



Women's Participation in and Contribution to Governance in Madagascar 2008- 2011



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**“WOMEN’S PARTICIPATION IN AND
CONTRIBUTION TO GOVERNANCE
IN MADAGASCAR”
2008- 2011**



EVALUATION REPORT

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November 2011**

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EXECUTIVE SUMMARY

The Royal Norwegian Embassy in Madagascar has been supporting activities in the field of Women and Governance in Madagascar since 2007, through EISA, the Electoral Institute for Sustainable Democracy in Africa. The evaluation concerns a program for the period 1 July 2008 – 30 June 2011, “Women’s participation in and Contribution to Governance in Madagascar” with a total budget of NOK 5.793.766. The program has been managed in cooperation between the EISA country office in Madagascar and the EISA Head Office in South Africa.

The overall goal was to: “Increase substantially (30 % of women in 2012) the participation of women in public problem-solving, decision-making and management institutions.”

The specific “expected outcomes” of the program were:

- 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 political situation in Madagascar has been unstable for the whole program period, and there is presently only a Transitional Government in place. The economic situation is negatively affected by the political crisis.

Because of the closing of the Norwegian Embassy in Madagascar 2011, the final evaluation (including desk study and field visit) was conducted in April 2011 over a total of 21 days, that is, before the end of the program.

The terms of reference for the evaluation include the following four tasks:

- Assess how the project has been affected by the political unrest in Madagascar;
- Assess EISA’s follow-up of recommendations from the mid-term review December 2009, with a special emphasis on the result management;
- Assess the long-term impact and the results of the project;
- Review and assess the competence of and support provided by EISA Head Office in South Africa.

Effects of the political unrest

The political unrest has been a main challenge, and it has led to delay and postponement of activities. The lack of elections combined with the serious economic situation may have led to reduced interest in politics and governance issues, both for the population in general as well as for potential candidates. However, the crisis has also represented a window of opportunity, a basis for advocacy, and for networking and cooperation between women from different political groups. Based on the long history of instability in Madagascar, it is possible that the instability should be seen as normal and that all partners need to be able to adapt to this situation. In this case EISA has been able to adapt to a certain degree.

Follow-up of the recommendations of the MTR

The MTR December 2009 says explicitly that the “recommendations focus on minor adjustments, as there is only one year left of the planned program.” A key recommendation concerns a focus on specific local challenges for poor women in Madagascar as opposed to a more general focus on gender and percentage female political participation. Another key recommendation is the need to adjust from a focus on activities to a focus on measurable results – a common challenge for most development projects. In both cases, there is no doubt that EISA has made significant efforts, but there is still considerable room for improvement.

The competence and support provided by EISA Head Office in South Africa

EISA is an important organisation with many years experience of networking and capacity building in Africa, including, South Africa, Congo, DRC, Mozambique, Angola and Burundi. The key working areas of EISA are planning, training, monitoring and follow-up of election processes; these areas are very relevant to Madagascar. The EISA program has been well implemented in a complex context, which indicates that the EISA Madagascar country office functions well –this may be due to the EISA Head Office support or to other factors. Gender issues are mainstreamed into EISA work, but the Madagascar program is the first EISA program specifically targeting women, implying that EISA may have limited experience in this specific field at the institutional level, possibly also at the personnel level.

The long-term impact and results of the program

This is definitely the most complex question of the evaluation, and is partly linked to the focus on activities as opposed to results as well as to the unstable local context. The gender parity of the election process is impossible to assess, because of the lack of elections. As to the capacity building of women at grassroot level and in leadership positions, there are signs that point to a positive development. The Documentation Centre, indicates good results.

Generally speaking, EISA has been able to implement the program in Madagascar in a complex and unstable political context. Although there are few measurable indicators to definitively prove the results of the projects, interviews with persons involved in the training certainly indicate a favourable development, which may be due to the combination of the EISA program and other gender programs in Madagascar.

New program proposal

EISA submitted a new program proposal to the Norwegian Embassy in Madagascar in January 2011 entitled, “Strengthening women and youth participation in democracy and governance in Madagascar.” The proposal builds on the previous two programs undertaken by EISA Madagascar, adding a new focus on young people, and men as well as women.

List of abbreviations

ADS	Africa Democracy Strengthening Program (EISA program)
CEDAW	Committee on the Elimination of Discrimination Against Women
CIDST	Scientific and Technical Documentation Information Centre
EISA	Electoral Institute for Sustainable Democracy in Africa
FAWE	Forum for African Women Educationalists (NGO)
HO	Head Office
MTR	Mid Term Review
NORAD	Norwegian Agency for Development Cooperation
RNE	Royal Norwegian Embassy
REFAMP	Network of African Women Ministers and Parliamentarians
SADC	Support for Rural Development (Program)
SEDP	Strengthening Electoral and Democratic Processes (EISA program)
SIMIRALENTA	Observatory for Gender (NGO)
TOR	Terms of Reference
TTT	Training of Trainers
VMLF	Women's network in Madagascar. (Vondrona Miralenta ho an'Fampondrosana)
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
UNSCR 1325	United Nations Security Council Resolution 1325 on Women, Peace and Security

1. INTRODUCTION

The Royal Norwegian Embassy in Madagascar has been supporting activities in the field of Women and Governance in Madagascar since 2007. The activities are in line with Norwegian foreign and development policy to promote gender equality and women's rights and have been based on funding from a special "Fund for Women" in the Norwegian Ministry of Foreign Affairs.

The activities have been managed by EISA, The Electoral Institute of South Africa; the name was later changed to The Electoral Institute for Sustainable Democracy in Africa.

EISA received funding from the Embassy for a pilot project starting in May 2007 to "encourage gender equity in the political and decision-making processes in preparation for the 2007 Parliamentary elections." This was done through training "women suited and ready to contest positions as a senator or deputy," a total of 180 women from 17 of Madagascar's 22 regions participated.

Building on the lessons learnt from the pilot project and an evaluation held in November 2007, EISA submitted a program proposal to the Embassy in June 2008 for the period 1 July 2008 – 31 December 2010, "Women's participation in and Contribution to Governance in Madagascar," with a total budget of NOK 5.793.766. The program was later prolonged to 30 June 2011, based on unused funds.

The overall objective was to: "Increase substantially (30 % of women in 2012) the participation of women in public problem-solving, decision-making and management institutions." The specific expected outcomes of the program were:

- The gender parity in electoral processes is improved;
- The capacity of women at grassroot 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.

A mid-term review of the program was conducted in December 2009 and several adjustments were recommended, including an increased focus on result management as well as pro-poor development.

EISA submitted a new program proposal to the Norwegian Embassy in Madagascar in January 2011 entitled, "Strengthening women and youth participation in democracy and governance in Madagascar." The proposal builds on the previous activities undertaken by EISA Madagascar, adding a new focus on young people, and men as well as women.

2. LOCAL CONTEXT

2.1. Political situation

The political situation in Madagascar is unstable, and has been so for almost 20 years. The present national political leader, Andry Rajoelina, seized power after a coup in March 2009 against President Marc Ravalomanana. Ravalomanana became president after contested elections in 2002 against President Didier Ratsiraka - and Ratsiraka in his turn after contested elections against President Zafy Albert.

