office in Johannesburg, South Africa has a general budget. In addition there is a separate budget for each country where EISA is working.

## **4.2. EISA organisational set up in Madagascar**

The head-office of EISA in Johannesburg is responsible for all the programs in Southern Africa. That is also the case with the programme in Madagascar. According to the budget for the Madagascar program, several of the staff members in the head-office are working for the Madagascar programme:

- The Executive director in EISA 10% of his time supporting the Madagascar program
- The senior Adviser CMDEE 20%
- POPS Manager 10%
- Financial Administrator 10%
- ICT Manager 10%
- Other staff cost 5%

According to the planned budget, approximately 30 % of the total NOK 6 mill would be provided as salary and overhead to EISA's head office, during the 30 months of implementing the program, 1.7.2008 – 31.12.2010. The senior adviser for field operations visits EISA / Madagascar four times a year. There is a budget set aside for the field visits and the adviser is supposed to spend 20% of her time on the Madagascar program.

### **EISA-staff in Madagascar**

The national EISA-office in Antananarivo is situated in an apartment in a resident block. The office has two local staff members. The female country-coordinator, 33 years old, started out as a project assistant for the EISA program in March 2007. She was appointed as a Programme Officer after 3 months, and in 2008 appointed as the country-coordinator for EISA. Before joining EISA, she was a journalist, and she has also been a press attaché in two Ministries, Population and Decentralisation and is familiar with the workings of government.

In addition to the country coordinator, the EISA office has a male program assistant for the Norwegian supported program.

## **4.3. EISA's training program in Madagascar**

### **Program focus and strategy**

The Madagascar program is the only program EISA program where the main focus has been on the training of women and establishment of a women's network. EISA usually mainstreams gender into programs, and does not have experience with separate programs directed towards women. The field officer from EISA's head office mentioned, however, that EISA had started a research program on women and election in the SADC-countries.

EISA's main strategy in Madagascar is to empower women through training to prepare them for entering into decision making at different levels. The policy guiding development seeks to increase the presence of women in Parliament to 30% by 2012. That would mean six female ministers, and tripling the number of women occupying positions at local, regional and national levels. The point of departure for the EISA program has been the SADC declaration and protocol that was superceded when President Marc Ravalomanana signed the Southern African Development Community (SADC) Gender Protocol. The protocol sets a target of 50/50 representation of men and women in SADC governments by 2015.

### **The pilot program in 2007**

In 2007, EISA implemented a program in Madagascar to enhance and encourage gender equity in the political and decision-making processes in preparation for the 2007 Parliamentary elections. The target group for the training was "women suited and ready to contest positions as a senator or deputy". Given the limited number of women in these positions, the criterion had to be extended to potential mayors and regional municipal or communal councilors, as well as women who were influential in their region and/or successful in their political activity. It was clearly stated that potential participants should be able to speak French. All the political parties were invited to nominate candidates, but only four parties sent candidates.

EISA ended up by training 180 women from 17 of Madagascar's 22 regions. This was done through 6 workshops. 40% of the participants came from women's groups, 25% were members of political parties, 25% had liberal professions and 10% came from faith-based organizations. A training of trainers was conducted in October 2007 and February 2008 with a total of 58 participants.

After the pilot year, an evaluation workshop was held in November 2007. The follow-up action from this workshop implied that a network to promote the interest of women should be established and that the training should continue.

In total 10 women were elected deputies in 2007, this was however the same number as in the previous National Assembly.

### **The Program 2008 -2010: Women's participation in and contribution to governance in Madagascar**

Based on the evaluation of the program in 2007 a new programme was planned for 2008-2010. This programme has four main activities:

- Development of national and regional campaign to lobby for 30%-50% representation of women in decision making processes
- Capacity building programme for women's empowerment at local level
- Strengthening the capacity of women representatives and leaders at local level
- Establishment of a documentation and resource centre.

EISA facilitated the establishment of a network following the 2007 workshop which had as its objective to lobby for increased women's participation. A steering committee was established at national and thereafter at regional level. The steering committee later formed itself into VMLF, a

national broad based movement to lobby and advocate for women's representation in political life. Regional committees were established and are now operational.

VMLF was then established. VMLF is an organisation of women in politics, mainly composed by those who have attended training that have been conducted by EISA since 2007. At present there are 400 members in the organisation. Many of the women are influential and educated women: Mayors, politicians, professors, business-women and leaders of NGOs. The VMLF programme of action includes the development of an advocacy strategy as well as the production of a code of political conduct. Both of these have been prepared and in place following the national rally held in December 2009.

Since 2009, EISA has been holding regional meetings, and six meetings are scheduled for 2009.

#### **4.4. Training material**

EISA has designed 2 different programs:

3. one for women in leadership position at local level or aspiring to be active at local level
4. one for women at community (local level).

The material consists of the following

- Manuals for participants and facilitators for programme 1, the leadership programme, in French
- Manuals for participants and for facilitators for programme 2, the community programme, in English, French and Malagasy

There is relatively little difference between the 2 levels of manuals when it comes to contents as well as lay-out and number of pages.

The English version of the manual for women in leadership positions covers 164 pages and consists of 10 modules, which are taught during a four- five days workshop. The modules include:

1. Women in politics and their different roles and functions
2. The instruments protecting the rights of women and promoting gender equality
3. Basics of management
4. Leadership skills
5. Conflict management
6. Policy making
7. Drafting of legislation
8. Governance and accountability
9. Budget formulation.

The program is demanding. Module 2, for example, covers "elections, legal and constitutional framework"; the time frame for this module is 1 hour 30 minutes. Module 3: "International, regional and national instruments protecting the rights of women" with a time frame of 2 hours.

