PD-ABP-541

AFWID

GENDER REVIEW OF THE USAID/MADAGASCAR PORTFOLIO

April 12, 1993

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Africa Women in Development - An initiative of the U.S. Agency for International Development jointly funded by the Africa Bureau and the Office of Women in Development managed under contract by The MayaTech Corporation, Silver Spring, Maryland.

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Acknowledgements

This Gender Portfolio Review was completed upon request from USAID/Antananarivo. I wish to thank Linda Lloyd for offering her time and support to defining the task according to the needs of the Mission portfolio and to Joshua Razafindretsa for arranging and re-arranging my schedule. I am equally appreciative of all Mission staff who met with me or accompanied me to meet with outside individuals during a very busy time for the Mission and to the administrative staff who accommodated my logistical needs. Finally, I had the very special opportunity to travel to Andasibe to meet with village women living near the nature reserve and am very grateful to Tiana Razafimahatratra from the Grants Management Unit for the SAVEM Project; Jennifer Rabesahala, Project Assistant for SAVEM; and Jacqueline Rakotoarisoa of ANGAP for their valuable company during the weekend excursion.

List of Acronyms

ANGAP	Association Nationale pour la Gestion des Aires Protégés (National Association for the Management of Protected Areas)
ANSCAE	Institut National des Sciences Comptables et de l'Administration d'Entreprises (National Institute of Math Sciences and Business Administration)
APDF	Africa Project Development Facility
APPROPOP	Appui au Programme de Population (Population Support Project)
BEST	Business Survey and Expansion Techniques
CAP	Commercial Agricultural Promotion Project
CARE	Cooperating Americans for Relief Everywhere
CI	Conservation International
COMODE	Conseil Malgache des ONGs pour le Développement et l'Environnement (Malagasy Council of NGOs for Development and Environment)
DHS	Demographic Health Survey
FMD	Financial Market Development
GMU	Grant Management Unit
KEPEM	Knowledge and Effective Policies for Environmental Management
MAELSP	Madagascar Agricultural Export Liberalization Support Project
MIX	Market Infrastructure Expansion Project
ONE	Office National de l'Environnement (National Environmental Office)
PACT	Private Agencies Collaborating Together
SAC	Subventions d'Actions de Conservation (Conservation Action Grants)
SAF-FJKM	Sampan'Asa momba ny Fampandrosoana (a development-NGO member of COMODE)
SAVEM	Sustainable Approaches for Viable Environmental Management
TRD	Tropical Research and Development
WWF	World Wildlife Fund

I. INTRODUCTION

The objective of this report was to review the individual projects being designed or implemented by USAID/Madagascar to assess the integration of gender issues and their impacts and to make recommendations for upcoming project activities. Towards that end, a distinction is made between a WID (women in development) approach and a gender analysis approach, as illustrated below. The latter approach has been applied in this portfolio review, as it reflects the evolution of thinking in the field of women in development and aims to improve program or project efficiency in addition to equity goals.

These are the significant differences in the two approaches:

Gender Analysis	WID
Analytical tool or variable	policy/congressional mandate
Analysis that looks at men and women	focus deliberately on women
Asks: what are male and female responsibilities and roles	Asks: what is the degree of female participation
Impacts of gender integration on outcome of project or program	Impacts on women
Economic efficiency and growth	Equity

Applying a WID approach also carries with it the risk of marginalizing women whereas the explicit intent of gender integration is to mainstream women in the process of economic development. That is not to say that 'women only' projects are never appropriate, but any strategy to target women should be derived from a prior analysis that rationalizes the need to create a project specifically for women. Similarly, the increase in female participation should be treated, not as an end in itself, but rather a means to end, i.e. linked with achieving the goals of the project.

The sections that follow include a general overview of the status of women, an explanation of the methodology, and a project-by-project review.

II. THE STATUS OF WOMEN IN MADAGASCAR

A number of studies exist to describe the general situation and status of women in Madagascar, some prepared very recently, as a result of the Workshop on Women in Development held in September 1992. In addition to the reports reviewed during this consultancy, many of those listed in Annex 6 provide more extensive bibliographies. Any attempt to depict the situation of women at the national level in a country as culturally and ecologically diverse as Madagascar is ultimately an invitation to pursue closer scrutiny at the regional level. Gender differentiation in the sexual division of labor, inheritance rights under traditional law, decision making in the household, responsibilities for household expenditures and revenues, access to markets, attitudes towards family planning, and other family responsibilities varies by ethnicity, rural vs. urban areas, and agroecological zone.

It is more compelling to make some generalizations on the situation of women in Madagascar as it compares to that of other African women, only to affirm the dissimilarities that exist. This can be explained for many of the same reasons that Madagascar contrasts with other African countries, owing to its history as an island economy and its links with both continents of Asia and Africa. Some observers, for example, are quick to point out that Malagasy societies have been ruled by queens, the last one, Ranavalona I, having died in 1861. The fact that today women are guaranteed equal rights with men under the constitution is also invoked to demonstrate that women's status in Madagascar compares positively with that of women elsewhere in Africa.

Nonetheless, to the extent that a broad assessment of women's position in society and the economy in Madagascar should be made, it is critical to examine the reality for women within the sociocultural context. Certain national level statistics alone are significant, but other qualitative information can also be brought to bear on the reality, particularly as it relates to agriculture. The information below is not intended as a comprehensive overview of women's condition but merely as an indication of women's participation in economic development, particularly for those sectors relevant to the programs and projects being implemented by USAID/Madagascar.

Political Life and Decisionmaking

Women do not play a prominent role at the top in Malagasy politics; currently there are four women deputies out of 132 in Parliament. Of the 53 political parties registered with the Ministry of the Interior in 1992, 29 out of the total 301 members of political parties

were women (9.7%). In the transition to democratic rule under the recently elected President Albert Zafy, any concomitant improvements in women's access to power remains to be seen. There apparently was one woman on the committee to draft the new constitution. There is one ministry headed by a woman, the Ministry of Population, and the Ministries of Health and Education account for 73% of all female employment, inclusive of the whole range of staff positions, in ministries. With regard to positions of responsibility, women make up 8.2% of all senior staff positions. As one Malagasy woman from the Ministry of Agriculture pointed out, the higher up the hierarchy, the fewer women there are. Women are fairly well represented in the civil service, accounting for 43%.

The number of 'de jure' female-headed households (single mothers) in Madagascar is quite high; 32.7% of households are run by women. According to a 1986 survey, 25% of women between the ages of 15 and 49 are single mothers. While this puts a large percentage of women in a decision-making position at the household level, female-headed households tend to be among the poorest. Women generally are also reported to manage the household finances and the decisions on expenditures are often jointly made.

Health and Family Planning

The mortality rate for women is about 17.4% (18.4% for men), the causes for which are, in decreasing order of importance, a high incidence of infectious and parasitic diseases, a high rate of fertility (6.6%), high rates of maternal and child mortality, and a low life expectancy at birth (51.5). The maternal mortality rate is 3.4% which is three times the risk of mortality of a Mauritian mother and 20 times that of a French mother. The rate of female mortality rate linked to childbirth and abortion is 4.6%. Twenty-five percent of women are vaccinated against tetanus.

Marriage is contracted with the goal of producing numerous children, although attitudes about fertility have been changing. According to a 1986 survey, two out of three women in Antananarivo who had given birth desire not to have any more children. Almost all women over 40 did not wish to have any more. Statistics on men's attitudes on fertility, which are equally important, were not available, however, it appears that child spacing is a more effective argument for the adoption of family planning practices.

Education

Education is highly valued in Madagascar which is perceived as a means to getting ahead as well as to provide security to parents in their older age. Moreover, no significant gender disparities exist for primary school enrollment - 95% for girls and 97% for boys.

The level of education in this country, nonetheless, has been declining as a result of the economic crisis which has affected the ability to pay for schooling and the quality of the school system. Boys are generally more likely to be encouraged to continue their studies than girls who are expected to prepare for the role of wife and mother.

Adult literacy is higher for males than females - 86% as compared to 68%, according to 1975 figures.

Business and Employment

Female participation in the economic sectors is relatively low. Women account for 17% of wage employment and 10% of private sector employment. Women make up a larger proportion of the informal sector; according to a survey done by PECTA, 29% of a sample of 265,000 people were women. Fourteen percent of all formal sector enterprises are headed by women.

According to the MAPS Survey, 17% of all firms in the MAPS Survey (1991) are owned by women, of which, 19% are in agribusiness, 29% in manufacturing, 41% in commerce, and 19% in services. The percentage of female owners in the survey by scale of business is: 9% of large firms, 4% of medium-scale firms, 13% of small-scale firms, and 23% of micro-scale firms. In the same survey, 24% of exporting firms (sell at least 35% of goods abroad) were reported to be women-owned.

A Women's Business Association has just recently been formed in Madagascar (see Annex 5 for meeting summaries).

Agriculture and Natural Resources Management

The reader is referred to Annex 2 for a summary of the workshop on gender analysis in conservation and development, as it represents the maximum level of generalization possible to describe the involvement of men and women in this sector. Beyond this, the articulation of gender differences in the social and production systems requires a context of the agroecological zone and the ethnicity.

III. METHODOLOGY

Projects which have either been designed and/or implemented were reviewed individually using the following analysis:

1. **Assessment of Gender Analysis or Coverage of WID Issues.** This related primarily to issues explicitly raised in the project paper both in the social soundness analysis and the body of the PP. Attention was paid to whether the approach was WID-oriented or gender integration and how that may have affected design questions.