Transitional political institutions and referendum

The present Transitional Government has established transitional political institutions, the Congress of Transition, the High Council of Transition, the National Independent Council for election, and the “President of the High Authority of Transition,” Andry Rajoelina.

The current transitional institutions do not have the support of the international community and are contested by the political groups formed around the three former Presidents. A referendum organized in November 2010 for the Constitution of the Fourth Republic, was not supported by the international Community.

International mediation efforts to reestablish constitutional order in Madagascar have been conducted by the African Union and SADC. The main stakeholders in the mediation have been the political groups formed around the three former Presidents and Andry Rajoelina’s supporters. After two and a half years with various attempts to reach an agreement, a roadmap was finally signed by the main political actors on 16 September 2011. Former President Ratsiraka did not sign the roadmap, but has declared that it was due to him not being physically present.

Roadmap

The roadmap is a result of The SADC mediation team’s consultations with all major political actors, civil society and the army, and it contains the following main resolutions:

- The transitional Government shall be reshuffled, and shall include all the representative political groups, including the political forces around the three former Presidents. A consensual Prime Minister shall be appointed;
- The members of the Congress of Transition and the Superior Council of Transition shall include the representatives of the other political groups that were not previously represented;
- The composition of the National Independent Council for Election shall be modified;
- The reforms, to ensure free and regular elections shall be implemented, namely the renewal of the electoral lists and the reforms of the electoral code;
- Politicians living in exile, including former president Marc Ravalomanana, are allowed to return to Madagascar without conditions.

The international community has committed itself to provide the required assistance for the preparation and achievement of the coming election, but no date has been set for the elections. Elections will be organised with guidance from the UN. Furthermore, SADC has committed to establish a liason office in Madagascar in order to follow up the implementation of the roadmap.

It is too soon to say whether the roadmap will be efficiently implemented or not. It is likely that the political situation in Madagascar will remain tense and fragile even after the signing of the roadmap.

2.2. Economic situation

The economic situation is negatively affected by the political crisis, especially in the urban areas. The poverty rate is high, with 76.5 % of the population living in poverty, according to INSTAT, the National Institute for Statistics. The economic growth rate has decreased from + 7.1% in 2008, to – 3% in 2009, according to The Ministry of Economy. Prices are increasing, especially the prices of main household staple commodities and gasoline.

The worsening of the economic situation is due to reduced economic activities:

- The reduction of direct foreign investments;
- The suspended funding of economic and social programs by the main donors;
- The closing of factories, especially the textile industries in the export processing zones.

The direct loss of jobs following the crisis in the formal industries is estimated at 60,000, according to a survey by the “Grouping of Economics Operators” in Madagascar 2009. Workers in the textile industries living in the poor areas of the capital are severely affected by unemployment and underemployment.

In addition, the recurrent drought in the southern part of Madagascar and reduction of agricultural productivity has aggravated the situation of severe malnutrition in several parts of the country. At the end of 2010, the population in 53 rural communes in the southern region of Androy were victims of malnutrition, according to the World Food Programme 2010.

The international organisations involved in humanitarian assistance have intensified the actions to alleviate the situation for the vulnerable population through the increase of food assistance. In addition, certain national programs have taken measures to provide temporary jobs and the national authorities have decided to sell main staple commodities at a subsidized price to the most vulnerable groups.

3. METHODOLOGY

3.1. Terms of Reference

The terms of reference specify the following tasks:

- Assess the long-term impact and the results of the project;
- Assess how the project has been affected by political unrest in Madagascar;
- Assess EISA’s follow-up of recommendations from the mid-term review conducted in December 2009 with a special emphasis on the result management;
- Review and assess the competence of and support provided by EISA head office in South Africa.

According to the ToR, the evaluation is allocated a maximum of 21 days including:

- Desk study of relevant documentation;
- Field visit to Madagascar and if possible to the EISA head office in South Africa;
- Elaboration of report of maximum 35 pages.

NORAD sent out a request for expressions of interests regarding the evaluation of the EISA project to several Norwegian consultancies in February 2011 and later to several Malagasy consultants. The two consultants selected were Ms. Liss Schanke from the Norwegian Association of Local and Regional Authorities, and Mr. Ralaivelo Maminirinarivo, independent consultant. Both were also responsible for the mid-term review 2009, together with Ms. Bodil Maal from NORAD.

3.2. Time frame and program

The visit to the EISA office in Pretoria South Africa was conducted on 8 April 2011. The field visit to Madagascar was conducted from 11-16 April 2011, and included meetings in Tananarive and the province of Itasy with the following:

- The Norwegian Embassy;
- The EISA staff in Tananarive as well as in the EISA Head Office in Johannesburg;
- The EISA Gender Information Centre at the Centre for Scientific and Technical Information and Documentation (CIDS);
- Participants in EISA training, women with and without political experience;
- Trainers, professional trainers as well as trainers trained by EISA;
- Local administration and inhabitants in the region of Itasy;
- NGOs involved in gender issues and programs.

See annex 8 for program, list of persons met, list of documents and complete ToR.

For practical reasons, EISA prepared the field visit to Madagascar and selected the participants and trainers to be interviewed as well as district, local authorities and villages to be visited. This implies that the evaluators cannot guarantee a representative selection.

The meetings with EISA took place in English, as the key persons at the Head Office in South Africa with the main responsibility for the project, do not speak French. All other meetings took place in French and Malagasy. The Malagasy consultant assisted with translations between French and Malagasy whenever necessary.

The ToR specifies that the evaluation report shall be delivered before 1 May 2011.

The EISA program ended 30 June 2011, implying that the final EISA report was not ready at the time of the evaluation field visits and interviews. To solve this challenge, it was agreed that a draft evaluation report be sent to the Embassy and NORAD for their comments by 1 May 2011, and then revised where strictly necessary based on the EISA final report and then sent to EISA for comments. The evaluators received the EISA final report from the Embassy on 4 September 2011, and the deadline for the final evaluation report was set for 3 October 2011.

The documents use the terms project, program or programme. For practical purposes, the term program is used throughout the evaluation report, as this is the term used in the Embassy allocation document 2008.

4. DESCRIPTION OF EISA PROGRAM

4.1. EISA's general activities

EISA 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 the SADC region, and also in the past few years to African countries outside SADC. The main programs are the regional SADC program SEDP, Strengthening Electoral and Democratic Processes and the continental program ADS, Africa Democracy Strengthening Programme.

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

4.2. EISA's gender program in Madagascar

The Madagascar program is the only EISA program where the main focus has been on the training of women and establishment of a women's network. The usual EISA strategy is to mainstream gender into programs, and this is the first EISA experience with a special program directed towards women.

As outlined in the proposal, the program has identified the following objective: "The participation of women in public problem-solving, decision-making and management institutions is substantially increased, 30% women in 2012."

Training and networking

The main focus of the EISA program is training, targeting 2 different groups:

- Women who are already in leadership positions;
- Women at community level, and without leadership experience.

The women trained represent different backgrounds, political parties, private sector, faith based associations and non-governmental organisations.

In 2007, EISA facilitated the establishment of a network with the objective to lobby for increased women's participation. A steering committee was established and later developed into a women's network, VMLF, "Vondrona Miralenta ho an'ny Fampondrosana," and is mainly composed of women who have attended EISA training, among them many influential women: National politicians, mayors, professors, business-women and NGO-leaders. In 2009, VMLF was said to have 400 members, in 2011 that had increased to 3,500 members. The VMLF network later gave rise to the movement "30% in 2012 and 50% in 2015 of women in decision making processes," in line with the SADC Gender Protocols.