The manual is addressing the women representatives, such as the mayor, the regional and local councillors, chief of region or chief of district.



The English version has been translated to Malagasy, and some parts of the Manual have been slightly adapted to the local culture in Madagascar. However, most of the parts of the manual are still at a general and advanced level.

The English version of the facilitators' manual consists of the same modules and cover more than 230 pages.

The manuals are not focusing on specific issues that are crucial for women's situation and empowerment at Madagascar: Women's access to land, poverty, hard sharecropping contracts, violence against women, lack of access to education and health etc.

#### **4.5. Selection of participants**

EISA has some criteria for whom to select for training:

- Women belonging to political parties
- Women belonging to private sector
- Women belonging to faith based organisations
- Women belonging to associations

Before the 180 participants that took part in the training in 2007 were picked, every region in Madagascar had been visited. The roll-out of the training has been delayed by the political situation and only started on 7-11 September 2009 in Antsirabe, 26-29 September in Sambava for women's empowerment at local level. The second training for women's empowerment was conducted on 24-27 November in Morondava.

#### **4.6. Documentation and resource centre**

This activity is aimed to supply accessible data and visible information on every subject and aspects of gender issues. This documentation centre is situated in an established research documentation centre with public access, the Scientific and Technical Documentation and Information Centre, CIDST.

The documentation centre started to be operational only on March 2009 following the signing of the agreement between EISA and CIDST, Centre d'Information et Documentation Scientifique et Technique. The Memorandum of Agreement was signed on March 12 2009, EISA provided shelves and materials in June and appointed a researcher which started in July 2009. The centre has so far collected 64 documents, according to the electronic list of publications.

Since the start of the program, the Information centre has been focusing on identifying where to collect information on gender issues in Madagascar in regions and districts around the country. The next phase is to collect the information, then process it and thereafter put it into a database. The researcher has been trained in South Africa in order to learn how to catalogue documents.

The information centre does not monitor the visits to the centre, the requests for information, nor the use of the information.

## 5. FINDINGS AND OBSERVATIONS ON THE EISA PROGRAM

### 5.1. Strengths

#### **International experience**

EISA is an important organisation with many years experience of networking and capacity building in Africa, e.g. South Africa, Congo DRC, Mozambique, Angola and Burundi.

The key area of EISA is planning, training, monitoring and follow up of election processes – an area that is very relevant to the present situation in Madagascar.

EISA can definitely play an important role in the improvement of electoral processes and democratisation of Madagascar.

#### **Institutional cooperation**

The EISA programme represents institutional contact and cooperation between national stakeholders, organisations, networks - and international cooperation partners in Madagascar. This institutional cooperation is in itself important as part of the long term effort for strengthening women's organisations in Madagascar.

#### **Establishment and strengthening of national networks**

It seems likely that the activities of EISA have strengthened the national Malagasy section of REFAMP, the organisation for former female parliamentarians and ministers in Africa.

The EISA activities also seems to have been the basis for the establishing the network of VMLF, the women trained by EISA. Generally speaking, networks uniting women from different fields of decision making is an important part of the empowering of women as group and individuals, and in the long term building of social capital.

The fact that both the two networks VMLF and REFMAP mainly consist of women with previous experience as leaders and politicians – and high social, economic and educational status – should not be seen as a weakness in itself. Experience from other countries, including the Nordic countries, shows that middle class women with a high educational level have played a strategic role in promoting women's participation in decision making – and opened the door for other groups of women as well

The existence of networks between women representing different political groups and parties is especially important in Madagascar at the present moment with high level of political conflict. The networks between women represent contact and cooperation between women from different political groups and parties, and this is an important achievement in itself and in line with the Norwegian Action Plan on the UN Security Council Resolution 1325.

VMLF is extending its network to the regional level, presently reaching 6 of the 22 regions. This is very positive and creates the basis for regional as well as national networking.

#### **Training for women with political and leadership experience**

It is possible that the EISA training program have been very relevant and valuable for women with a previous experience in leadership and management – whether from politics, private sector or civil society. This includes the target group for the pilot training in 2007 as well as many of the participants for the training for women leaders 2008-2009. These women will probably be able to set aside the necessary time and they will be able to profit from the theoretic approach. For them, the training may represent a valuable opportunity for self reflection and development of their personal experiences which may increase their ability to achieve nomination as well as election – and improve their performance if they are selected.

It is possible that training and participation in the networks will also be positive for women who are interested in politics, but not able to qualify for positions at present.

#### **Information Centre**

One important element in the EISA program is the establishment of a Gender Information Centre, located in the CIDST, Centre for Scientific and Technical Information. CIDST is an important Information centre for Madagascar, and the establishment of a Gender section in the Centre is important on a long term basis.

The general policy of the centre is based on making local information available to the inhabitants and researchers, which represent important possibilities for mobilizing various categories of local partners for democratization, development and pro-poor change.

## **5.2. Opportunities**

#### **Window of opportunity for women with political experience**

Since 2009, Madagascar is lead by a transitional regime. As part of the transition process until elections take place, a number of persons are to be nominated to administrative and political posts in the new transitional legislative institutions ( the Congress of Transition ), High Court, Government and Regions. These nominations will probably take place later 2009-early 2010. Normal elections are scheduled to take place in 2010.

The transitional nominations as well as the elections represent a window of opportunity for women in Madagascar with political experience. All women in REFAMP and a large part of women in VMLF have very relevant experience, and have had the possibility to update their knowledge and their networks through the EISA training. EISA was instrumental in the formation of VMLF and for identifying and bringing in women that could strengthen such a movement.