2. **Adequacy of Baseline Data for Monitoring Purposes.** If the project had already accomplished a baseline study or if it were known what sources of information would be used for monitoring, these were reviewed from the perspective of what gender-based categories of information might be needed to track potentially important impacts.

3. **Integration of Gender Variable in Project Design.** The design phase here refers to any terms of reference, scopes of work, or preliminary studies being conducted prior to implementation. Of interest is whether the issues raised initially were carried over into the design and how adequate the information is for formulating strategies for reaching men and women farmers, for instance, in implementation.

4. **Integration of Gender Variable in Implementation.** For those projects that have begun implementation, some assessment was made of strategies being used to address gender issues and what difficulties might have been encountered in the application of those strategies.

5. **Documented People-Level Impacts.** Assuming a project has been in operation long enough, the issue is the project's impact or effect on men and women and what indicators are being used to make this determination.

6. **Recommended Actions.** Depending on where the project is in terms of the implementation schedule, recommendations varied. For some, actions proposed may have related to data gathering and analysis, to monitoring and evaluation, issues to be pursued further in planned studies, or strategies to test in implementation.

7. **Implications for Program Level Reporting.** Given the links between projects and program strategic objectives and targets, some attention was paid to how

recommended actions might affect the formulation of indicators or what databases are available for this purpose.

Because a number of new designs were in the pipeline at the time of this review, some input was provided from a gender perspective that might inform the drafting of the project or preliminary studies. Hence, the format for these projects was somewhat different and was composed of the following sections:

1. Gender Issues for Consideration in Design

2. Recommendations for Design and Implementation

3. Recommendations for Monitoring and Evaluation

4. Implications for Program-Level Reporting

The section on individual project reviews is followed by an aggregate assessment that draws conclusions for each subsection and makes some general recommendations relating specifically to the nature of this portfolio to ensure gender integration in design and implementation on a more routine basis.

IV. PROJECT-BY-PROJECT ASSESSMENT

PROJECT: **KNOWLEDGE AND EFFECTIVE POLICIES FOR ENVIRONMENTAL MANAGEMENT (KEPEM) PROJECT (No. 687-0113 and NPA No. 687-0115)**

PACD: May 31, 1997 (5-yr project)

PROJECT GOAL: To establish sustainable human and natural ecosystems in areas of Madagascar where biodiversity is threatened.

SUBGOAL: To encourage sustainable natural resource management.

PURPOSE: To create a policy and institutional framework of incentives and revenue generation and use.

A. ASSESSMENT OF GENDER ANALYSIS (OR COVERAGE OF WID ISSUES)

Because KEPEM is primarily focused on policy and institutional reforms, gender issues have rather indirect relevance. The local initiatives component which supports policy reform is more directly implicated. The project will also draw on the socioeconomic monitoring unit set up under the SAVEM project which will include gender disaggregated data.

The PAAD's Social Soundness Analysis (SSA) does cover gender issues but with a WID focus. Women and vulnerable groups, such as the landless, are to be given special attention. The question of how women's rights and access can be enhanced or at least not diminished is raised in the SSA. Acknowledgement of gender issues in conflict resolution is also made.

B. ADEQUACY OF BASELINE DATA FOR MONITORING PURPOSES

KEPEM will rely on the SAVEM project for socioeconomic monitoring in the areas of the integrated conservation and development projects (see below). Relevant information from the baseline surveys in Ranomafana, Amber Mountain and elsewhere will also be used.

C. INTEGRATION OF GENDER VARIABLE IN DESIGN

It appears that attention to women will be given in the assessment studies of current

practices and needed changes in land tenure, local governance, and resource conflict resolution under the local initiatives component, although reference to gender issues in local governance is not specified.

D. INTEGRATION OF GENDER VARIABLE IN IMPLEMENTATION

At the time of this portfolio review, dialogue with the government on policy reforms had been underway. The RFP for the institutional contract to carry out the bulk of the project will soon be out to bid. Neither short- nor long-term technical assistance are yet in place. The land tenure and local governance studies have not yet been launched but are expected to begin soon (May 1993). These will be implemented under a separate cooperative agreement and a buy-in to a central A.I.D. project, respectively.

E. DOCUMENTED PEOPLE-LEVEL IMPACTS

Impacts under a natural resources policy reform program will not be visible for a number of years. It is even more difficult to predict differential impacts on men and women of some of these reforms because of the secondary or more distant effects they will have. (For instance, rules regarding tenure and taxation theoretically should improve income generation and sale of renewable resource products. One potential, albeit somewhat tenuous, indicator would be the increase in income of women sustainably managing natural resources.) It may be possible to formulate gender-specific impact indicators for policy reforms after the assessment studies have been completed, as they will offer some "baseline" information on the current situation.

F. RECOMMENDED ACTIONS

1. The assessment studies apply a gender analysis with the aid of the following questions which will require consultation with men and women in surveys and rapid appraisals:

    - access to and control over resources, particularly land;
    - perception of tenurial rules (lands, trees, forest products, pastures);
    - contribution to community revenue generation and participation in community decisionmaking based on local governance structures;

- equitable treatment by local conflict resolution systems to claims made by women vs. men.

2. To the extent that technical assistance to the Environmental Endowment Fund under KEPEM will in part be directed to developing criteria for grant funding to local NGOs, some screening should be done to work with women's NGOs or the NGOs' proven capacity to reach women in the local communities.

G. IMPLICATIONS FOR PROGRAM LEVEL REPORTING

Assuming the assessment studies will begin sometime this year, some preliminary information should help to establish new or additional indicators for targets 3.2 and 3.3 under SO3. With the gender-disaggregation of the KEPEM assessment studies and the SAVEM monitoring system, it is recommended that target 3.3 to increase income opportunities for resource users be tracked by gender as well.

It is also recommended there be an indicator to track the number of local communities managing resources for target 3.3.

PROJECT: SUSTAINABLE APPROACHES TO VIABLE ENVIRONMENTAL MANAGEMENT (SAVEM) (No. 687-0110)

PACD: March 31, 1996 (six-year project)

PROJECT GOAL: To establish sustainable human and natural ecosystems in areas of Madagascar where biodiversity is threatened.

PURPOSE: To identify and initiate systems (including institutions, methods, and behaviors) for the management of protected areas of Madagascar and the peripheral zones adjoining those areas on a sustainable basis.

A. ASSESSMENT OF GENDER ANALYSIS (OR COVERAGE OF WID FOCUS)

Coverage of WID can be found in the section titled "Women" in the Social Soundness Analysis of the PP. The concerns described here are quite general. One of the hypotheses for the project in the PP is to look at the relative effects of the project on men and women as well as on traditional gender roles. The hypotheses would allow various strategies to be tested in different communities, some sharing the same characteristics. The SAVEM project's learning process approach is favorable to a more site-specific assessment of needs and appropriate interventions which will also help to differentiate the situation of women in different areas of the project zone.

B. ADEQUACY OF BASELINE DATA FOR MONITORING

The socioeconomic monitoring system has not yet been designed but the description in the Project Paper can serve as an illustration of such a system. One model is to survey 180 villages, 30 each in each of 6 protected areas. The goal would be a typology of about 5 types of villages from all the 30-village surveys which would be based on a survey of 10 villages per protected area each year (2 representing each type). A sample of 20 families would be monitored for each protected area. Initially, two families would be studied from each of the 10 villages. That would amount to a total of 60 families over the life of the project.

According to the SAVEM Grant Management Internal Assessment carried out in March 1993, the data collected under a baseline study would be analyzed to test hypotheses and identify Integrated Conservation and Development Projects (ICDPs) and Conservation Action Grants (CAGs) activities that have the most beneficial impacts on protected areas.

The data would also be used to establish trends and guide policies on ICDPs and their protected areas. The data will be gender-disaggregated.

C. INTEGRATION OF GENDER VARIABLE IN DESIGN

WID considerations are part of the design in the sense that the Guidelines for the Review and Approval Process for Protected Area Development Grants (PADGs) do require community participation, particularly of women and young families, in all phases of the project. Decision making is also explicitly identified as an important factor. Likewise, in the Guidelines and Criteria for Review of Conservation Action Grants (CAGs), the social criteria include participation by women, stating that projects that do not encourage substantial participation by women will not be eligible for funding. A review of three PADG proposals submitted to date confirm integration of WID issues.

The Ranomafana and Amber Mountain ICDPs are operational program grants that, along with Andohahela and Maosala, will come under SAVEM in a second phase. A review of the Ranomafana National Park survey demonstrated attention to gender issues, although the sexual division of labor in agriculture and time allocation to these tasks deserved more exploration. Ownership and inheritance rights for land and cattle covered by the survey are also important to disaggregate by gender.

D. INTEGRATION OF GENDER VARIABLE IN IMPLEMENTATION

The SAVEM project is still in the phase of building up the institutional capacity of ANGAP and the design phase for the ICDPs in the protected areas. In March of this year an internal assessment of grant management structures and operations within the SAVEM project was conducted for various reasons having to do with overlapping responsibilities of ANGAP and the GMU, staff turnover at GMU, among others. The Biodiversity Planning Service within ANGAP had not yet been put in place and hence the socioeconomist for implementing the impact monitoring and program evaluation systems has not yet been recruited.

Given that the project is currently focused on designing the ICDPs, it was decided that a group discussion with ANGAP, GMU, and project implementors (who have submitted proposals and had been working in the region prior to the project) would reveal their awareness of gender integration in data gathering, design and implementation. The report on the "mini-workshop" can be found in Annex 2. The workshop served as a more direct form of a recommendation to the project implementors to apply gender analysis from the start so that impacts can be monitored and appropriate interventions can be proposed.