Documentation and resource centre

Apart from the training, EISA has established a gender documentation centre as part of the Scientific and Technical Documentation and Information Centre, CIDST. The aim is to supply accessible data and visible information on every subject and aspects of gender issues. The documentation centre started to be operational only in March 2009.

Expected outputs and activities as described in the program contract

(Here the term outcome would have been more correct)

“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.

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 grassroot 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, gender stereotyping, and participation in public life, advocacy and lobbying tools.

Output 3: Capacity of the Promotion of Gender Office is built.

This activity aimed to strengthen the office located in the Ministry of Health, Family and Social Protection. The Ministry had been supported by the Royal Norwegian Embassy, and during 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. EISA cooperated with the Gender Office during the first EISA project, and EISA had planned to continue this cooperation. However, this was not possible because of the political situation in Madagascar; the RNE as most donors did not support direct cooperation with the transitional government.

This activity has not been continued due to the political situation.

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 managerial skills, leadership skills, governance and accountability, policy making, budget formulation, monitoring and implementation and report writing.

Output 5: A well resourced Documentation and Resource Centre

EISA has established a partnership with CIDST a local academic institution to employ a researcher able to source, catalogue, analyse 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.”

There have been considerable changes during the program period; these will be presented and discussed in chapter 5.

4.3. Administration of the EISA program

The EISA Head Office in Johannesburg is responsible for all EISA programs, including the program in Madagascar. According to the budget for the Madagascar program, several of the staff members in the Head Office are working for the Madagascar program, and regular visits between the Head Office and the Madagascar Field Office take place throughout the year.

The Madagascar EISA office is headed by Country Office Director Mr. Florent Kabongo, who is not, however, directly involved in the gender program, as is the same for Program Officer Ms. Eva Palmans. The key EISA Madagascar staff members for the gender program

are Mr. Serzhino Biharisoa, programme coordinator, Ms. Malala Tiana Ranovona, senior programme assistant, and Mr. Niaina Ramaroshon, administration and finance assistant.

5. MAJOR FINDINGS

5.1. Impact of the political unrest in Madagascar

5.1.1. Negative effects

The political situation in Madagascar has been unstable during the whole project period – although to different degrees. During the pilot project in 2007 and the beginning of the program’s third year in 2008, when Marc Ravalomanana was president, there was a marked resistance to his governance from the groups formed around the former presidents, business opponents and part of the international community. Since the coup in March 2009, the situation has been instable, and there are presently only transitional institutions in place. No date has been set for the elections.

The EISA annual report 2009-2010 explicitly mentions the effect of the political situation: “The main challenge faced by the program during this period, April 2009 to March 2010, was working within the tense political situation, a result of the unconstitutional takeover of the government by Mr Andry Rajoelina who ousted the President Mr Mare Ravalomanana from office with the support of the army in January 2009....

Fortunately, the tension and the violence caused by the crisis has been somewhat reduced, even though no real agreement has been found by the four main political camps in the country and successive negotiations have failed. Despite this situation, the Madagascar (EISA) office was able to continue with its main activities although some of the activities were delayed for safety reasons, particularly the campaign to lobby for 30% women representation in public affairs.”

Based on this description it seems likely that the political unrest has affected the program on different levels.

Program activities have been delayed and postponed

The delay has led to unused funds and the prolongation of the program period by 6 months, from December 2010 to June 2011.

Worsening of economic situation – focus on daily problems

Unemployment in Madagascar is rising, and more and more people are finding themselves without an income. The cost of staple food like rice, oil and sugar has increased considerably. This tends to lead to a focus on day-to-day problems, and reduced interest for politics, governance and other more long-term issues.

Increased political apathy in the population

As Madagascar has suffered from political unrest for many years it is possible that part of the population are disillusioned and have lost hope, interest and respect for politicians and politics.

Reduced political motivation among activists and candidates

Part of the EISA program is focusing on motivation and training of candidates at different political levels. The fact that no date has been set for elections may lead to reduced motivation.

5.1.2. Window of opportunity

Crisis as basis for advocacy

The UN Security Council Resolution 1325 on Women, Peace and Security underlines the focus on women in conflict and war – not only as victims, but also as necessary resources for solving and mitigating conflicts and building lasting peace.

The EISA annual report underlines the positive opportunities represented by the political unrest for the women's network VMLF, "Vondrona Miralenta ho an'ny Fampondrosana." "Ironically, it gave the VMLF (a network of women facilitated by EISA) the opportunity to express its ideas and points of view concerning the contribution that women can bring in resolving the conflict. The VMLF multiplied press releases to call for peace and negotiations between the four camps.

The members of VMLF ran an intensive press campaign to advocate for 30% women in decision-making process. The campaign targeted leaders, political parties and civil society. Their voice seemed to be heard by the then Prime Minister of the transition. He made a public announcement that 30% of the members of his government would be composed of women. Unfortunately, when the new government was established, only 18% of the ministers were women. However, this public commitment could be considered as an important step."

Cooperation between organisations

The crisis may also have increased the cooperation between organisations as described in the annual report: "EISA also developed and strengthened partnerships during this reporting period by engaging with other associations and NGOs working in the same field such as Simiralenta (Observatory for Gender), Focus Development (Consulting firm specializing in Gender), Reseau Genre (Gender network), and FAWE (Forum for African Women Educationalists)."

Cooperation between women from different political groups

It is possible that the political unrest in Madagascar has strengthened the motivation for cooperation between women representing different political groups or parties.

The network VMLF is said to have increased from 400 members in 2009 to 3,000 in 2011. VMLF represents women from different political parties – women who have held political positions as well as women who are motivated for occupying such positions in the future.

This cooperation between women of different political colour may also be part of a national tradition. The Association of Women Mayors in Madagascar was founded in 2007, that is, at the start of the EISA program, it represents all the 64 elected women mayors in Madagascar, and is the only national organisation of its kind.

The former leader of the association of female mayors has established a political party, focusing on women's participation, including both men and women. Even if this party is not likely to win, it may still play an important part in drawing attention to women candidates and women voters – and in negotiations after the elections.

Negotiations between women

VMLF has faced conflicts between its members and has therefore developed a "code of conduct" – which indicates an understanding of the processes involved in political cooperation between persons from different parties. It is also possible that cooperation

between women across party lines may be seen as positive by voters who are tired of political conflicts, and this may lead to an increase of votes for female candidates.

During the evaluation processes the team was told several times of cases where women candidates had discussed and negotiated between themselves in order to unite behind one candidate, namely, the one who was most likely to win. Conflict resolution is one of the themes of the EISA program, and in one case one of the candidates who had been part of such negotiations – and who had lost – referred directly to the EISA training. “EISA has taught us the importance of conflict resolution, and if we are not able to use that between ourselves the whole training would have been in vain.”

Conclusion

The political instability has had an impact on the program, but there are both positive and negative aspects of the impact. Political instability has been part of the normal situation in Madagascar for several decades and may continue to be so for a considerable length of time. The program leadership and participants seem to agree that it would not be reasonable to stop activities focusing on women in governance because of the instability, but that increasing women’s participation and representation is part of the process that may eventually lead to conflict reduction – in line with UNSCR 1325.