## 5.3. Weaknesses

### 5.3.1. Result focus

#### Weak systems for assessing results in the reports

Generally speaking, Norad has a strong focus on results, underlining that documentation of results, is different than documenting activities. The 4<sup>th</sup> principle in the new guidelines for support to civil society is “ Ensure better documentation and reporting of results”

The monthly reports from EISA/Madagascar to the Embassy are in accordance with the contract and provide an update to the Embassy as to the monthly activities. The reports seem, however, to be focusing on activities, not on the outputs of EISAs activities. Relevant risk factors do not seem to be identified and analysed.

The specific expected outputs of the project are:

1. The gender parity in electoral processes is improved;
2. The capacity of women at grassroots level is built and/or consolidated;
3. The capacity of the Promotion of Gender Office is built and strengthened;
4. Women in leadership positions at local level are imparted with managerial, leadership and policy-making skills;
5. A well resourced documentation centre provides up to date global and continental information on gender issues.

As far as the MTR team can judge, there does not seem to be a system in place to adequately assess the outputs:

- The training program seems to focus merely on the 30-50% issue, not on other issues as women’s voting
- The training program has not established a system for monitoring, assisting and following up the participants and their individual action plans. What has happened after the training with personal action plans that the trainees were asked to develop? What kind of activities have the trainees started in order to support and build their constituency? How can trainees learn from each other? These types of questions are as far as the review team know not raised in the reporting.
- The Documentation Centre has only been in place since July 2009, but does not seem to have established a system for monitoring visits, requests for documentation, use of the documentation or satisfaction with the services.

In the same way, there does not seem to be a system in place to prepare for an assessment of the program impact:

- Impact of the development of the strategy and of the national and regional campaign for the political representation of women and for the improvement of the electoral process : involvement of the various stakeholders - initiatives developed
- Impact of the training of trainers and local facilitators : development of competence – mastering of the pedagogical approach

- Impact of the programs of capacity-building on the local representatives : impacts on local, municipal and regional governance – main acquirements and impacts on the management of public affairs- on the consideration of gender issues
- Impact of the establishment of the unit in charge of gender at the CIDST

The EISA training does include elaboration of Action Plans for local follow up by the participants, and participants are asked to send the plans to EISA and are encouraged by many of the trainers to contact them. So far EISA has not received a single action plan! Neither EISA nor the trainers met have contacted the participants after the training to hear how their work is going and why they have not sent in Action Plans. This may indicate a serious lack of follow up of the training.

The lack of result focus also has a big impact on the pro-poverty focus. A follow up of the action plans would have made it possible to assess the output of the training when it comes to the activities initiated by the participants after the training – and assess whether these might in any way be relevant for local development or pro poor changes – in a short or long term perspective. As the plans are not followed up by EISA, this is unfortunately not possible.

### **5.3.2. Organisational set up**

#### **Lack of long term perspective**

The EISA training program in Madagascar is a short term project; it is not a long term organisation. A project is based on a work plan and a budget for a limited period of time – and has often limited possibilities to adjust priorities and activities to new situations. Organisations are generally more flexible, and can more easily adapt to changing local context, conditions and needs.

The short term project model may also represent a sustainability challenge. According to the original project document, the sustainability of the training program should be ensured through cooperation between EISA and the Gender Unit in the Ministry of Population, and an exit strategy for the EISA involvement should be developed. This has not been possible due to the political situation, which means that the question regarding the sustainability of the EISA training programme remains unsolved. We underline that this constraint of course lies outside the control of EISA!

#### **Costly and inadequate organisational set up**

The responsibility of the program lies with the EISA Head office in Johannesburg, which takes approximately 30% of the total budget. The EISA office in Madagascar has only 2 staff members – both without previous experience in being responsible for running large training programs.

The local staff would therefore need systematic in depth guidance by EISA. This may be complicated by the fact the responsible person in EISA SA does not speak French, and that the responsible person in EISA Madagascar is not fully comfortable in complex discussions in English – as would necessarily be needed in this case. The team was informed that there were other EISA staff members who speak French, but this will not necessarily improve the communication between the project manager and project staff.

The MTR team cannot assess the efficiency of other aspects of the organisational set up

- collaboration between the national coordination of VMLF and the regional steering committees
- plans: tools- mobilized resources
- Operationalisation of the established structures

#### **No institutional steering or feedback mechanisms**

As a South African organisation working in Madagascar, it might be important to the EISA program to ensure systematic feedback and input to the Madagascar program a national steering group or reference group. However, no such groups have been established, and EISA informed the team that this has not been done in other countries either.

When it comes to the training participants, they are asked to fill out an individual evaluation form at the end of the workshop. The MTR team has only had access to the forms, not to the analysis of the answers. The evaluation forms are relatively traditional containing questions on the arrangements, the premises, the material, the meals, the speakers, the facilitators, the themes etc – sometimes with standard alternatives, excellent, very good, good, rather good, not very good and an open space for further comments and recommendations for future workshops.

When it comes to the EISA program facilitators, EISA does not seem to have regular meeting with all trainers to sum up their experiences and discuss adjustments. The evaluation forms from the training participants do not seem to be shared with the trainers in order to enable them to make the necessary adjustments.

As a whole, this implies that feedback is based on individual feed back from trainers or participants – not on institutional mechanisms.

### **5.3.3. Training strategy**

#### **Lack of EISA experience in programs targeting women**

The program in Madagascar is the first EISA program especially targeting women, and this was done based on a request from RNE Madagascar. According to EISA “the organisation has experience in gender related programmes in its other work as indicated above, including in depth research on electoral systems and the impact on women in political life and decision making. Gender is mainstreamed in all EISA work. This is the only programme that EISA has that only focuses on gender as a specific issue and outcome”.