E. DOCUMENTED PEOPLE-LEVEL IMPACTS

Impacts cannot be documented until implementation of project interventions has begun, however, baseline data from the socioeconomic monitoring system will allow tracking by gender.

F. RECOMMENDED ACTIONS

1. See Annex 2 for a report (in French) on the workshop in gender analysis in conservation and development which I facilitated during my TDY.

2. While it is clear that the socioeconomic monitoring surveys for the ICDPs will include gender-disaggregated data, some basic categories of information are essential and should be emphasized. They were covered in the workshop and are reiterated below:

   a. Inheritance and ownership rights to land and other property, such as cattle

   b. The division of labor for agricultural tasks

   c. Time allocation for all types of work, including domestic chores (this could be done for selected households as part of the sample of families)

   d. Use and sale of forest products

   e. Management of natural resources

   f. Income and expenditures for the household (this could also be done as part of the sample survey)

   g. perceptions related to family planning

   h. decision making within the household and within the community

3. During implementation, it would be possible, through sample surveys and participatory rural appraisals, to actually track changes in gender relations within a community and household as a result of participation in economic activities initiated in the ICDPs. The role of changing gender relations in improved natural resource management is a potential area of research.

G. IMPLICATIONS FOR PROGRAM LEVEL REPORTING

The baseline data should be able to track target 3.3, the income of resource users, by gender.

PROJECT: POPULATION SUPPORT (APPROPOP) (No. 687-0107)

PACD: May 31, 1999 (7-yr project)

PROJECT GOAL: To reduce the fertility rate to a level more consistent with Madagascar's socioeconomic objectives and capabilities.

PURPOSE: To rapidly expand the availability and accessibility of high-quality acceptable family planning services throughout Madagascar.

A. ASSESSMENT OF GENDER ANALYSIS (OR COVERAGE OF WID ISSUES)

The PP has a separate social soundness analysis and WID section. Women are intended to be the primary beneficiaries at all levels of activities, i.e. as clients/recipients of family services and as service providers/recipients of family planning training. Women will be given equal access to the service delivery activities. The more general categories of beneficiaries include individuals, couples and institutions with attention to consumers in urban, small urban and rural areas with prospects for participation of consumers at various income levels. In other sections of the PP that are not focused on WID, outreach for family planning is intended for women and men. Target audiences for family planning media and messages include (a) male and female adolescents, age 13 to 20, (b) women with children, age 20 to 35, (c) married men, age 20 to 35, (d) older women with 3 or more children, age 35 and over, (e) older men, 35 and older, and (f) influentials, including elders age 45 and over. Because men tend to be overlooked in family planning promotion, it is stressed that male audiences will be targeted for two key concerns: contraceptive safety and fears of infidelity. More generally, male and female roles will be examined as they pertain to reproductive behavior and contraceptive use.

B. ADEQUACY OF BASELINE DATA FOR MONITORING PURPOSES

The Demographic Health Survey (DHS) was completed in the Fall of 1992 to track knowledge of, attitudes toward and use of family planning methods. The National Household Census will be completed this year and in year three of the project, a MIS will track medicines and medical equipment. All data gathered and analyzed by project grantees and by the project will be gender-disaggregated.

C. INTEGRATION OF GENDER VARIABLE IN DESIGN

Assuming the above considerations found in the Project Paper, the gender variable was adequately integrated in the design. In the case of most family planning and/or health projects, the problem is not the failure to involve women, but men. Based on the PP and discussion with project staff, the knowledge, attitudes, and practices of both men and women are very much a part of the design.

D. INTEGRATION OF GENDER VARIABLE IN IMPLEMENTATION

The project is just beginning its implementation phase. The contract agreement with a U.S. institution for a large part of project implementation will be awarded very soon.

E. DOCUMENTED PEOPLE-LEVEL IMPACTS

As with family planning projects in general, impacts in terms of a reduction in the fertility rate require interim measures, such as the contraceptive prevalence rate, the indicator being couple years' of protection.

F. RECOMMENDED ACTIONS

None.

G. IMPLICATIONS FOR PROGRAM LEVEL REPORTING

None.

PROJECT: IRRI RICE RESEARCH PROJECT (No. 687-0105)

PACD: January 1, 1995 (Phase I in 1984, Phase II in 1986, Phase III in 1990)

PROJECT GOAL: To improve rice production on farms in Madagascar.

PURPOSE: To strengthen the GDRM's capabilities to carry out effective rice research in the context of a rice-based cropping system and to develop appropriate farmer technologies.

This review focuses only on phase III.

A. ASSESSMENT OF GENDER ANALYSIS (OR COVERAGE OF WID ISSUES)

Gender issues are addressed in the Phase III project paper. Some consideration is given to the gender division of labor in rice production. It is anticipated that the impact of the research program would be gender neutral or should favor women farmers. Women's concerns are purportedly taken into account in the research and development process given that FOFIFA (the National Center for Applied Research on Rural Development) is 65 percent women. The employment of female professionals is thought to ensure that new technologies are not detrimental to women farmers. No reference is made, however, as to the availability and/or need for female extension agents. Further on, it is emphasized that researchers need to recognize the needs and socio-economics constraints of the farmer beneficiaries who are both men and women.

Issues pertaining to male and female farmers include their participation in the diagnostic, planning and design of research; beneficiary feedback to researchers for on-farm trials; and farmer-managed verification trials to test new technologies.

B. ADEQUACY OF BASELINE DATA FOR MONITORING PURPOSES

The evaluation section of the Phase III project paper suggests that baseline data is being gathered to assess impacts on client farmers of the past 10 years of implementation and more. Base data will be obtained from existing farm household expenditure surveys and historical production data from MINAGRI, and baseline surveys conducted by FOFIFA. USAID was also to have collected baseline socio-economic data at the beginning of this third phase to serve as a measure of impact of adoption and yield changes over the five

years of the phase. This needs to be verified through discussion with the Project Officer who was not available at the time of this review.

It can be assumed that data is being gender-disaggregated to the extent that female farmers are clients of rice varieties and technologies.

C. INTEGRATION OF GENDER VARIABLE IN DESIGN

An interview with the one female scientist in the Research Development Department revealed a high level of awareness of the gender issues as a part of the social science issues being confronted. Researchers are learning that the division of labor in rice production and social structures are very different on the Northwest coast as compared to the High Plateaus. Gender analysis is, in fact, being applied in this process, evincing differences which presuppose a different approach to involving farmers from one region to another. The division of labor in rice production is much more flexible in the Plateaus and, consequently, both men and women farmers demonstrate some interest and knowledge about the varieties. On the coast, men do all the tasks except for the transplanting which women do. It is also more difficult to have access to women in the Northwest region.

Based on this discussion, gender analysis is being applied in the area of research development. The researcher from RDD, in fact, is currently in a position of searching for the most appropriate strategy to make contact with female farmers in the coastal region, as it is extremely difficult to elicit information from women without consulting with their husbands or other male farmers at the same time. It also raises the question of how critical women's involvement in the trials might be in a region where men do most of the tasks in rice production, except for the transplanting.

It is reported that women also do the beating of rice and the project is now looking into the feasibility of introducing micro rice mills which could be manufactured locally.

D. INTEGRATION OF GENDER VARIABLE IN IMPLEMENTATION

Apart from the interview referred to above, little information is available otherwise to assess the application of gender analysis in implementation. Essentially, seed varieties are being tested on-farm with locally-specific information about the farmers who are both men and women.

E. DOCUMENTED PEOPLE-LEVEL IMPACTS

According to the project paper for Phase III, there will be an analysis of the impact of rice yield increases on farmers' fields, the enhancement of household incomes, and other positive impacts which the program has made on client farmers in its 10 years of existence. These findings should be gender-disaggregated.

F. RECOMMENDED ACTIONS

1. The transfer of seeds and technologies should be based on a sound understanding of both the gender power relations within the household and community and the gender division of labor. These efforts are already underway in the project but care should be taken not to force the participation of women, where it is not appropriate.

2. One constant is women's low level of productivity stemming from their multiple roles in the household and 'on the farm.' The idea of introducing technologies to alleviate that burden, such as the micro rice mill, is supported, but women need to be consulted starting at the design stage.

3. Technology adoption should be tracked by gender.

4. The impact of technology and seed adoption on men's and women's labor demands should also be tracked.

G. IMPLICATIONS FOR PROGRAM LEVEL REPORTING

PROJECT: THE MADAGASCAR AGRICULTURAL EXPORT LIBERALIZATION SUPPORT PROJECT (MAELSP) (687-0102)

PACD: August 31, 1995 (Project Amendment Apr 28, 1992) (five-year project)

PROJECT GOAL: To increase rural incomes.

PURPOSE: To reduce policy and procedural impediments to liberalized Malagasy external markets (MAELP); and to increase private sector exports of "non-traditional" agricultural products (MAELSP).

A. ASSESSMENT OF GENDER ANALYSIS (OR COVERAGE OF WID ISSUES)

No gender analysis was applied specifically in the MAELSP project thus far, which, until the Project Amendment in 1992, was focused on policy reform. The project amendment, nonetheless, does specify that a screening mechanism for the design of future activities will be developed to incorporate sociocultural dimensions, inter alia.

B. ADEQUACY OF BASELINE DATA FOR MONITORING PURPOSES

There has been no baseline data to date although a number of technical studies and a series of policy studies had been conducted. The phase beginning in 1992 after the project design will be focused on case studies to assess the export potential of specific commodities, such as arabica coffee, dry beans, and essential oils. These case studies will provide a better avenue to integrate questions of gender as part of the diagnostic for identifiying constraints related to the commodity subsectors.