However, this also implies that any program in Madagascar should adapt to the crisis and identify target groups, working methods and expected outcomes that are realistic on a short-term basis, and that may also contribute to long-term increase of democratic participation and conflict reduction. It seems that the EISA project has been able to do this, to a certain degree.

5.2. EISA’s follow-up of recommendations from the mid-term review

The MTR December 2009 says explicitly that the “recommendations focus on minor adjustments, as there is only one year left of the planned program.” The MTR chapter 7 contains only five specific recommendations:

- Develop a system for assessing and measuring results of the training as well as the documentation centre;
- Strengthen the focus on some specific issues that are important to pro-poor development – for example, access to land, maternal/child mortality, and so on;
- A simple publication in Malagasy collecting existing statistics on the situation for women in key areas, e.g. health, education, labour, political participation, and so on;
- A joint steering group for donors supporting EISA, VMLF, REFAMP that meets twice a year to discuss the results and coordinate the use of funding;
- Initiatives to increase electoral participation.

Apart from these explicit and direct MTR recommendations in chapter 7, the MTR mentions several weaknesses as part of a SWOT analysis regarding follow up of training, organizational set up, training strategy, training methods and documentation centre. These issues will be discussed later in chapter 5.

5.2.1. System for assessing and measuring results

The MTR 2009 states that: “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.”

EISA presented a new logframe at the annual meeting between EISA and the Norwegian Embassy in February 2010. The logframe was discussed during the meeting and it was proposed that EISA should revise the log frame, in order to develop measurable indicators for the agreed expected results. EISA revised the logframe and sent it to the RNE who forwarded it in March 2010 to the international consultant responsible for the mid-term review. The logframe was then sent to EISA Madagascar on 22 March 2010.

The comments stated that the new logframe was much better as it focused on the expected results described in the program documents, but that the relationship between the outcome and the indicators, as well as the verification, was still problematic. In the cover letter, the Embassy underlined its willingness to assist Madagascar EISA with the development of a new logframe and provided EISA with the NORAD booklet on Result Based Management. However, EISA did not respond to the Embassy and did not revise the logframe.

The Evaluation Team raised the issue again at the initial Evaluation meeting between the Evaluation Team, The Embassy and EISA, in Madagascar on 11 April 2011. The problem was discussed and EISA was requested to revise the logframe to focus on measurable indicators. It was agreed that this revised logframe should be the basis for the evaluation report as well as for the EISA final report. The revised logframe was submitted to the Embassy and the Evaluation Team during the second day of the Evaluation, that is, 12 April 2011. The program results, with reference to the log frame, will be discussed in chapter 5.4.

Conclusion

EISA has not developed an adequate system for assessing and measuring results of the training or the documentation centre. There is a lack of consistency between expected outcomes in the original program documents and the final indicators developed in 2011, as well as problems regarding the verification of indicators. This is partly due to the lack of elections, but this cannot be accepted as an excuse; The political situation was unstable from the start of the program and during the whole program period; it was evident that elections might not necessarily take place as planned. As several of the EISA program indicators were based on election results, alternative indicators should have been developed.

However, it is important to underline that EISA has made considerable efforts and that EISA Madagascar recently had a workshop on result based management, which will probably improve this aspect in the future.

5.2.2. Strengthened focus on local issues, local trainers and simpler manuals

The MTR recommends 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 for the pro-poor development of women in Madagascar, for example, access to land, reduction of maternal and child mortality.”

The MTR states that, “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 have 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 per se, but less so to 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 – of the men and women in their communities.”

New training methods

The MTR focuses on weaknesses regarding the method for selection of women, composition of training groups, length of training, selection of trainers, training material, and lack of balance between traditional and participatory training methods.

It seems that the EIA program has taken these issues seriously and has adopted several modifications, specifically when it comes to selection of trainers and the development of training manuals.

The new selection of trainers is based on “training of trainers,” that is, local women who have taken part in EISA training. Some of these are invited to take part in a training course and later work as trainers, either in their own region or in other regions. When they work in their own region, they are not paid; in other regions they are paid. The evaluation team sees this as a positive development. The new trainers speak the same language or dialect as the participants in their region. Even when they are working in other regions, they will be able to bring up local key issues for women as their lives and experiences are likely to be closer to those of the participants than the professional EISA or VMLF trainers. The geographic closeness also facilitates the follow-up after the training.

Training manuals

After the MTR, a booklet in Malagasy called “30-50%” was developed by EISA and VMLF for all target groups. The first version in March 2010 had 2,000 copies printed, the second version in August 2010 had 5,000 copies printed. The objective was to explain “why it is important that women become conscious of their civic and political rights and that no equitable development will come before there is cooperation between men and women in the conduct of public matters.”

The second version includes the following themes:

- Definition of the Malagasy term « Miralenta» (Gender Balance);
- Reasons why it is important to have 30-50% women in decision making posts and the context for the 30-50% movement in Madagascar;
- Statistics on women’s political participation – from village to regional level;
- Challenges for women in Madagascar in their daily lives;
- Examples of women politicians in Madagascar and other African countries;
- Women’s civic and political rights;
- Roles and responsibilities for women in different governance positions.

This new booklet is simpler than the original EISA training manuals, with less text and more drawings and is therefore probably more accessible. Nevertheless, the team was told though, that even this booklet it far too complex for women who are not used to reading – and that they would need an even simpler version – based mainly on drawings.

Conclusion

The recommendation regarding strengthened focus on local issues, local trainers and simpler manuals seems to have been partly addressed through the process of recruiting local women as trainers. When it comes to the written material, the new booklet is shorter and has more

illustrations than the former training manuals, and still seems to focus on general reasons why women should participate in decision-making – and the general necessary technical skills. The booklet mentions key challenges for women in Madagascar, but does not seem to address how elected women could address these issues.

5.2.3. Statistics on the situation for women

The MTR recommended 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, for example, health, education, labour, political participation, and so on, this was also one of the recommendations of the Norad pilot project evaluation 2007. The National Human Development Report 2003 on Gender in Madagascar was the most popular publication in the Gender Documentation Centre in 2009, which indicates a demand for statistics on women’s situation in Madagascar. Such statistics are an important basis for knowledge and political initiatives that may contribute to pro-poor development.

Conclusion

This publication does not seem to have been produced. The “30-50% booklet” contains some statistics on women’s participation, but not general statistics on the situation for women. The team underlines that this is not due to EISA, as the recommendation was made to the Embassy and depended on additional funding. The Embassy did not have additional funding for this activity, but has stated that this is something that could be included in a new project period.

The team would therefore like to repeat this recommendation. Statistical data are important as a basis for advocacy and lobbying for improvement of women’s situation. We underline that the team does not propose collecting new data - which would be extremely expensive and time consuming - but rather, to put together existing data from different sources in a small publication in Malagasy, through cooperation between different stakeholders.

5.2.4. Steering Groups

The MTR states that “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 through a national steering group or reference group.”

The MTR also recommended, “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.”

Conclusion

No steering groups have been established. However, EISA has put in place internal systems and now receives feedback through regular communication between EISA, the facilitators and two representatives from each region.