This implies that EISA has limited experience with training programs targeting only women – and also with training programs targeting women at different level of education and social status and follow up of such training programs.

#### **Lack of focus on local problems and needs**

The EISA training does not focus on specific problems or needs of women in Madagascar, but mainly on the 30-50% participation. The review team was told by persons interviewed that women from the poorer majority of the population would most likely not be interested in politics as long as issues

raised has no direct impact on their daily life. The focus on women's participation may correspond to the needs of well educated women who may be interested in political participation *pr se*, but less to the situation of women with low education and status who are mainly likely to be interested in politics if they believe that it can improve their daily lives.

It was also stated that women with low social and educational status must prove that they are actually achieving something specific to gain the respect and trust – and possible decision making positions – by men and women in their communities.

The selection of possible problems as focus and examples for the local training must of course be based on the local needs and priorities of the participants. Possible areas would probably be:

- The need to enable women to vote – through assisting them in obtaining birth certificates, identity cards and resident cards – as necessary basis for an election card. This complicated process is probably part of the reason why only 30% of women voted at the last election. This process is the responsibility of the Ministry for the Interior and the Ministry of Decentralisation, but Mayors and Chiefs of Fokotany can assist in facilitating the process. One of the female mayors met managed to register 17.000 women in her municipality.
- The lack of access to land – an important focus for the Association of Women Farmers in their cooperation with FES
- Violence against women, e.g. in cooperation with the “network for the eradication of violence against girls and women.”

The lack of specific focus was brought up by several of the persons interviewed.

- Some doubted that women from VFML would mobilise women in the villages and support issues that are crucial in villages. In January 2009 an action plan was adopted. The action plan that was adopted in January 2009 was said to be ‘individualistic’ in its analysis of the problems for Malagasy women, only relating to the increase of percentage of women in decision making.

The MTR team sees the lack of specific focus on key issues as negative in a pro poor development perspective.

#### **5.3.4. Training methods**

##### **Method for selection of women**

EISA selects “appropriate” women to be trained by contacting women in leadership positions and local associations. We question whether this is an adequate solution, and whether the selection process in itself may represent a risk of patron client relationships. Several of the persons interviewed complained of a lack of transparency regarding the selection process.

The selection of women is individual – not group based. Generally speaking, we believe that there should be at least 2 women from each group represented, e.g. a municipality or an association, in order to stimulate later follow up and activities.

### **Composition of the training groups**

The groups consist of women with very different social, educational and economic background and status, the team questions whether this is the optimal situation for low status women. It is possible that the presence and dominance of high status women will limit the active participation and development of low status women – and that each group should be relatively homogenous.

### **Length of training**

The training lasts 4-5 days. It may be difficult for poor women with a heavy work load to be away from home for several days. It may also be better for the follow up to cover a longer period. The team thinks it might be better to have a more process oriented training over a longer period, e.g. 5 days over a 6 months period. This would be possible if there were local trainers.

### **Selection of trainers**

The trainers met all have an impressive background, mainly a combination of academic degrees, high level political and civil society experience and private consultancies. This is probably an excellent background for training women with political experience and high educational level – but may not be the right one for women in the communities without much experience and education. It might be necessary to have a more diverse pool of trainers – trainers with different backgrounds and also trainers based in the different regions to ensure the knowledge on regional conditions.

### **Relatively academic training manuals**

The team has read the manuals for participants and facilitators at the two levels, for the participants with leadership experience – and the ones without. We find the manuals extensive, approximately 250 pages each, and relatively theoretical and academic. Most of the text is based on general concepts – relatively little on practical examples from Madagascar. We doubt whether the manuals are well adapted to women without higher education. However, we are aware that EISA is discussing a revision of the manuals.

### **Lack of balance between traditional and participatory training methods**

The team has taken part in 2 training sessions. The training methodology of the different trainers varied in the session, but as a whole it has not represented an optimal balance between traditional and participatory training methods. To our experience training for adults must be interactive – based on the participants' own experiences and background and adapted to their expressed interests. In this case, we feel that the training a whole has been too top-down, instead of bottom up.

The MTR questions whether the training methodology is optimal to ensure pro poor change and development.

### **5.3.5. Documentation centre**

According to the EISA project proposal, one of the specific outputs is "A well resourced documentation centre provides up to date global and continental information on gender issues".



This result cannot be measured based on the documentation alone, but also on how the documentation is perceived by the users.

However, the Centre does not seem to keep any record of visitors or requests regarding information material to allow for a systematic follow. EISA does not seem to have developed any system for monitoring the use of the centre, neither the documentation requested or consulted, the characteristics of the users or the satisfaction of the users.

#### **The selection of documentation focus**

- The gender section has 62 titles. The electronic list of titles indicates the following:
  - 7 publications on Madagascar in French
  - 1 publication on Madagascar in Malagasy
  - 48 publications on South Africa and other African countries in English
  - 4 publications on South Africa and other African countries in French
  - 1 publication in Portuguese

The staff informed us that the most popular publication by far was the Madagascar UNDP National Human Development Report 2003, with Gender as the key theme. However, the section has only 2 copies of the report and had not contacted UNDP to get more copies. Upon request, CIDS therefore sent the report by bus to the other information centres in Madagascar. The section had no electronic version of the report and had not checked whether this exists. A brief internet checks showed that the report is available on the UNDP home page.

The Madagascar UNDP National Human Development Report 2003 report contains an extensive bibliography of relevant literature on the situation of women in Madagascar. The centre had not tried to get any of these publications – nor the national CEDAW report.

Based on this, the team questions whether the centre has the necessary focus on democratisation and pro poor development of women in Madagascar.