Knowledge about women-owned and operated businesses is through contact that has been made by project staff with businesses and associations in the first phase of the project. A survey of 70 women-owned businesses in the regions of Antananarivo, Tamatave, and Majanga were conducted for the APDF by Lucille Randria which can in part be used as baseline data. In general, more systematic data on male- and female-owned and operated businesses, particularly for the commodities selected under the case studies, is warranted.

A review of statistical sources related to agricultural production, procession and marketing, especially for export is also available. Most of the data is very general, produced by ministries, and measured in terms of volume of exports, for instance, of a

particular commodity.

Another anticipated data source was the World Bank household income survey. The study which was supposed to have been started in 1991 is only now being launched.

C. INTEGRATION OF GENDER VARIABLE IN DESIGN

Gender-disaggregated data or information on gender differences in commodity subsectors were not forthcoming and hence did not affect project design. These issues will be treated in the new phase of greater emphasis on specific commodities and case studies as well as in training activities.

D. INTEGRATION OF GENDER VARIABLE IN IMPLEMENTATION

With respect to training, it is reported that over one-third of the participants (out of a total of 29) in a three-month specialized training program in the U.S. from 1990 to 1991 were women. MAELSP also funded short seminars at INSCAE (the Institut National des Sciences Comptables et de l'Administration d'Entreprises) which had 34 percent female participants. Business English courses were also offered through INSCAE to the 29 persons scheduled for the U.S. participant training.

The PSC has not yet been hired to implement the new phase of training which will be more closely linked to selected commodities. One type of training will deal with well-defined problems, such as access to finance; and another will be follow-up training as part of the findings of the subsector studies. Recommendations for this next phase of activities are listed in section F below.

During this portfolio review the opportunity arose to update John Thomas on the AFR/ONI-sponsored "Women in the Market" initiative in a meeting with Mrs Lucille xxx Randria, the Malagasy businesswoman participating in this activity. The ideas and information which emerged at the meeting led to some of the recommended actions below.

E. DOCUMENTED PEOPLE-LEVEL IMPACTS

There is no baseline as of yet but once the case studies are completed, it will be possible to begin tracking people-level impacts, particularly in terms of income and employment on a gender-disaggregated basis in the commodity subsectors.

F. RECOMMENDED ACTIONS

1. Training activities in the second phase should set a target of 35 percent female participation, provided the businesswomen are competitively involved in the commodity subsectors being considered. Female participants should be encouraged in the training to identify any constraints they deem particular to women in agribusiness development.

2. While some market surveys and production studies have already been done (dry beans, spices, coffee), the ones that have not should begin to incorporate information on producers and exporters (both ends of the spectrum) that might reflect gender differences. Relevant questions that could be part of the existing methodology are illustrated below:

   a. Do women producers seem to have equal access to markets and commercialization of a specific commodity?

   b. Are there any recognizable differences in male vs. female access to information on export markets? What do men and women report in terms of such access?

   c. Are there any significant differences between male- and female-owned enterprises to specialize in a commodity or diversify its services and market orientation? If so, how can this be explained?

   d. What do female and male entrepreneurs perceive to be the benefits of joining trade associations, etc.?

3. To the extent that baseline data will be drawn from case studies or market surveys, they should at least include information on whether the businesses interviewed are male- or female-owned and operated. The Africa Project Development Facility (APDF) study of female-owned businesses in three regions of the country should be obtained from Philippe Blanc, tel. 42058. Generally, baseline data should disaggregate the number of female vs. male-operated and owned enterprises and the number of male and female employees for each enterprise. (Josoa Razafindretsa will be responsible for this.)

4. Some qualitative information regarding constraints and opportunities should also differentiate by gender of business. The second phase of the Women in the Market initiative scheduled to begin this Spring will conduct a survey of female-owned businesses to determine areas of significant difference for men and women

in business. Any upcoming market surveys, commodity subsector analyses, and any resulting project interventions should take into consideration the findings of the Women in the Market survey.

5. It is also recommended that the newly-formed Association of Businesswomen headed by Florette Andriamiarisatrana, the Dir. Gen. of la Société Eleveur, should be consulted for any upcoming market surveys and in the recruitment of participants for training linked to the development of case studies.

G. IMPLICATIONS FOR PROGRAM LEVEL REPORTING

Reference to the ownership and operation of business needs to be gender-disaggregated. To track employment impacts, number of female and male employees for each enterprise is also in order.

PROJECT: COMMERCIAL AGRICULTURAL PROMOTION (CAP) (687-0118)

DATE OF PID: December 11, 1992

PROJECT GOAL: To increase private investment and employment in commercial agriculture.

PROJECT PURPOSE: To increase domestic trade in cash crops from the Fianarantsoa and Mahajanga high potential zones.

GENDER ISSUES FOR CONSIDERATION IN DESIGN:

The design and implementation of CAP will be carried out under a new contracting mechanism called the Design and Perform (DAP) mode which selects an institutional contractor for both phases at once. At the time of this writing, proposals had just been received and were being reviewed by project staff. This section is therefore intended to articulate gender issues to consider in the actual project design.

1. **Access to inputs.** There is often a gender disparity in the access and transfer of inputs (seeds, fertilizers, new techniques, technologies, etc.) to small farmers. Discussions with Malagasy women and project staff revealed that mechanization is usually associated with men; women rarely reap the benefits. Studies in Madagascar have also shown that female-headed households (30 percent of total households) experience less access to factors of production than male-headed households (Min. de la Population, 1992:87). Women are involved in all phases of production and processing, except for land preparation. Even where men share agricultural tasks with women, the latter are still solely responsible for all domestic chores.

2. **Organization of production.** The extent to which women are organized in production or take part in producers' associations is not known. However, generally speaking, it is not possible for women to gain access to markets and inputs without being organized, as they usually need to pool their resources, i.e. labor and savings.

3. **Formation of agribusiness enterprises.** Female involvement in agribusiness has not been well documented. The MAPS Private Sector Survey (1991) reports that 19 percent of agribusiness firms in the sample are women-owned. It is interesting

to note, according to the MAPS Survey, that women-owned firms tend to employ a higher percentage of women in management positions than large firms do (47 vs. 15 percent, respectively). The difference for the skilled and professional labor force, however, was not significant when comparing women- and men-owned enterprises generally. The Women in the Market Initiative should begin to offer a more complete picture of female involvement in business.

In subsistence agriculture, women are mainly responsible for the post-production activities, however, female representation drops signficantly for formal sector activities in agriculture, of which women constitute nine percent (UNDP, 1993:54). The MAPS Survey shows 13 percent female ownership for all formal sector firms (agribusiness and other) in its sample. Women tend to figure more prominently in the informal sector which is substantiated by the MAPS Survey with 26 percent female-ownership of all informal sector businesses. While there are reasons common to both men and women for remaining "informal," the condition particular to women at subsistence level is the need to diversify her remunerative activities (to minimize risk) and to have the flexibility in time and labor allocation because of her additional domestic and reproductive responsibilities.

4. **Crop commercialization.** In Madagascar, as elsewhere in Africa, the tendency often exists for men to take control, when a crop (cash or food) becomes commercialized, thereby, reaping the major portion of the benefits. This often brings with it competition between the marketed crop and subsistence crops for utilization of the land, investments, and labor. Women are involved in trading (as small sellers) which contributes to cash income for basic subsistence needs. It is not known to what degree women are collectors or intermediaries.

RECOMMENDATIONS FOR DESIGN AND IMPLEMENTATION

1. Efforts to disseminate inputs which would increase labor productivity should pay careful attention to distribution to women, especially because agricultural intensification creates both an increase in the volume of output and labor/time allocation to agriculture, often at the expense of other activities (e.g. reproductive, domestic). The access to inputs is then what determines the extent to which women are able to commercialize production and derive the benefits. It would also be worth testing as well the response of male and female farmers to a high-earning crop - do they substitute the production of one crop for another, or do they only introduce the crop if it does not conflict with already existing labor demands? Also, who decides on crop substitution in male-headed households?

2. To the extent that the project will "encourage innovative approaches to support existing or nascent producer associations..." (p. 11, PID), it will be important in the design to note female representation in producer associations and determine the need to target women specifically. If women are especially active in off-season crop production (as is likely to be the case in Fianarantsoa), it should be seen whether they would be motivated to form a producers' association for a specific crop(s) and whether this would be a more effective means to increasing production. The same can be asked for women in the rice-producing region of Mahajanga.

3. Female ownership and management of agribusiness firms ought to be encouraged. Design should rely on the information available from the Women in the Market phase II survey to rank the constraints women face in developing or expanding agriculturally-based enterprises.

4. Given the small percentage of women in agribusiness, the formal sector, and commercialized agriculture, it is recommended that viable alternatives be identified to improve their share of the market. Avenues should be sought for ensuring benefits to, and participation in, the expansion of commercial agriculture. Below are some suggested opportunties for women and strategies for implementation:

   - By increasing their incomes through value-added activities, such as food processing;

     Strategy: identify areas of Mahajana and Fianarantsora with a preponderance of female-headed households and/or subsistence-level farmers whose access to markets and market towns is significantly limited. A needs assessment (such as a PRA) would determine appropriateness of introducing value-adding and labor-saving technologies for food crops;

   - Through employment in agribusiness enterprises or supporting enterprises;

     Strategy: contact agribusiness or related enterprises in the region to be supported by this project in order to also get an idea of percentage of female employees and skill requirements. Find out about recruiting procedures, quality of female and labor force, and constraints specific to employment of women, if any.