5.2.5. Initiatives to increase women’s voting

The MTR team specifically mentions the need for initiatives to increase women’s voting as a logical part of the program focus on “women’s participation in and contribution to governance in Madagascar:” It is important 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 Fokontany can assist in facilitating the process. One of the female mayors met during the MTR managed to register 17,000 women in her municipality.”

Conclusion

The team sees that there are ongoing activities to increase future electoral participation through voting, for women as well as men in Madagascar. However, the team cannot judge whether these initiatives are directly linked to the EISA program. We are aware that this is also a focus of other programs, apart from being the responsibility of the Independent National Council for Election.

5.3. Competence of and support provided by EISA head office in South Africa

5.3.1. EISA general competence

As stated in the MTR 2009, EISA is a very interesting organisation: “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 areas of EISA are planning, training, monitoring and follow up of election processes, areas that are very relevant to Madagascar. EISA can definitely play an important role in the improvement of electoral processes and democratization in Madagascar.”

As indicated by the change of the EISA name from “The Electoral Institute of South Africa” to “The Electoral Institute for Sustainable Democracy in Africa,” EISA is broadening its focus. The present “Africa Democracy Strengthening Program” is a multiyear program seeking to improve democratic governance in Africa. The support by EISA is given at different levels:

- Continental level: support to the African Union and the Pan African Parliament;
- Regional level: support to Southern Africa Development Community, The East African Community, The Economic Community of Central African States, the Economic Community of West African States;
- National level: Burundi, Chad, Kenya, Madagascar, Mozambique, South Africa and Zimbabwe.

This broad perspective represents a value for all EISA projects and partners, not only because of the competence involved in each separate project, but also because of the exchange of experiences, perspectives and personnel between projects and countries.

5.3.2. Specific EISA gender competence

EISA mainstreams gender issues into all activities, but the Madagascar program is the first EISA program specifically targeting women. This implies that EISA probably has limited experience in this specific field at the institutional level, possibly also at the personnel level.

EISA is committed to “gender mainstreaming.” The implications for the different EISA fields of work are briefly described in the EISA Programme manual. The issue of gender mainstreaming was discussed at the EISA Strategic Planning Retreat in February 2011. According to the report, “the discussion was around whether EISA should have a gender focal person or whether it should be mainstreamed. The compromise was that there should be a

gender focal person. This will be a one year interim arrangement while the ultimate goal is that everybody's job shall integrate gender."

Conclusion

Although EISA has an extremely broad and relevant general competence, the EISA program in Madagascar is the only EISA program that specifically targets women. The EISA programs are based on a gender mainstreaming strategy, and EISA explains that, "the extent to which EISA mainstreams gender is when inviting participants to workshops, conferences, seminars, observation missions, as speakers to events. In addition, wording in EISA publications refer to men and women, etc. While this is indirect and we acknowledge is not necessarily systematised, EISA has made strides to mainstream gender." EISA does not seem to have developed systems for monitoring, reporting and assessing the results of these guidelines, which makes it difficult to assess the quality. Generally speaking, a gender mainstreaming strategy needs to be systematically monitored and followed up in order to be effective - and often also combined with affirmative actions.

5.3.3. Support by EISA head office in South Africa

The MTR 2009 described the EISA support as a "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 Head Office staff members who speak French, but this will not necessarily improve the communication between the program manager and program staff.

The MTR team cannot assess the efficiency of other aspects of the organisational set up." According to EISA "the staff costs are calculated (based) on the contribution by all Head Office staff, and is the same approach to all EISA field offices and programmes."

Since 2009, there have been several changes in the EISA Madagascar country office and the number of staff members has increased from two to five, two women and three men. The former project assistant was appointed coordinator in May 2010. The coordinator is assisted by a female senior program assistant, as well as a financial and administrative officer. In addition, a Country representative and a program officer work within the country office, but the latter is not directly involved in the EISA gender program.

Representatives from the EISA Head Office in South Africa visit the EISA Country Office in Madagascar several times a year, but it is difficult to judge the quality of the EISA Head Office support to the Country Office in Madagascar. The EISA Madagascar staff members have had the opportunity to participate in election missions to African countries and trainings in South Africa – which represent important capacity building.

Conclusion

The EISA programme has been well implemented in a complex context, which indicates that the EISA Madagascar Country Office functions well – whether this is due to the EISA Head

Office support or to other factors. The lack of EISA HO experience in programs specifically targeting women may represent a challenge to the office, and this could imply a need for a close cooperation with other organisations in Madagascar with an experience in programs targeting women.

EISA financial management and support has not been a focus of this evaluation mission.

5.4. Long term impact and the results of the project

This assessment is based on the final EISA project logframe elaborated after the meetings with the evaluation mission April 2011. The indicators marked with asterix (*) refer, according to EISA, to “activities that could not take place due to the delay in elections and current political situation.”

5.4.1. Gender parity in the election process is improved

Indicators:

- 3 VMLF members become members of the Transitional Congress
- Increased women’s participation in Cabinet from 13% to 21%
- Malagasy authorities adopt theme of increased women’s participation for two consecutive years to celebrate Women’s International Day
- Number of women candidates for elections*
- Number of women elected*
- Media coverage of the campaign*

The EISA final project report dated June 2011 refers directly to two of the indicators:

- “Some women from VMLF have been appointed to the current transitional government and within transitional institutions such as the Congress of Transition and the Supreme Council of the Transition.”
- “The Malagasy government’s official speech in 2009 and 2010 (on March 8) reflected a substantial change in their attitude towards the promotion of women in decision making processes.”

In addition, the EISA final report describes other activities related to this outcome, for example, increased membership of VMLF, the adoption of VMLF standing rules of procedure, the establishment of a regional centre for VMLF women in the Analamanga Region and a Women’s Rally in Ivato 2009.

Attitudes of local authorities to gender parity

A possible indicator of improved gender parity could be the change in attitude of local authorities to gender parity. When it comes to assessing the attitudes of the authorities to gender parity, the evaluation team visited only one region in Madagascar, the region of Itasy, one of the zones of intervention of EISA. Despite the high agricultural potential of the region, poverty in rural areas is still prevailing. The illiteracy rate is relatively high, with 70.9 % illiteracy rate in the rural areas. It is said that the tradition and customs in this region are not at all favourable to the participation of women in political life in the region, as expressed by the old saying: “the region is not to be ruled by women and strangers to the local settings.”

The data from Itasy revealed however a certain involvement: 41 associations having women as Presidents are registered in the region. In the political domain, two women hold the position of mayors, and 12 women appointed as Presidents of Fokontany.

During the visit to Itasy, the evaluation team met with the Chief of the Region, a Deputy Chief of District, a Fokotany Chief, villagers and women trained by one of the local EISA trainers. Only the Chief of the Region and the Deputy District Chief seemed to share the traditional opinion – stating that women were reluctant and slow to make decisions. The chief of the Fokotany underlined, however, that women’s political participation was important to development, and at the end of the meeting he underlined to the villagers that he had not received any payment from the team.

The discussions with the villagers seemed to indicate a certain positive interest for women’s participation and gender equality, but it is of course impossible to judge whether this is due to the attitude of the Fokotany Chief, the EISA trainers or to a general development in Malagasy society – or to a combination of different factors.