The team sees the profile of the existing titles as inadequate and the lack of systematic effort to get new relevant literature and the lack of record of requests as a lack of result focus and management follow up on the part of EISA. It should be discussed whether the management and follow of the gender centre in the future might be linked to a permanent relevant Malagasy national institution in the future, e.g. INSTAT.

### **5.3.6. Financial information**

#### **Financial control**

EISA has a comprehensive financial policy (25 pages) from September 2009 that covers issues like: Fundraising, bank accounts, budgets, income and expenditure, cheque payments, advances for program activities, salary payments, per diems, accommodation and air travel, rental/lease agreements & maintenance contracts, procurement and so forth. EISA bases all its rates for allowances on the UN-rates in the countries where they work.

### **Possible negative side effects of training**

There have been examples in Southern Africa of negative side effects of training, e.g. in Tanzania:

- Allowances for participants may be relatively high compared to other possible sources of income and encourage unnecessary participation in training
- Allowances for trainers may be relatively high compared to other possible sources of income and encourage unnecessary organisation of training activities
- Selection of participants and trainers may not be transparent – may be based on or encourage the development of patron-client relationships
- Financial reporting for training may not be correct, e.g. on the actual number of participants, the costs of meals, the actual expenses for transport etc.

The MTR team is not indicating that any of this is taking place in the EISA program in Madagascar, but wants to underline the experiences from other countries in the region regarding the possible negative side effects regarding training.

## **5.4. Threats**

The EISA project started in 2007; the political unrest started early 2009. The instability has been a major threat to the programme at several levels:

### **Starting up of the Documentation Centre**

The starting up was delayed, the MoA was signed in March 2009 and the researcher started his work in July.

### **Implementation of training activities**

It was difficult to implement the training as planned during the most unstable period, and the training has been delayed.

### **Effect of the training**

It is possible that the effect and results of the training is lower than planned, as the instability may represent personal challenges and worries for many participants.

### **Follow up of the training**

In some cases, participants may be afraid and therefore not do any follow up of the training. This was confirmed by one of the persons interviewed.

### **Contact with the national authorities**

According to the original project very important document, the sustainability of the training program should be ensured through cooperation between EISA and the Gender Unit in the Ministry of Population, and an exit strategy for the EISA involvement should be developed. This has not been possible due to the political situation. This issue is mentioned in the minutes from a meeting between EISA and the Embassy October 1 2009: "In response to a question relating to EISA's

relationship EISA advised that no meeting had yet taken place with the Minister of Population and such a meeting would only take place once the political situation is back to normal. The Embassy confirmed that contact with the current government had been suspended by the Norwegian Government and that EISA's response was in line with their approach."

This implies that the instability may have had an effect on the program performance:

- Effective achievements of the planned activities 1 to 6
- Gaps with regard to the planning
- Level of attainment of the expected outputs
- Effective coverage of the regions and the target groups ( of indicators of the program in the log frame )
- Perception of the efficacy of the capacity building activities

However, we do not see the problems caused by the instability as very important for the result of our review. The main structural weaknesses of the programme as we see them, e.g. the lack of established systems for monitoring results or lack of pro poor change perspective does not seem to be linked to the political instability.

## 6. CONCLUSIONS

### Relevance of the program

The economic situation for women in Madagascar is complex.

As described in chapter 2, 75-80% of women are subsistence farmers in the rural areas; the large majority of these will be poor with low level of education and have an interest in pro-poor change and development.

The female elite, mainly in the urban areas, are educated. Some of these will have experience from leadership positions in politics, in the public sector or in the private sector, others will aim for such positions. Many of these women will not necessarily have an interest in a pro-poor change and development.

Women in Madagascar have a low participation in institutions that have the power to implement pro poor development, included political parties and the political institutions.

This implies that the EISA program idea is very relevant for democratisation and pro poor development, but that the actual program methodology, including trainers, participants, material and follow up, will decide the actual output and result related to pro poor development.

The training program as well as the information centre is definitely relevant to increased political participation in Madagascar, but the focus on pro poor development might be strengthened. The

training as well as the curriculum and material could have been more closely adapted to women's development challenges in Madagascar.

### **Result of the program**

We see a general focus on activities and a lack of systematic monitoring of results, both when it comes to the follow up of the trainings and the information centre.

This is one of the areas that should be improved in order to evaluate the results towards the end of the program – as part of the discussion of a possible new program.

The MTR team questions whether the training methodology is optimal in order to achieve the expected outputs; this includes the composition of the groups of participants, the selection of trainers and the training material.

As to future training methodology, we would suggest that the training is linked to a local process, focusing on specific development issues, in a module based approach:

- Local meetings for stakeholders to define key local problems for women
- Selecting 1-2 limited problems that could be improved in a limited time - as the basis for the training
- Build a module based training focusing on these practical problems, consisting of 3 one day meetings over a 2-6 months period of time – giving clear tasks to the different participants in the training. Use at least 2 trainers – of each one should be from the local area
- Follow up the results of the training – discussing successes, failures and new actions
- Assess whether it would be possible to set up a small sum for the implementation of the problem solving.

The objective of this approach is not only that women should improve their practical political capacity through working on specific local problems – but also that their respect and political authority among women as well as men in the local community would increase if they could prove that they were able to plan and implement small local projects in a successful way with a correct and transparent use of the money.

### **Efficacy and performance of the program**

The team is aware that the political situation has represented certain delays in the program, which is inevitable.

As to the efficacy and performance, we see the lack of follow up of the action plans as a very serious weakness, as this makes it virtually impossible to assess the efficacy and performance.

### **Efficiency of the program**

The MTR team questions the cost benefit aspect of the organisational set up. Managing a programme from South Africa is complicated without the support of a strong steering committee or reference group – especially when the national staff members have relatively limited experience with regard to being responsible for managing development programmes.