   - By diversifying crop production which favors the distribution of her labor over the agricultural calendar and simultaneously obtains a market demand;

Strategy: Identify geographic areas favorable to cultivation of off-season crops and/or nontraditional high-value crops. Through a PRA exercies perform an analysis of labor and time budgeting for women and men to elicit response, incentive, and potential to diversify crop production.

- By increased sales of cash crops resulting from intensification; and

  Strategy: Based on a geographic area where land is scarce but access to markets is fairly good, determine through a pilot survey whether women and/or men are growing a cash crop and the feasibility of introducing inputs and technologies to intensify production.

- Through ownership and management of agribusiness firms.

  Strategy: contact agribusiness firms owned and managed by women to learn what their difficulties may have been in establishing a business. Find out what kind of assistance to "aspiring" businesswomen they would recommend.

RECOMMENDATIONS FOR MONITORING AND EVALUATION

In the design of the monitoring and evaluation system for CAP, certain baseline data will need to be gender-disaggregated to track people-level impacts. The following suggested measures are derived from the above recommended actions:

1. Increase in incomes for men and women from value-added activities;

2. Employment of men and women in agribusiness enterprises;

3. Increase in incomes accruing to men and women from crop diversification;

4. Adoption of productivity-enhancing technologies and inputs by men and women;

5. Increase in income for men and women from marketing of cash crops; and

6. Number of women- and men-owned and operated agribusiness firms.

IMPLICATIONS FOR PROGRAM-LEVEL REPORTING

The recommended actions have relevance to target 2.2 under strategic objective 2 - to increase and diversify agricultural production and sales.

PROJECT: BUSINESS EXPANSION THROUGH SERVICES AND TECHNOLOGY (BEST) PROJECT

ANTICIPATED STARTING DATE: FY 1994

PROJECT GOAL: To expand business services (?)

PROJECT PURPOSE: To create a supportive environment and access to the services and technology needed for private sector expansion.

GENDER ISSUES FOR CONSIDERATION IN DESIGN:

A Women's Business Association was just created a month ago under the leadership of Florette Andriamiarisatrana, the Directeur General of the Société l'Eleveur. The announcement of a first meeting drew 40 businesswomen or business-owners who represent a variety of industries from construction companies, fishing, furniture, food, crafts, communications, and others. The heterogeneity of the group seems to indicate that the incentive to join relates to issues specific to women in business. (See Annex 5 for more information on this association.)

It is not known whether gender biases exist in current procedures, policies affecting business starts or operations, conditions for obtaining credit or investment approvals. It is true that women often do not have the collateral or guarantee to apply for a bank loan. The actual experience of businesswomen may be more telling than what exists "on the books," however, this needs to be substantiated.

Women in Madagascar do not appear to be confined to certain kinds of businesses, like crafts, and are free to join industry-specific associations or trade associations. Here, too, it would be more revealing to solicit the perceptions of women who choose to join or not to join associations. This warrants further analysis.

Because women are a minority in business, as they are in the formal sector, creating a more favorable environment for foreign investors who may be interested in joint ventures, for example, raises the question of any gender differences in securing the access to and confidence of foreign businesses who are also, more often than not, likely to be men.

It is also worth asking whether the choices of female entrepreneurs of where to locate

their businesses are different from men's. Other questions, relating to female vs. male decision making or risk taking, are of relative importance for understanding behaviors, if such generalities can be made. But they are also relevant in designing strategies to assist businesses.

RECOMMENDATIONS FOR DESIGN AND IMPLEMENTATION

1. The activities of the Women's Business Association should be followed and supported, particularly in this nascent stage. Their agenda and objectives will be very informative to anticipating gender differences in policy impacts, regulatory reform, and actual experiences. It is worth noting that this association is unique in its heterogeneity and for this reason could actually play "an effective bridging role between firms of different types and operating in different regions."

2. As the BEST Project is being designed, it is crucial that the Women in the Market survey be used for any inquiries to be made into the experience of female-owned businesses.

3. In any preliminary studies to be conducted prior to the PAIP for the BEST Project, it is recommended that the following issues are at least raised and pursued, where deemed significant:

   - Are there any gender biases in policies, regulations and procedures?

   - Is there a behavioral difference between male- and female-owned businesses, relating to location of businesses, risk taking, or decision making?

   - Do foreign businesses and investors exhibit preferences for businesses on a gender basis?

   - Do female entrepreneurs rely best on one another rather than mainstream channels to maximize communication flow and exchange of information?

RECOMMENDATIONS FOR MONITORING AND EVALUATION

1. Monitor the growth of male- and female-owned businesses assisted by USAID.

2. Establish gender-disaggregated baseline data initially for businesses in the two high-potential growth zones.

3. Monitor information flow (e.g. on markets, investment opportunities) between regions (esp. Antana and the provinces) and between male- and female-owned firms.

4. Track technology transfers to male- and female-owned firms.

IMPLICATIONS FOR PROGRAM-LEVEL REPORTING

Target 1.3 to expand business services under strategic objective one will need to develop additional indicators, as studies are done.

PROJECT: FINANCIAL MARKET DEVELOPMENT (FMD)

DATE OF PAIP: March 1993

PROJECT GOAL: To increase the level of domestic financial resources going to the private sector.

PROJECT PURPOSE: To augment the capability of two financial institutions (the Central Bank and the Caisse d'Epargne de Madagascar)

GENDER ISSUES FOR CONSIDERATION IN DESIGN:

Some discussion of gender issues is applicable to the project component which will strengthen the financial services of the Caisse d'Epargne de Madagascar (CEM). The mobilization of rural savings is likely to have the most widespread and direct benefits to rural households, as compared with the other project components.

The gender issue here relates chiefly to access to the postal services savings mechanism. It would be germane to know, assuming both men and women as individuals are eligible for opening an account, whether access is constrained for women and/or men. In the absence of any taboos against earning interest or saving money for future investment, either on the part of women or men, it would be useful to know whether other disincentives (social, cultural, location, income level, etc.) exist for them to open savings accounts.

It is clear that some regions may be so remote and subsistence-based that very little cash circulates. This condition may or may not differ for women than for men. It could, for instance, depend on whether a particular region necessitates that men migrate in search of wage employment while women mainly barter to meet their household needs. Another factor to consider is that in most households in Madagascar, women manage the finances, although they do not necessarily decide on its use. However, the decision to bank the money may be the woman's.

RECOMMENDATIONS FOR DESIGN AND IMPLEMENTATION

The following questions are intended for the market survey with clientele and non-

clientele in the Antananarivo area which will be conducted in preparation for the PAAD.

1. What percentage of the clientele are women? Is it higher in areas with a higher percentage of female-headed households?

2. Are there any gender-based differences in the need for a savings mechanism? Does the need also differ by short-, medium-, or long-term (size of investment)?

3. Do men or women already utilize a traditional or informal form of savings?

4. Do men and women in a household pool their income before deciding on its use?

5. Are there are any cultural barriers to accumulating cash or earning interest on it?

6. Are potential distance barriers different for men than for women?

7. Do women and men in the same income category differ in their perception of the need for an interest-earning savings option?

RECOMMENDATIONS FOR MONITORING AND EVALUATION

1. Track accounts by types of users: associations, individuals (by gender), couples.

2. Track growth of accounts by gender in terms of frequency of deposits, size of deposits, and length of savings' time. Age and marital status would probably also be relevant here.

IMPLICATIONS FOR PROGRAM-LEVEL REPORTING

This project pertains specifically to target 1.2 -- financial market reforms increase domestic resources for private sector -- under strategic objective one. In addition to existing indicators (in FY92 API), the number of CEM accounts by gender should also be tracked.

PROJECT: MARKET INFRASTRUCTURE EXPANSION (MIX) PROJECT

ANTICIPATED STARTING DATE: FY 1994 (to FY 1999)

PROJECT GOAL:

PROJECT PURPOSE: To improve local level management and provision of market services and facilities.

GENDER ISSUES FOR CONSIDERATION IN DESIGN:

The location of male- and female-owned businesses is important to note for the purpose of identifying market services to be developed which will benefit and give equal incentives to both men and women to establish or expand a business in an area. As for the BEST project, it would be useful to know whether men and women have different decision making behaviors or are affected by different factors in where to locate a business. While the availability of market services affects all businesses, there may be other factors such as distance, e.g. relative to other productive activities in which one is involved or relative to the place of residence, which may be a more significant consideration for women than for men. Certainly, this may apply more in the case of small-scale firms vs medium- or large-scale. It also depends on the type of business, such as a feed mill, which would have to be located near a molasses plant, for reasons of economic efficiency.

Another important issue is the degree to which women-owned businesses have a voice in muncipal government so that their interests are also represented in decisions on what services ought to be made available. This is understood since such investments are supposed to be demand-driven.

RECOMMENDATIONS FOR DESIGN AND IMPLEMENTATION

1. Studies to assess the demand for market services should consult with local women's businesses, associations, or Chamber of Commerce. This is especially important in areas where women are not involved in local government.

2. Preliminary studies which may be carried out under BEST or MIX need to include an investigation into the factors affecting decision making for male- and female-owned businesses.

3. Attention should be given to number of women who take part in training under this project, relative to the number of women to be found in municipal administration.

4. Informal sector micro-enterprises, many of which are operated by women, should not be ignored in assessing demand for market services.