Attitudes to EISA radio shows

Another indicator of change of attitude to gender parity could be the reactions to the EISA radio shows. EISA has developed radio shows that were distributed to different radio stations. According to EISA, “these stations reach the ordinary person who not only listen to information about public life, but also provide general information on the concept of stereotyping women and other related topics.” The evaluation mission inquired about the radio programs when visiting the village in Itasy, but was told by the villagers that they preferred “another radio station, with more music and less talking.”

Conclusions

The three indicators that are used and the results described are not sufficient to judge whether “the gender parity in the election process” has increased during the program period 2008-2011. The observations of the evaluation mission indicate certain local positive attitudes to gender parity, but it is impossible to judge whether those cases are representative.

5.4.2. The capacity of women at grassroot level is built and consolidated

Indicators

- Five local women run for next legislative election supported by EIA and VMLF*
- 45% participants run workshops in their own constituencies
- Meetings organized with the members of their associations and localities

The EISA final project report dated June 2011 refers to two of the indicators:

- “Following the training of trainers in the last part of the programme, EISA trained 92 trainers in six regions. These facilitators are now able to design their own case studies and scenarios as well as training aids that suit their context. The facilitators have also had to set an agenda as to how they will roll out the training and provide EISA with regular reports on their progress;”
- “ On completion of the workshops, on average, we found that about five of the female participants indicated their intention to stand as candidates for mayoral elections, with 10 of them indicating their interest in standing for elections at Chief Fokontany and one or two indicating their interest to contest parliamentary elections.”

Sharing their learning with others

The EISA annual report describes the system put in place to follow up the training:

“The participants of these workshops were asked to share the new skills that they learnt with the other women of their associations or localities. The participants were willing to do it, but

indicated that they require some finances and training materials to enable them to conduct the training in their own area and with their own organisations. They also required assistance in reproducing sufficient manuals to be distributed to other participants.”

“We may mention that at the time of the external evaluation, participants had not had an opportunity to conduct their own workshops given these challenges. This was highlighted by the external evaluators.” “The external evaluators also raised the issue that EISA had not put in place a monitoring process to ensure that the participants extended their skills as required. Subsequently, the participants in Sambava have conducted a workshop, in partnership with the local catholic laics, attended by 60 women from the municipality during the celebration of women's day on 8 March 2010.”

“The main challenge for these women is that they share their experiences with their colleagues and peers in their work environment. All too often participants attend and benefit from these courses, but hold the knowledge to themselves as this gives them an additional advantage over their colleagues and peers, especially as this course includes skills in budgeting, public speaking etc.”

Change in participants

In addition, the final report states that, “EISA has seen a visible change in participants who attend the TTT workshops. During the first practice sessions, some participants are reluctant to speak in public and have difficulty in explaining some of the concepts. As the workshop progresses and with the support of the other participants those women grow in confidence and overcome their fear of public speaking.” The final report also states that “some of these women publicly declaring their intention to participate in elections and to stand as candidates..... On completion of the workshops, on average, we found that about five of the female participants indicated their intention to stand as candidates for mayoral elections, with ten of them indicating their interest in standing for elections as Chief Fokontany and one or two indicating their interest to contest parliamentary elections.”

During the evaluation mission several of the local participants described personal changes. The most common aspects were:

- “More sure about myself, dare to argue and speak out”
- “Know how to approach others”
- “More self-confidence and assertiveness, especially in cultural contexts where women are still victims of discriminatory practices”
- “Improvement of leadership capacities and the capacity of persuasion.”

Most of the women met were aged 40 to 60. Age was not considered as a handicap, but rather an advantage when addressing issues at the local level. Several of the participants at the local level stated that the training had had a valuable impact on their individual and public behaviour.

Conclusions

The two indicators that are used, and the results described, are not sufficient to judge whether “the capacity of women at grassroots level is built and consolidated.” The observations of the evaluation mission indicate a positive change in some individual women met, but it is impossible to judge whether those cases are representative.

5.4.3. Women in leadership positions imparted with skills

Indicators

- Local women leaders remain in their position or elected in the next elections and at a higher level*
- A campaign to increase voter registration in selected regions
- Participants apply their knowledge

The EISA final project report dated June 2011 refers to two of the indicators:

- “Local women leaders more effective and supportive of each other,” e.g. by forming local networks
- “Campaigns to increase the number of women on the electoral roll”
- “Electoral advocacy tools to promote greater women’s participation”, e.g quota system, “zebra lists”, electoral observations actions etc.

Conclusion

The indicators that are used and the results described are not sufficient to judge to which degree “Women in leadership positions (have been) imparted with skills.”

5.4.4. Organisational sustainability – capacity of the Gender Office

The original pilot project 2007, and 3 year project 2008-2010, included cooperation with the Gender Office in the Ministry for Population. This was stopped after the coup in 2009. It has now been discussed how this could be handled in a possible future project. Under the present transitional regime, Norway and most other international donors do not support Ministries directly. However, in some cases such, Support to Primary Education, support is channelled through a UN Agency, namely, UNICEF. Therefore, it would be possible to cooperate with the Gender Office – channelled through cooperation with UNDP or UNFPA. Direct cooperation between EISA and the Gender Office might also be possible provided that it does not involve transfer of funding to the Ministry. As a supplement, it would also be possible to channel some of the support directly to relevant Malagasy organisations, such as VMLF or the Association of Women Mayors

The MTR 2009 states the following: “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. Long-term 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.”

5.4.5. A well-resourced gender documentation centre

Indicators

- 10% of CIDST users use the documents
- Satisfied users return to the Documentation Centre
- Database used by researchers and academics

The EISA final project report dated June 2011 underlines the following aspects:

- Increase in the number of books and articles at the Centre
- Greater awareness of the Centre
- Reading card developed to evaluate the impact of the Documentation Centre showing that the Centre “is increasingly viewed by researchers, students and organisations as relevant and is accessible to stakeholders countrywide through the CIDST branches in the provinces.”

The EISA annual report 2009-2010 states that the Centre opened in July 2009 and makes the following comments:

- “Since its establishment some measures to improve the centre structure have been undertaken, such as a follow-up system on all their documentation, a “readers evaluation form” which allows the Centre to identify its users, to know their main interests, to assess the quality of the documentation and to determine the frequency of their visits;
- The Centre has conducted internet research on women's rights instruments (international, regional, and national), downloaded relevant documents and contacted other stakeholders dealing with the promotion of gender as information for the Centre (including: UNDP, UNCF, UNFPA, Gender Office; Universities, other state institutions etc.) . To date 142 documents about women's issues and 129 documents on gender and development are available at the resource centre and they are easily accessible to the public;
- From January to March 2010, 10% of CIDST users sourced the gender documentation and expressed satisfaction with the provided service. Out of 310 users, 40% were women and 60% men. EISA was able to benefit from some of the suggestions made by the independent evaluation as to how it could enhance the service offered by the Centre;
- Research on women's rights instruments (international, regional and national) has been conducted on the internet, and many documents have been downloaded such as CEDAW, Gender Links report results, the African union texts against the discrimination against women, the success stories of women from Europe, United States of America and Canada, publications from UNDP and UNFPA). Contacts with the other stakeholders on gender promotion are in the process of being made (e.g. UNDP, UNCF, UNFPA, Gender Office, universities, other state institutions, etc.)”