We see both the training programme and the information centre as very positive initiatives which have definitely been important. The question is however, whether EISA is the optimal and most cost-effective partner in a possible second phase of the project and or whether it is possible to imagine another organisational set up that would represent increased added value.

One possibility might be to discuss linking the training activities, as well as Norwegian support to existing networks like REFAMP, VMLF, Female Mayors or to an international organisation permanently based in Madagascar, e.g. UNFPA or UNDP.

## 7. RECOMMENDATIONS

### 7.1. Minor adjustments in 2010

As there is only 1 year left of the EISA project, the team does not recommend any drastic changes to the program, and recommends that all activities continue as planned.

The team, however, recommends the following minor adjustments:

- Based on the outputs of the project, we recommend that EISA is requested to develop a system for assessing and measuring the results of the initiatives, regarding the training as well as the documentation centre.
- We recommend that EISA is requested to assess whether it would be possible to strengthen the focus on some specific issues that are likely to be important to for the pro poor development of women in Madagascar, e.g. access to land, reduction of maternal and child mortality. .
- The National Human Development Report 2003 on Gender in Madagascar is the most popular publication in eh documentation, which indicates a demand for statistics on women's issues in Madagascar. Such statistics are an important basis for knowledge that may contribute to pro – poor development. Based on this the Team recommends that EISA assesses whether it possible to publish a simple publication in Malagasy collecting existing statistics on the situation for women in key areas as e.g. health, education, labour, political participation etc. This is linked to one of the recommendations of the Kate Halvorsen team 2007 and is in line with the wishes of the gender information centre itself. Based on a meeting with INSTAT, such a publication is easily produced with a very limited budget and can be based on existing material from INSTAT and UNDP.
- The Team recommend that the donors supporting EISA, VMLF and REFAMP set up a joint steering group which meets twice a year to discuss the results and coordinate the use of the funding.
- The Team recommends that EISA assesses whether it would be possible to strengthen the focus on training and information on possible initiatives by Mayors, Chiefs of Fokotany and others to increase electoral participation, e.g. issuing birth certificates, identity cards, and registration

cards. Increasing the percentage of women voting may also have an impact on the percentage of women elected.

## 7.2. Planning of possible new programme after 2010

In the case of a possible new program after 2010, the Embassy should look to experiences from other African countries, for example Malawi.



## 8. ANNEXES

### 8.1. Program

DATE	TIME	ACTIVITY	VENUE
19 – 23.11		Document reading – 2 days	
Monday 23.11	13.40	Departure Oslo	
Tuesday 24.11	23.00	Arrival Antananarive	
Wednesday 25.11	7.30	Meeting with Mamy Ralaivelo, consultant	Hotel Sunny Garden
	8.30- 11.00	Meeting with RNE, Dag Nissen and Hilde Dahl	RNE
	12.00- 13.30	Lunch with Ms. Olga Ramalason, Mayor of Antsirabe	Hotel Sunny Garden
	14.00- 16.00	Meeting with women members of VMLF	RNE
Thursday 26.11	08.30	Pick up at the hotel	
	09.00- 11.00	Meeting with UNFPA, Ms.Tolotra Aina Andriamanana, Gender Programme Officer	UNFPA
	11.30- 14.30	Participation at VMLF workshop outside Tana	Hotel Haute Terre
Friday 27.11.	03.30	Pick up at hotel by Embassy car	
	05.15-	Departure from airport Ivato Tana for Morondava to assist at a work shop on women's empowerment femmes	
	06.20	Arrival at airport in Morondava	
	Whole day	- Take part at work shop - Discuss with the participants during their evaluation	Hotel Relais Morondava
Saturday 28.11	08.00	Meeting with representatives of female farmers' association in Morondava	Hotel Relais Morondava
		Rest of the day off	
Sunday 29.11	05.30	Pick up at hotel	

	07.00	Departure from Morondava to Tana	
		Day off	
Monday 30.11	09.00	Meeting with Staff of EISA, Ilona Tip and Nirina Rajaonarivo	EISA office Ankadivato
	14.00	Meeting with the Director of CIDST and the researcher of the centre, Ministry of Higher Education, . Marie Laure Rakotoarivelo-Ajorque and Andiampin Williams	CIDST office Tsimbazaza
	20.00	Reception at the Ambassadors's house	
Tuesday 1.12	09.00	Team meeting regarding the report	
	13.00	Meeting with VMLF member Yvette	Hotel Palissandre
	14.30	Meeting with facilitators trained by EISA 15-19.6 2009	RNE
Wednesday 2.12	9.00	Meeting with Friedrich Eberhart Stiftung – FES	FES
	11.00	Meeting with mayor trained in EISA training in September 2009	Hotel Palissandre
	14.30	Meeting with general secretary of Association of women farmers	Association HQ
	16.00	Meeting with trainer and participants of EISA training in Antsirabe, September	Hotel Palissandre
Thursday 3.12	09.30	Mr. Eric Rakotomana, INSTAT	INSTAT
	14.30	Focus group meeting with local group of women from association of female farmers	Ambohimangakely, private home
	17.00	Meeting with Mayor of Tulear	Hotel Palissandre
	19.00	Dinner with Embassy staff, Tulear mayor, Bodil and Liss	Restaurant
Friday 4.12	9.00	Debriefing preparation	Hotel Palissandre
	14.00	Debriefing	Embassy
	19.00	Dinner with Mamy, family, Bodil and Liss	Restaurant
Saturday 5.12	01.30	Departure Antanarive to Oslo	
	14.00	Arrival Oslo	