RECOMMENDATIONS FOR MONITORING AND EVALUATION

1. Track number of business starts or new business initiatives by gender of ownership resulting from improved market services.

2. Monitor impacts on both male- and female-businesses from changes in taxation, etc.

IMPLICATIONS FOR PROGRAM-LEVEL REPORTING

The MIX project relates directly to target 2.3 to expand locally-managed market services. No new indicators are recommended at this time.

V. AGGREGATE ASSESSMENT

ASSESSMENT OF GENDER ANALYSIS (OR COVERAGE OF WID ISSUES)

For projects which already have a Project Paper, the approach taken is, for the most part, a WID focus rather than an application of gender analysis. Women are referred to separately, i.e. as a special category. As a result, the consideration of gender issues tends not to be systematic and not incorporated into existing inquiries or hypotheses. Some projects also had a WID section within the Social Soundness Analysis which reinforces their separate treatment. In health and family planning projects, gender analysis proves to be particularly important to ensure that men are targeted as well.

WID issues were at least raised in all project papers except for the MAELSP project. A WID orientation is better than no consideration at all, although it usually translates into activities that target women or women's groups, which may not always be the most appropriate strategy.

ADEQUACY OF BASELINE DATA FOR MONITORING PURPOSES

None of the projects has yet designed monitoring and evaluation systems or a database per se. Projects which have been designed and are entering an implementation phase have established sources and plans to disaggregate by gender. To wit, the capability exists to monitor impacts on men and women and to measure the extent to which both men and women are participating and benefitting from project interventions.

In the case of the MAELSP project, additional assistance in terms of baseline data and a baseline "situation" for women in business will be provided by the Women in the Market initiative survey.

Recommendations for monitoring and evaluation for all projects not yet designed have been made.

INTEGRATION OF GENDER VARIABLE IN DESIGN AND IMPLEMENTATION

Projects that have been designed are, in fact, integrating WID or gender issues in the design. The participatory rural appraisals (PRAs), for example, being carried out by NGOs under SAVEM are applying gender analysis in the diagnostic phase.

MAELSP and IRRI are the most advanced in their implementation phase. Apart from its training component, MAELSP has not integrated gender in design or implementation, however, recommendations have been made to address gender issues in market surveys, training, and case studies to be completed.

Recommendations have been made for projects not yet designed, which mostly apply to the preliminary studies to be undertaken.

DOCUMENTED PEOPLE-LEVEL IMPACTS

People-level impacts can not be discussed in the absence of implementation of activities. It was stressed, nonetheless, that wherever people-level impacts are to be tracked, they be gender-disaggregated.

RECOMMENDATIONS FOR ROUTINE INTEGRATION OF GENDER

The recommendations below reflect the nature of the "recommended actions" made for individual projects in toto and are therefore not sector-specific or project-specific. Recommendations for institutionalization of WID or gender analysis, as they pertain to the Mission as a whole or to operations, are found in section VI below.

1. **Use a gender analysis approach.** It is better not to separate out women as a single category because it runs the risk of marginalizing them further. Often the singling out of women is indicative of a known inequity that is gender-based. Applying gender analysis allows broader coverage of issues that may not relate strictly to gender inequities but to differences in roles, responsibilities, and behaviors that need to be understood from the outset in order to ensure successful and appropriate interventions.

2. **Disaggregate by gender in baseline surveys.** It is sometimes necessary to do some exploratory work that will tell you what you need to know and track. In the same vein, gender differences sometimes need to be ascertained in order to determinine that gender is a critical variable. Monitoring or an analysis may reveal that gender disparities do not exist.

3. **Integrate the gender variable as part of the conceptualization of your inquiry leading to design.** This is important to understand whether there is a problem or not in, say, male and female access to factors of production, or access to information about new markets. This systematizes consideration of gender issues instead of relegating it to a specific area of concern. Most of all, it serves as the

basis for formulating or testing interventions that will positively affect both men and women.

4. **Avoid limiting consideration of WID or gender to impacts only.** Too often, projects are designed in a way that predicts impacts on men and women and then aims to mitigate the negative impacts. This approach disabuses the project from the responsibility to address gender issues in implementation and legitimates evaluating impacts only at the end of the project.

5. **Avoid across-the-board targets to increase female participation.** Female participation in projects is not the only measure for ensuring benefits accrue to women as well as men. It can actually be detrimental to women, when enforced, if a prior analysis has not been done to ascertain their motivation, availability of time and labor, and so on. Moreover, there may be cases where women benefit from a project without being the participants.

6. **Consider female share in decision making as part of efforts to integrate women in development.** This objective can pertain to decision making at the household level, community, or national level. Project activities seldom aim at improving women's empowerment. In the long term, women will not be mainstreamed until they are able to share power at all levels of decision making. Insofar as democracy is a target of opportunity, attention to women's participation or knowledge about their legal rights, for example, should be demonstrated.

IMPLICATIONS FOR PROGRAM LEVEL REPORTING

Mostly all projects, even those not yet designed, have correspondence in program reporting at the target level. Some additional indicators have been suggested to track people-level impacts, although little work was done on this because of the number of projects not established. It is important that indicators be revisited as activities get underway and better "baseline" information becomes available.

VI. TOOLS FOR INSTITUTIONALIZIING WID IN THE USAID MISSION

The following is a set of existing tools that Missions can opt to implement as a guide in achieving more systematic integration of gender considerations into programs and projects. The list does not represent a standard package for adoption. Missions need to carefully consider first what mechanisms suit their needs. The experience of Missions in Africa is quite varied: some have a longer tradition of integrating gender across their portfolio; some require "reminder" tools; others, the "how-to's," and still others, rules for adherence.

Reporting Mechanisms

1. PIRs. Report progress in gender/WID based on indicators (interim and impact)

2. Monitoring and evaluation systems. Include gender-disaggregated data in baselines.

3. Project evaluations. While a gender specialist is sometimes hired for this purpose, it is preferable to integrate coverage of gender issues in the team scope of work as part of the technical expertise required.

4. APIs. There will be new guidelines on gender in the next issuance of API guidance. Gender-disaggregation should occur where appropriate and explanatory information on progress should be reported in the narrative section.

Information Base on Gender/WID

1. A bibliographic reference. This reference list should be kept of reports that assess the status of women or socioeconomic surveys that include gender-specific information. These materials can be included in documentation for consultants and mission staff when composing reports on various projects.

2. National level statistics on men and women. Some basic indicators that describe the status of men and women and are easily accessible are useful to have on hand for distribution and reporting purposes.

Mission Level Actions

1. **Mission WID committee.** The committee can be set up voluntarily or by designation and establish its own set of requirements on gender integration applying to Mission staff and technical assistance. The requirements tend to be fairly operational in nature. Sample copies are available.

2. **Mission WID order.** The WID order puts into action the WID committee. A WID order can also be drafted to implement the recommendations of the portfolio review, for instance.

3. **Donor WID coordination group.** This is also a voluntary grouping which some countries have initiated in view of the perceived need to exchange information on WID strategies and coordinate efforts to improve the status of women.

4. **Consultation with local women's groups.** This is a strategy which some AFWID advisors have been experimenting with. It provides a means for local women to express their needs, receive support for building their institutional or organizational capacity, and act as a consultative group on new project designs, for example.

5. **WID action plan.** This document was a one-time requirement from AID/W, R&D/WID instituted in 1989. All Missions to date have submitted a WID action plan and there is no requirement to update or resubmit it. Some Missions have elected to update and continue to use the WID action plan becauses it offers both a strategy and a workplan against which to measure progress for Mission activities.

Training

1. WID officer. Occasionally, training opportunities become available for Mission WID officers that provide hands-on tools for carrying out these responsibilities in the Mission.

2. Mission-wide. The entire staff may wish to participate in a training which can be done at the Mission.

3. Other. There are a number of other training exercises for different audiences. Missions can buy-in to the GENESYS Project for this purpose.

ANNEXES

ANNEX 1

STATISTICS ON THE STATUS OF WOMEN IN MADAGASCAR

INDICATOR	FEMALE %	MALE %	YEAR RE-PORTED
% attended school	57.10	60.30	1988
Primary school enrollment	95	97	1988
Literacy rate	68	86	1975
Life expectancy at birth	51.50	49.50	1992

Health and Family Planning

- Fertility rate: 6.6
- Maternal mortality rates: 240-340/100,000 (A Malagasy mother has three times the risk of mortality of a Mauritian mother and 20 times that of a French mother.)
- Female mortality rate linked to childbirth and abortion: 4.6%
- 25% of women between the ages of 15 and 49 are single mothers (1986 survey)
- Women vaccinated against tetanus: 12%

Employment

- Female participation in the private sector: 10%
  - Of that, 2.2% are in a high-ranking position and 5.4% are in mid-level professional positions
- Female participation in the modern sector (wage employment): 17% in 1990
  - in industrial activities: 59%
  - in the service sector: 32%

- in activities related to agriculture: 9%

- 29% out of a sample of 265,000 people in the informal sector are women (1990 survey by PECTA)

Business

- 14% of all formal sector enterprises are headed by women

- 17% of all firms in the MAPS Survey (1991) are owned by women
  - Of which, 19% are in agribusiness
  - 29% in manufacturing
  - 41% in commerce
  - 19% in service

- Women business owners account for 26% of informal sector firms and 13% of all formal sector firms (MAPS Survey)

- Percentage of women owners:
  - among large firms: 9%
  - medium-scale firms: 4%
  - small-scale firms: 13%
  - micro-scale firms: 23% (MAPS Survey)