Conclusions

The indicators established regarding the Gender Documentation Centre are relevant and in line with the expected outcome; the monitoring mechanisms are adequate and the results seem very satisfactory. This is impressive as the Centre has only been open since July 2009.

6. CONCLUSIONS

It is impossible to assess the long-term impact and results of the EISA program, partly because of the unstable context, the focus on activities as opposed to results, the inadequate indicators, and the weak monitoring process.

When it comes to the gender parity of the election process it is difficult to assess because of the lack of elections. As to the capacity building of women at grassroots level and in leadership positions, there are signs that point to a positive development. The Documentation Centre has clear indicators that point to good results.

However, EISA has been able to implement the program in a complex and unstable political context. Although there are few measurable indicators to prove the results of the projects, interviews with persons involved in the training indicate a certain favourable development, which may be due to the combination of the EISA program and other gender programs in Madagascar.

7. RECOMMENDATIONS

7.1. Consequences for new program 2011-2014

EISA has submitted a proposal for a program from 2011 to 2014. We recommend that the evaluation of the programme 2008-2011 be analysed to ensure that the learning is included in the new program.

We recommend a closer focus on Madagascar as a conflict country and UNSCR 1325. Because of the unstable situation, we recommend that the program should be based on three different scenarios:

- A. Present instability and transitional institutions continue - without elections
- B. Elections are held, but are boycotted or contested by key political groups
- C. Elections are held, results are accepted by all, the political situation stabilizes

This implies that the program activities and logframe should be revised and adapted to scenario A, with additional outcomes and activities for scenario B and C to be used if possible.

We recommend that discussions should be held to consider how national Malagasy organisations and institutions could be drawn more closely into the program management and implementation, to ensure future sustainability of learning and results – depending on each separate project outcome.

7.2. Focus on specific pro-poor issues – not only women’s participation

In the comments of the MTR and the appraisal of the new program proposal 2011-2014, EISA states that they do not see how pro-poor issues fit into the program focus: “Women’s participation in and contribution to Governance.” As poverty alleviation is the overall goal of Norwegian development policy, we recommend that this should be the focus of a special meeting between the Embassy, EISA and the program partners.

7.3. Exchange of learning and experiences in Madagascar

There are several national and international organisations involved in political capacity building for women in Madagascar. In order to maximize impact and synergy effects, it is important to ensure contact and cooperation between these organisations and prevent possible overlaps or conflicts. We recommend that the Embassy consider supporting a possible conference on women in politics in Madagascar – involving all the relevant organisations.

7.4. Exchange of lessons learnt between projects in different countries

Norway uses considerable funds for projects and programs related to women and governance. Even if evaluation reports are elaborated and presented, it is not easy to extract and compare the lessons learnt from different projects - and adapt this learning to new projects.

Countries in conflict or post conflict, such as Madagascar, probably present additional challenges and possibilities. We recommend that NORAD should discuss how exchange of lessons learnt in the field of women and governance could be promoted, through written material as well as meetings.

8. ANNEXES

8.1. Program

All activities include Liss Schanke and Ralaivelo Maminirinarivo, if other is not specified.

Date	Time	Activity
Wed 6.4		Desk study
Thurs.7.4	06.30-10.00	Travel Oslo-Johannesburg Liss Schanke
Fri 8.4.	09.00-12.00	Meeting at EISA HQ Pretoria Liss Schanke
Sat.9.4		Desk study new EISA documents
Sun 10.4		Desk study new EISA documents
Mon 11.4	10.00-14.00	Travel Johannesburg-Madagascar
	15.00	Meeting at the Norwegian Embassy Madagascar
	18.00	Meeting with EISA team
Tues.12.4	08.30-11.30	Meeting with participants regarding training for local women from the regions of Sava, Menabe, Itasy, Vatovavy Fitovinany, Diana, Analamanga, Vakinankaratra, Sofia
	12.00	Lunch at Ambassador's Residence
	14.00-15.30	Meeting with the Trainers of Trainers: Representatives from Melaky, Itasy, Menabe, Anosy, Sava
	16.00-17.30	Meeting with the participants in training for the responsible women: representatives from Melaky, Betsiboka, South East
Wed. 13.4	06.00-18.00	Vist to the region of Itasy: - Chief of the region - Local radio station volunteers - Chief of the Fokotany. - Men and women, village Sahapetraka - Trainers - District chief of development
Thur 14.4.	08.00	Meeting between consultants
	08.30-10.00	Meeting with Embassy
	10.30-13.30	Report drafting
Thur 14.4.	13.30-15.00	Meeting with the facilitators of the EISA work shops, 1 group
	16.00-17.30	Meeting with the facilitators of the EISA work shops, 2 groups
	19.00	Dinner at the Embassadors's Residence
Fri. 15.4.	08.30-11.00	Meeting with the members of VMLF
	13.00-15.00	Meeting with NGOS Gender Network, Association of Female Mayors, SAHA, Gender Links
	15.45-16.30	Visit to the Gender Documentation Centre, CIDS
	17.00	Meeting with Mayor of Antsirabe
	20.00-22.00	Meeting between consultants
Sat. 16.4.	00.55	Departure from Madagascar

8.2. Persons met

All meetings (apart from the one 8.4.) included the two consultants, Liss Schanke and Ralaivelo Maminirinarivo

Date	Activity	Name	Organization /function
8.4	Meeting with EISA Head Office South Africa	Ilona Tip	Operations Director, EISA HO
		Zahira Seedat	Senior Personal Assistant to Executive Director, and Field Office Support, EISA HO
		Eralda Vahidi	Finance Manager, EISA HO
11.4. 15.00	Meeting with RNE Norway	Hilde Dahl	First Secretary
11.4 18.00	Meeting with EISA	Ilona Tip	Operations Director, EISA HO
		Ranaovona Malala Tiana	EISA Madagascar
		Ramaroson Niaina	EISA Madagascar
		Palmans Eva	EISA Madagascar
		Florent Kabongo	EISA Madagascar
		Biharisoa Serginho	EISA Madagascar
12.4. 08.30-11.30	Meeting with EISA participants, group 2	Safy Marie Laurette	Region of Diana – Member of VMLF
		Beanarana Jeanne Ursula	Region of SAVA and Mayor of Anjinjaomby
		Razananirina Florentine	Region of Vatovavy Fitovinany
		Ranjarasoa Florentine	Region of Vakinankaratra/Analamanga
		Emmanuel Irma	Region of Analamanga
		Vakinakaratra	Region of Soafia, General Secretary of municipality
		Raketabao Soanoelijaona	Region of Itasy, Member of VMLF
12.4. 14.00-15.30	Meeting with EISA participants, trainer of trainers	Razafiarivelo Acheline	Region of Betsiboka, Journalist
		Rahelisoa Razafindravola	Region of Menabe- Secretary of the fokontany
		Razafitsarandro Norline	Region of Anosy, employee of the municipality
		Vazahany Zandiko Laurence	Region of Melaky