## 8.2. List of persons met

Name	Institution /Organization
Ms Josiane Robiarivony	Independant Consultant – Vice - President VMLF
Ms Holy Javololomboangy	Focus ( Consulting firm )- Member of VMLF
Ms Rina Rakotoarindrasata	Focus ( Consulting firm )- Member of VMLF
Ms Lia Rakotonandraina	Focus ( Consulting firm )- Member of VMLF
Ms Victorine Ratsimbazafy	Counsellor VMLF
Ms Mireille Rabenoro	Counsellor VMLF
Ms Yvette Rakotondrazaka	Membre VMLF
Ms R. Bakolijosa Alphine Jaonary	Member of the steering Committe Majunga
Ms Anne Goulet Lavidisa	Founding member VMLF
Ms Tolotra Aina Andriamanana	Executive in charge of Gender – UNFPA
Ms Volatiana Mamonjisoa	Mayor - Commune Alarobia- Participant to the training Antsirabe
Ms Zelifina Ranedson	Mayor- Commune Miantso- Participant to the training Antsirabe
Ms Bazeilhal Helène Ravaozanany	Regional Counsellor – Vakinankaratra Region – Participant to the training Antsirabe
Ms Jemison Ranivoarisoa	Chief of Fokontany – Comune of Ambatolampy- Participant to the training Antsirabe
Ms Voahangy Rakotoarijaona	Member of the Association Fanantenana- local women farmers association – Rural Commune of Ambohimangakely
Ms Berthine Ravaozanarivo	Member of the Association Fanantenana- local women farmers association – Rural Commune of Ambohimangakely
Ms Juliette Rasoarimanana	Counsellor- local women farmers association – Rural Commune of Ambohimangakely
Mr.Eric Rakotomanana,	Director – Nationa Institute of Statistics
Ms Nirina Rajaonarivo	Executive- EISA- Madagascar Office
Ms. Ilona Tip	EISA- Head Office
Ms. Marie Laure Rakotoarivelo-Ajorque,	Director CIDST
Mr. William Andiamampianina	Expert CIDST
Ms Noro Ravaozanany,	Consultant from Focus Development.
Mr. Charles Andriamasinoro,	Consultant from “Simiralenta”.

Ms. Hantanirina Andrianasy,	Medical doctor- Executive in charge of Gender - FES
Ms.Bodo Ramangason	Trainer at the EISA Antsirabe training
Ms Lilia Ravoniarisoa	President of the association of Women farmers
Ms Veronique Rasoanindrina	President of the association of women farmers – Morondava

### 8.3. List of documents

Author	Title	Year
AFROBAROMETER	Afrobarometer Briefs on Madagascar	2008
CIDST- EISA	Rapport mensuel sur la mise en place d'un centre de documentation sur le genre à Madagascar	
Dahl. Øivind	Merkverdige Madagaskar. Øya mellom øst og vest	2008
EISA	Proposal to the Royal Norwegian Embassy "Women's participation in and contribution to governance in Madagascar. 1.07. 2008 - 31.12. 2010"	2008
EISA	Madagascar Field Office Annual Report	2008
EISA	Monthly reports February 2009 to September 2009	
EISA	Renforcement des Capacités de representation des femmes au niveau local. Manuel de l' animatrice	2009
EISA	Renforcement des Capacités de representation des femmes au niveau local.Manuel de la participante	2009
EISA	Renforcement des Capacités de representation des femmes au niveau local. Manuel de l' animatrice	2009
EISA	Regional Meeting reports	2009
EISA	Minutes of meetings with the donor 11.05 and 01.10.2009	2009
FES	Manuals for Youth Leadership Training program	2009
Halvorsen, Kate	"Strengthening women's rights and gender equality in the development cooperation with Madagascar"	2007
Norad	Principles for Norad's support to Civil Society in the South.	2009

Royal Norwegian Embassy, Madagascar	Bevilgningsdokument MAG-08/011 Women's participation in and contribution governance in Madagascar	2008
UNDP	National Human Development Report	2009
VMLF	Code of conduct	2009
VMLF	Strategic Lobbying	2009
VMLF	Plan d'action national 2009-2013	

## 8.4. Terms of Reference

### 1. Background

The Royal Norwegian Embassy, Madagascar has provided EISA with a grant to provide capacity-building support women in Madagascar to confidently participate in public life and in particular to: "Increase the participation of women in public problem-solving, decision-making and management institutions by 30% in 2012"

This project builds on a project supported by the Royal Norwegian Embassy, Madagascar which commenced in March 2007 to encourage gender equity in all spheres of public life. The project was in accordance with Norwegian foreign and development policy to promote gender equality and women's rights. Arising from the outcomes of this project and following an internal evaluation with recipients of the programme, EISA submitted a proposal to the Royal Norwegian Embassy to build on the achievements and learnings of this initial project.

Beneficiaries of the previous and current project include political parties, mayors, local councillors, non-governmental organisations, faith-based organisations, women's associations, the National Electoral Commission (CNE) and members of parliament. EISA has also integrated some of its other activities that fall outside the scope of this project to the beneficiaries such as inclusion in EISA continental observation missions, workshops, seminars and symposia and participation in EISA's support to Parliament project. Activities have been undertaken in six regions: Antananarivo, Toamasina, Fianarantsoa, Mahajanga, Toliara and Antsiranana.

### 2. Project Objectives and Activities

#### 2.1 Objectives and Outputs

As outlined in the proposal, the project has identified the following objective

The participation of women in public problem-solving, decision-making and management institutions is substantially increased (30% of women in 2012)

The specific outputs of the project are:

- The gender parity in electoral processes is improved;
- The capacity of women at grassroots level is built and/or consolidated;
- The capacity of the Promotion of Gender Office is built and strengthened;

- Women in leadership positions at local level are imparted with managerial, leadership and policy-making skills;
- A well resourced documentation centre provides up to date global and continental information on gender issues.