- 24% of exporting firms (sell at least 35% of goods abroad) are women owned (MAPS Survey)

Agriculture

- 32.7% of households are headed by women

- Women spend 30 to 40% more time on agricultural and domestic responsiblities than men (16 hours)

- Distribution of help women obtain for domestic chores in an urban household:
  - partner, 9%
  - children, 39.9%
  - domestic help, 14.9%

- relatives, 6%
- none 30.2%

- Agricultural wage labor for 7-15 hours of work:
  - 1,000 FMG for men
  - 750 FMG for women

Decision Making and Politics

- Of all the ministries, women are well represented in the ministries of Education and Health, accounting for 73% of female employment in all ministries (1977)

- Women make up 8.2% of all senior staff positions and 43% of civil servants (1987)

- Of the 53 political parties registered with the Ministry of the Interior in 1992, 29 out of the total 301 members of political parties were women (9.7%)

- There are 4 women out of 132 deputies in Parliament (Comite de Redressement Economique et Social)

ANNEX 2

RAPPORT DE SYNTHESE SUR LE THEME DE L'ANALYSE DU GENDRE DANS LES PROJETS DE CONSERVATION ET DE DEVELOPPEMENT INTEGRES

DATE: le 1er avril, 1993
LIEU: Au bureau de l'ANGAP
PARTICIPANTS: voir Annexe 3

Cette réunion a été organisée à l'occasion de la visite de Mme Mary Picard de l'USAID/Washington qui est la conseillère dans le domaine de WID[1] du Bureau de l'Afrique. Le but de sa visite était d'évaluer le progrès au sein des projets financés par l'USAID en ce qui concerne l'intégration du gendre et au délà de cela, d'assurer l'intégration systématique du gendre au cours des différentes phases des projets par son assistance délivrée aux coordinateurs du projet de l'USAID. Dans le cas du projet SAVEM, Mme Lisa Gaylord, le coordinateur du projet, a facilité cette assistance et Mme Jacqueline Rakotoarisoa, Directeur de la Valorisation des Ressources Humaines à l'ANGAP, a organisé la réunion avec les opérateurs des projets, les représantants de l'ANGAP, du GMU, et d'autres personnes concernées.

La réunion a consisté en un exercise d'application de l'analyse du gendre aux projets de développement et de conservation à partir de l'expérience et les connaissances des participants.

La discussion s'est dégagée autour des questions suivantes:

1. Est-ce que les hommes et les femmes ont différemment accès aux ressources (la terre, les produits forestiers, etc.)?

2. Est-ce que les hommes et les femmes exécutent des tâches agricoles différentes? Est-ce qu'ils se partagent les travaux domestiques? Est-ce qu'ils ont des revenus distincts? Qui est responsable des dépenses du ménage?

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[1] Women in Development - Les Femmes dans le Développement. Pour le reste de ce papier, le WID se remplace par l'analyse du gendre qui prend en considération les roles et les responsabilités des femmes ainsi que des hommes.

3. Quelles ressources forestières les hommes et les femmes utilisent-ils? Est-ce qu'ils gèrent les ressources séparément?

4. Est-ce qu'il y a des femmes chefs de famille? Est-ce qu'il ya des femmes "mananontena"?

5. Qui prend la décision dans le ménage et dans la communauté?

Ce qui suit est le dénouement de la discussion de chaque thème:

I. L'ACCES AUX RESSOURCES

- Il faut distinguer entre la loi et "la réalité:"

  - Selon la loi sur l'acquisition de la terre, la répartition entre hommes et femmes est égale suite à une succession. La loi s'applique si un testament n'existe pas. Le droit coutumier règne souvent dans la campagne et ne garantit pas une répartition égale. Donc, l'accès à la terre dépend de la région et de l'ethnie mais généralement, il est plutôt défavorable à la femme.

  - Le Ministère des Eaux et des Forêts donne des permis aux femmes comme aux hommes pour l'utilisation des ressources forestières. Il faut quand même voir le pourcentage de la forêt qui est en fait exploité par les femmes.

- Il existe une grande lacune dans le présence des femmes en tant qu'utilisatrice des ressources forestières (axé sur la subsistance et les petites commerces) et en tant que cadre professionel dans le domaine de la foresterie (c'est pareil pour l'agriculture). Au fur et à mesure qu'on monte dans l'hiérarchie des ministères, le nombre de femmes diminue. (voir la discussion sur la prise de décision)

- Il existe, en général, un problème des attitudes et contraintes culturelles qui défavorisent la femme ("le machisme," selon une participante) (voir aussi la discussion sur la prise de décision.)

II. LA DIVISION DU TRAVAIL AGRICOLE ET LES FINANCES DU MENAGE

- Pour la production du riz, par exemple, les femmes sont responsables du sarclage, ce qui est un travail très dur. Les hommes sont impliqués dans tous les travaux de la terre. D'autres tâches, comme la moisson ou la récolte,

peuvent être partagées, selon la région ou l'ethnie.

- La transformation et la conservation sont faites par les femmes.

- La collecte du bois et de l'eau ainsi que tout le transport sur la tête se fait par les femmes. S'il y a une charrette pour le transport, l'homme s'en occupe.

- La division du travail est très marquée pour tout ce qui concerne les tâches domestiques où la femme est la seule responsable.

- Les finances du ménage sont gérées par les femmes, c'est-à-dire, la comptabilité. La décision sur les dépenses est faite ensemble par les femmes et les hommes. Les ménages ont une caisse commune pour toutes les revenus pour la famille. Mais, d'habitude, les hommes décident s'il s'agit de grands achats et les femmes décident pour les achats quotidiens.

- Il existe une différence de salaire entre hommes et femmes pour le même travail agricole.

- Pour les cultures de rente, la division du travail dépend de la tâche bien que les tâches les plus dures se fassent par les hommes.

- En général, dès que le travail engage la mécanique, l'homme est impliqué.

- En ce qui concerne la pêche, les femmes pêchenet des nasses, des crevettes, et des petits poissons, mais seuls les hommes s'occupent des autres moyens de pêche.

- Pour le bétail, d'habitude les hommes prennent charge de gros bétail et les femmes de petits animaux comme les volailles.

III. L'UTILISATION DES RESSOURCES FORESTIERES ET SA COMMERCIALISATION

- Les femmes collectent les plantes médicinales qu'elles vendent au marché ainsi que les produits artisanaux et agricoles comme les légumes de saison.

- S'il s'agit de la commercialisation du bois, ce sont les hommes qui s'en occupent. Les hommes vendent les boeufs (dans l'Ouest), les produits du bois, et du forge au marché.

IV. LA PRISE DE DECISION DANS LE MENAGE ET DANS LA COMMUNAUTE

- Souvent dans les ménages, les femmes conseillent les hommes et essaient de les influencer. Pourtant, ce sont les hommes qui prennent les décisions.

- Les femmes chefs de ménage décident pour elles-mêmes mais si la femme habite chez ses parents, ceux-ci décident pour elle.

- Il existe certaines coutûmes pour lesquelles la prise de décision est bien définie. Par exemple, ce sont les hommes qui décident de la date des enterrements, etc.

- Pour les questions techniques, la femme conseille l'homme et celui-ci applique.

- En ce qui concerne la contraception et le planning familial, le problème est qu'il est tabou d'en parler. Les décisions ainsi que les conduites dans ce domaine varient beaucoup. Il est difficile de généraliser selon le sexe qui décide, quant au nombre d'enfants désiré, etc.

Pour lier ces thèmes et ces points relevés ci-dessus aux projets integrés de conservation et de développement, la question de l'utilité de ce genre d'analyse et de renseignements a été posée. Puisque le but du projet SAVEM est de baisser la pression humaine, le groupe a pu articuler les raisons suivantes selon la phase du projet:

I. LA FORMULATION DU PROJET

- pour comprendre la structure sociale

- pour déterminer des domaines spécifiques aux femmes (comme la santé) ou aux hommes

- pour faire la collecte de données. Certains ONGs ont déjà l'expérience dans la methodologie du PRA (participatory rural appraisal) dans laquelle l'analyse du gendre a été integré. Il fallait poser les mêmes questions aux femmes et aux hommes mais dans de groupes séparé. D'autres ont fait une enquête de base et ont desaggregé les données par sexe.

- pour savoir les connaissances, les attitudes et les pratiques des gens

- pour définir les populations cibles avant de formuler les stratégies

d'intervention ou de choisir les animateurs ou les vulgarisateurs. Cela peut mener à la décision d'investir dans la formation des femmes vulgarisatrices.

On a aussi discuté la formation des femmes et a offert les raisons suivantes pour cet investissement:

- les femmes sont plus efficaces dans les communications avec les villageoises
- elles sont d'habitude déjà sur place et devraient être recrutées du village. Il a été suggéré de désigner des femmes "leaders" dans le village qui en même temps connaitraient les coutûmes, etc.
- les femmes vulgarisatrices savent écouter les villageoises.