		Bezamany Charlotte	Region of SAVA
12.4. 16.30-18.00	EISA participants, group 3	Ravaonirina Meltine	Region of Atsimo Andrefana – Director of the CEG
		Hantamalala Nivo Michèle	Region of Melaky –Teacher
13.4. 8.30	Meeting with the staff of the region of Itasy	?	Chief of the region
		Ratorakarivo Jean Barthélémy	Director of Regional Development
		Luciana	In charge of monitoring and evaluation
13.4. 10.30	Meeting with the staff and animators of the local radio in Soavinandriana	Randrianarison Rivo	Director of the RTS (local radio)
		Ony Andriatsarafeno	Animator of the program
13.4. 12.00-13.30	Meeting with the population in the fokontany of Sahapetraka	Razafinarivo Raymond	Chief of the fokontany
13.4 14.00	Meeting with the local animators	Andrianarivo Harisoa	Animator
		Rasoanandrianina Aimée	Animator
		Ravoniarisoa Jeanine	Animator
		Rasolonirina Miadantsoa Eliane	Animator
		Miharisoanaivo Maria	Animator
		Raivoarisoa Esther	Animator
		Ravoniarimalala Georgette Odile	Animator
		Rakotomalala Haingotiana Claudia	Animator
		Ralimanana Lalasoa	Animator
		Ravololonirina Lantsoa Fabiola	Animator
		Voarinantenaina Tsiky	Animator
13.4 15.00	Meeting with the District of Soavinandriana	Ramasimanana Antoinette	Assistant Head of District
14.4. 13.30-15.00	Meeting with the first group of facilitators	Andriamasinoro Charles	Facilitator
		Ratsimbazafy Victorine	Facilitator

		Sandra Ratsiazo	Facilitator
14.4. 16.00-17.30	Meeting with the second group of facilitators	Andriatsarafeno	Facilitator
		Onimalala Fanomezantsoa	Facilitator
		Andriatiniaina Raharisoa	Facilitator
15.4. 8.00-11.30	Meeting with the members VMLF	Ravololomboahangy	Leadership
		Ravaloriaka Eva	Center of excellence
		Bakoliarisoa Emily	Counsellor- Region of Vakinankaratra
		Raharisoa Genevieve	Parliamentary assistant Journalist
		Ramiandrisoa Malalatiana	Journalist
		Ravololomboahangy Holisoa	Treasurer VMLF
		Andriantiniaina Raharisoa	Regional coordinator – VMLF –Region of Melaky
		Rabenoro Mireille	Counsellor VMLF
		Ravaozanany Noro	Counsellor VMLF National Bureau
		Ravaroson Mamisoa	In charge of the website
		Ramampy Marie Zenaide	Honorary president VMLF
15.4. 13.00-15.30	Meeting with organisations	Andriamasinoro Charles	Representative Gender Network- Simiralenta
		Ratsiazo Sandra	Gender Network ISCAM
		Ramarokoto Jeanine	Simiralenta
		Papisy Ialfine	Coordinator- Gender Links
		Ramaroson Haingo	General Secretary –Simiralenta
		Ravololomihaja Rasamimanana	Simiralenta
		Louissette Rasendra	Association of female Mayors
		Rakotoarisoa Aina	Gender network, SAHA program
15.4. 16.00	Meeting with CIDST		

8.3. List of documents

Author	Title	Year
EISA	DFID proposal Mozambique	2011
EISA	Africa Democracy Strengthening Programme	2011
EISA	Programme manual	?
EISA	2 LOGFRAMES	2011
EISA	Monthly report – January	2011
EISA	Monthly report - February	2011
EISA	Progress report	2011
EISA	Brief description of EISA continental and regional programme	2011
EISA	Strategic Planning Retreat 2011	2011
EISA	Executive Summary Strategic Planning Retreat 2011	2011
EISA	New Madagascar project proposal	2011
EISA	Budget for new project proposal	2011
EISA	Monthly report – December	2010
EISA	Monthly report – November	2010
EISA	Monthly report – October	2010
EISA	Monthly report – September	2010
EISA	Monthly report – August	2010
EISA	Monthly report – July	2010
EISA	Monthly report – June	2010
EISA	Monthly report – May	2010
EISA	Monthly report – April	2010
EISA	Monthly report – March	2010
EISA	Monthly report – February	2010
EISA	Time frame project execution fev-June	2011
EISA	Annual report March 2009-April 2010	2010
EISA	Work Plan 2010	2010
Schanke	Comments to revised Log Frame 2010	2010
EISA	Revised Log Frame 2010	2010
EISA	Follow up of Mid Term Review	2010
MTR Team,	Final Mid Term Review	2010
EISA	Annual Report	2009
RNE/EISA	Fianl contract EISA III	2008
RNE/EISA	Agreed project summary, annex 1 to contract 2008	2008
RNE	Project Approval document - BD EISA MAG0725	2007
EISA	Project proposal phase 2, 2008-2010	2008

8.4. Terms of reference

End-Review of "Women's Participation in and Contribution to Governance in Madagascar" and appraisal of project proposal "Strengthening women and youth participation in democracy and governance in Madagascar".

1. Background

The Royal Norwegian Embassy in Madagascar has supported EISA-Madagascar's project "Women's participation in and Contribution to Governance in Madagascar" since July 2008.

The overall objective has been to:

Increase substantially (30 % of women in 2012) the participation of women in public problem-solving, decision-making and management institutions.

The project builds on a pilot project supported by the Royal Norwegian Embassy, Madagascar that started 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.

Building on the lessons learnt from the pilot project, EISA submitted a new proposal to the Embassy focusing on four main activities:

- 1) A campaign to lobby for the inclusion of at least 30 % women in decision-making processes.
- 2) Designing and facilitating capacity-building programmes empowerment of potential women leaders at local level.
- 3) Designing and facilitating capacity-building programmes for women already involved in politics at local level.
- 4) Strengthen the capacity of the Promotion of Gender Office

The current project will come to an end on June 30th 2011. In January 2011 EISA submitted a new project proposal to the Norwegian Embassy in Madagascar entitled "Strengthening women and youth participation in democracy and governance in Madagascar". The proposal builds on builds on previous programs undertaken by EISA Madagascar.

2. Project Objectives and Activities - "Women's participation in and Contribution to Governance in Madagascar"

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 expected 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.

a. 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 Mr. Serzhino Biharisoa, EISA Madagascar Co-ordinator, assisted by Ms. Malala Tiana Ranovona, programme officer, and Niaina Ramaroshon, administration and finance assistant. The Madagascar Field Office is supported by the EISA Head Office in South Africa. 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:

”Women’s Participation in and Contribution to Governance in Madagascar”

- Assess the long term impact and the results of the project.
- Assess how the project’s been affected by the political unrest in Madagascar.
- Assess EISA’s follow-up of recommendations from the mid-term review conducted in December 2009 with a special emphasis on the result management.
- Review and assess the competence of and support provided by EISA head office in South Africa.

“Strengthening women and youth participation in democracy and governance in Madagascar”.

- Appraisal of new project proposal “Strengthening women and youth participation in democracy and governance in Madagascar”.
- Assess the feasibility of the new project proposal.
- Assess whether the new proposal is in line with Norwegian development policy.
- Assess how the new project proposal is aligned with other projects in the same fields.
- Assess the capacity of EISA to conduct a new project period.
- Make recommendations for a new project period.

5. Method of Work

- Desk study of relevant documentation.
- Field visit to Madagascar and if possible to the EISA head office in South Africa (5-7 days).
- Elaboration of report of maximum 35 pages.

6. Timeframe

The tasks described above will be carried out during the month of April 2011(maximum 21 days). The final report should be submitted no later than May 1st 2011.

Norad

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