## **2.2. Project Activities:**

*Activity 1 related to Output 1:* The gender parity in electoral processes is improved

This activity builds on the work undertaken during the first contract where a national seminar was held to discuss a strategy for the inclusion of up to 30% women's representation in public and private life in accordance with the 1997 SADC Gender Protocol (increased to 50% in 2008). A steering committee was put in place representative of a broad spectrum of stakeholders including political parties, NGOs, CBOs, women in business, women in all levels of government etc to develop a plan of action for a campaign in support of the SADC Gender Protocol at national and regional level.

*Activity 2 related to Output 2:* The capacity of women at grassroots level is built and/or consolidated:

This activity provides for the design of a user friendly manual, available in French and Malagasy and workshops to be held for up to 40 participants to be trained in the content at grassroots level to encourage them to participate in political and public decision-making processes. The content includes hard and soft skills covering a broad range of topics including:

- Assertiveness
- Gender – what it entails
- Gender stereotyping and the impact on women
- Participating in public life
- Advocacy and lobbying tools

*Activity 3 related to Output 3:* Capacity of the Promotion of Gender Office is built. This activity aimed to strengthen this office located in the Ministry of Health, Family and Social Protection. The Ministry had been supported by the Royal Norwegian Embassy and at the drafting of the proposal EISA was requested to build on this relationship supported by the groundwork that EISA has laid under the first contract.

*Activity 4 related to Output 4:* Women in Leadership Positions at local level are imparted with managerial, leadership and policy making skills. This activity strengthens the skills and knowledge of women already in leadership positions at local level preparing them to contest elections at parliamentary level. The training programme includes topics such as:

- Managerial skills
- Leadership skills
- Governance and accountability
- Policy making
- Budget formulation, monitoring and implementation and
- Report writing

*Activity 5 related to Output 5:* A well resourced Documentation and Resource Centre EISA has established a partnership with CIDST a local academic institution to put employ a researcher able to source, catalogue, analysis and compile available information and resources relating to gender issues from national, regional, continental and international sources. Currently no such facility is available in Madagascar. Through funding received from other donors, EISA will provide training and support to the Resource Centre in addition to the technical and material support provided from the Royal Norwegian Embassy, Madagascar.

*Activity 6 related to Output 6:* Support to potential leaders is provided by EISA Madagascar staff to ensure that activities are carried out effectively and in accordance with the proposal.

### **3. Project Implementation**

The Madagascar office is headed by Ms Nirina Rajaonarivo, the EISA Madagascar Co-ordinator assisted by Mr Serzhino Biharisoa, the Programme Assistant. The Madagascar Field Office is supported by the EISA Head Office under the leadership of Mr Denis Kadima the Executive Director. Ms Ilona Tip the Operations Director and Ms Zahira Seedat the Field Office Programme Officer are directly responsible for the Madagascar Field Office. Regular visits between the Head Office and the Madagascar Field Office take place throughout the year.

### **4. Scope of Work**

An independent evaluation will be conducted. The evaluators will be required to:

- Assess how the project been affected by the political unrest in Madagaskar
- Review the relevant documentation pertaining to the project; Documents on the national campaign and its roll-out to regional level, the Plan of Action; work plan and budgets, reports from training-seminars, Annual progress-reports, travel-reports/monitoring reports from EISA - headoffice staff, audit-reports etc.
- Review the training material
- Verify the status of implementation of the project activities
- Review and assess the impact of training on the local facilitators (the facilitators that will train their own constituencies)
- Review and assess the impact of training-workshops on individual women representatives
- Assess the impact of training on the council as a whole
- Assess the impact of training on the relationship between councillor and local government officers
- Assess the impact of training on women councillors and their communities.
- Review and assess the support provided by EISA head office
- Review and assess the “Documentation and Resource Centre” on gender issues
- Assess if the expenditure so far is justifiable compared to plans, progress and output of the programme

- Assess if the transaction costs for programme management are satisfactory for all parties involved?
- Compile a report and make recommendations

EISA will be responsible for:

- Providing copies of:
  - The final report for the first contract
  - The proposal and budget for the current project
  - Project reports prepared and submitted to date
  - CVS of the Madagascar Staff
  - 2009 Workplan
  - Training manuals
  - Workshop evaluation forms
  - Minutes and reports pertaining to the steering committee and regional committee meetings in support of the Plan of Action
  - Documents and reports pertaining to the Documentation Centre
  - Other relevant information and document
  - Arrange meetings, interviews with stakeholders

## 5. Method of Work

The consultant shall design and propose a method of work to meet the requirements outlined in the Scope of Work. This should include preparing a relevant evaluation instrument, reviewing available documentation, conducting interviews and/or focus groups, interviewing the Field and Head Office staff and preparing a report with relevant recommendations.

## 6. Timeframe

The consultant shall produce:

- The participatory approach adopted for the consultancy
- execution location
- the indicative timetable of the program of the consultancy: start date, end of mission ...
- the preliminary report
- the final report in electronic file and three hard copies
- The tasks described above will commence on the date of signing the contract and be completed on 26 January.

## 7. Practical arrangements

-The team plan to start its field visit work on 25. November 2009 and end on 4. December.

- The consultants will conduct interviews with staff of the EISA-office, the Documentation and Resource-centre and the Promotion of Gender Office

- The consultants will meet with facilitators, female councillors, councils and communities in two regions and conduct interviews and focus-group discussions. This will be done in order to get an overview women's needs in these communities and determine how local councils, women councillors and facilitators have been responsive to these needs.

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