II. **LA MISE EN OEUVRE**

- faire le suivi des connaissances, des attitudes, et des pratiques
- faire l'analyse des données durant cette phase pour permettre des adaptations où il le faut

Pour conclure, on a indiqué quels seraient les buts de l'intégration de l'analyse du gendre dans les phases du projet:

I. **L'EGALITE OU L'EQUITE** - afin d'intégrer la femme dans le développement

II. **L'EFFICACITE** - au niveau du projet lui-même et dans toutes les phases du projet

III. **LA DURABILITE** - des interventions et des solutions pour la conservation et le développement, ce qui revient au but du projet

ANNEX 3

WORKSHOP PARTICIPANTS
GENDER ANALYSIS IN ICDPS

	Organization
RAZAFIMAHATRATRA, Tiana Responsable en Formation	GMU
RAMAMONJY - RATRIMO, Mbolatiana Secrétaire Principale	WWF
RAJAONSON, Bienvenu Directeur	CI
RAKOTOARISOA, Olivia Assistante Administrative SAC	GMU
RANDRIANARISOA, Christiane Assistante Programme SAC	GMU
HAGEN, Roy Conseiller Technique Principal TRD	ANGAP
CARLSON-HEIM, Paige Interim Chief of Party PACT	GMU
ABRAHAM, Alliette Ingénieur Forestier Masoala Project	CARE
GAYLORD, Lisa Coordinatrice du projet SAVEM	USAID
RABESAHALA, Jennifer Assistante de Projet SAVEM	USAID
RANAIVOSON, Charles Président	COMODE
RAHONINTSOA, Elyane Directeur Commercial de l'Hotel RADAMA	RADAMA
RASAMIMANANA, Vololomihaja Chef de cellule des Relations Internationales	ONE
RAKOTOARISOA, Jacqueline Directeur de la Valorisation des Ressources Humaines	ANGAP
RAMANITRERA, Cecile Chef de Service de la Programmation, Ministère de l'Agriculture	Min/AG
RAZAFINDRAKOTOHASINA, Niaina Coordinatrice des Liaisons Communautaires	SAF-FJKM

ANNEX 4

DESCRIPTION OF THE WOMEN IN THE MARKET INITIATIVE

The Africa Bureau Office of Operations and New Initiatives (ONI) has sponsored the Women in the Market Initiative as part of its support for private sector growth in Africa and in recognition of the important role that African women have traditionally played in the marketplace. This initiative has been launched in collaboration with international donor agencies and forums such as the Africa Project Development Facility (APDF) and the African Business Roundtable (ABR).

The primary outputs of the initiative will be the product of a steering committee of leading African women entrepreneurs who will establish an action agenda for improving the enabling environment for women in the marketplace. To accomplish this, the Women in the Market Initiative was originally designed to be implemented in four phases. Phase one was a meeting of twelve businesswomen who met to discuss and develop an action agenda for women. Phase two will involve contracting of surveys with women-owned and operated enterprises to identify constraints to women as well as to determine the possibilities of establishing national roundtables of businesswomen. Phase three would be a meeting to discuss survey findings and the formation of an Africa-wide network. In a fourth phase the steering committee would open a dialogue with a larger forum of women entrepreneurs and donors to formally articulate an action agenda.

Phase one was implemented by Labat-Anderson Incorporated in November 1992. Mrs. Evelyn Mungai, a leading Kenyan entrepreneur and member of the ABR, chaired and coordinated the first steering committee meeting of twelve leading African women entrepreneurs. Mrs. Lucille Randria from Madagascar is on the steering committee and attended the Nairobi meeting in November. During that meeting, several issues were discussed, including: (1) constraints to women in business, (2) identification of areas of focus to collect relevant information for an action agenda, and (3) resolutions and a plan of action including the creation of a network of African women entrepreneurs that would work on implementing action items in their respective African countries. A comprehensive report of this meeting is currently in preparation and will be available shortly.

The scope of work for phase two and three is almost finalized and will be implemented by Labat-Anderson Inc and AFR/ONI collaboratively. Based on the resolutions of the

first meeting as well as the need for a more action-oriented approach to this initiative, the surveys will be carried out in a sample of four countries, one of which is Madagascar, and will involve work that will require consulting assignments which involve collection of information as well as determining possibilities for membership and support of national roundtables. It is hoped that the membership of an Africa-wide network will comprise national roundtables representing women entrepreneurs. Mrs. Mungai, chairperson of the phase one initiative, will be coordinating the implementation of phases two and three.

ANNEX 5

MEETING SUMMARIES

Nadia Kebir, UNDP

Nadia covers WID and the social sector for UNDP. She presented a chronological overview of donor involvement/interest in WID in Madagascar. Through exploratory meetings with other donors and brainstorming with people from UNICEF, UNDP began to consider what the agency needed with regard to a strategy for WID. UNICEF had completed a study on female beneficiaries. It was noted, for instance, that there were not many female consultants and women are underemployed relative to men.

Some of the initial brainstorming led to a national seminar on women last year, sponsored by the Ministry of Population. The workshop resulted in a list of recommendations by theme (e.g. law, education) to improve the situation for women in Madagascar. Consequent to this seminar, UNDP undertook a broad study on what was known about women's status in various sectors. Apparently, the FED also did a regional study.

UNDP will soon be recruiting a consultant to draft a WID strategy which it expects will be used by donors. UNDP had done some WID coordination with other donors but, given the range of topics requiring collaboration, there appears to be a definite time constraint to starting a WID donor coordinating group. UNDP has a roster of consultants skilled in gender in development. Although the agency has been attentive to WID in its projects, no requirements have been enforced on the ground.

Nadia recommended I speak with Suzie Ramamonjisoa at the University, tel: 210 84 or 277 26. She has broad knowledge of women in Madagascar and has done studies on fertility and contraception. Nadia seemed well-informed about what other donors were doing in WID.

Mireille Rajonson, Ministry of Population

The discussion with Mireille touched on several areas in which women are concerned. Some of the information she offered follows:

- The rate of school attendance for girls and boys is about the same, although the dropout rate increases for girls after the third or fourth year. Parents are feeling

the economic pressures which affects their ability to pay school fees. Even though men and women both might contribute to their children's education, boys are privileged if the family can not afford to educate both male and female children. Moreover, there tends to be less and less confidence in the education system.

- There are not enough qualified women in the modern sector. For instance, of the three banks in Madagascar, there are no female directors of a total of 160 positions. The rank and file are women, but even with the same qualifications as men, women can not make it to the top.

- There are 3,000 extension agents in Madagascar and very few of them are women.

- The national seminar last year on women in Madagascar was the first event to prepare for the 1995 Conference on Women.

- There are some women's associations in Madagascar but they are not political groupings. In the recent elections, all heads of political parties were men. Female representation among deputies in Parliament is paltry. There really is no strong organization in Madagascar representing women's interests.

- There has been an increase in female deaths due to abortion which is not legal in Madagascar. Ms. Rajonson was particularly interested in obtaining information on the experience of other countries in contraception and abortion.

The Ministry has a series of unrelated activities dealing with:

- education in family planning
- the management of household finances
- childcare
- women's rights

Monsieur Soke and Nadia Kebir, UNDP

I met with M. Soke upon the recommendation of Nadia Kebir on the question of what strategies for reaching women effectively have worked. M. Soke has just started to do work in Madagascar but is well known for a project he launched in Senegal to alleviate women's labor burden. It was an ILO project which has grown significantly since its inception. He described Senegal as a Muslim, polygamous society, not organized, and one that marginalized women. A preliminary study on the problems and needs of rural

people was done by UNICEF. The objective was the economic integration and promotion of women through income generating activities. It was determined that women's existing labor demands - childcare, petty selling, fuelwood gathering, cereal pounding, water fetching - did not allow them time for economic activities. Hence, a study on relieving women's labor burden was warranted.

UNICEF's previous experience in grain mills was not coordinated. All kinds of equipment had been distributed, there were problems with obtaining spare parts, the cost of materials, training and management. Only 15 percent of the mills still worked. Monsieur Soke became involved in looking at the problems. He stayed for four years and covered nine regions of the country. He described a strategy which worked and succeeded in reaching 468 women's groups. The management system for the grain mill project was remarkable. The criteria used included trained artisans and mechanics, a network of spare parts, and essentially the local capability to manufacture the technology.

The management and training system worked extremely well. A simple document was designed for an illiterate population. The responsibilities - management, operation, treasurer, etc - were divided up and proved to be vital to the project's sustainability. Men operated the mill and the women managed the finances. Fifty percent of the revenues were set aside every month in the Caisse d'Epargne du Sénégal which had 121 branches all over the country. The agreement was that the money in the savings account would be used to replace the motor as well as other recurrent expenses, such as the oil.

Villagers expressed an interest in developing some of the following income-generating activities: (1) shops, (2) food processing, (3) cooperatives, and (4) gardening.

When M. Soke left, this project then became a structure which other donors could build on to meet other needs, such as water, health, etc. By 1988 it had become a coordinated structure which also got appropriated by the Ministry (of Agriculture?). It eventually led to the creation of a Ministry of WID which attracted additional donor money. The World Bank started two new projects around the grain mill project.

In Madagascar Monsieur Soke challenged the idea that cooperatives would not work. He noticed that the solidarity was there but not the organizational structure. The preliminary study for a project here focused on this aspect and on the sensitization to forming a groupement. He has been here for three months and UNDP has been working in close collaboration with the Ministry of Population which has good counterparts who are highly motivated. The problem seemed to be that they did not have already constituted women's groups to work with. The work initiated before he arrived involved two NGO agreements in Fianarantsoa in conjunction with individual women, heads of enterprises.

The strategy he conceived of is to have a group of women performing the same activity, such as beekeeping. What is important is the common interest and a means for the women to stimulate one another. This is the only way women can access other support services.

M. Soke is interested in pursuing hydropony (growing crops without soil and very little water) which was successfully introduced in Haiti. In his estimation, very similar conditions exist here in Madagascar which would favor this technique. It could then be linked with improvements in nutrition and health.

We had to cut off our discussion rather abruptly because of another meeting.

Lucille Randria, Member of Steering Committee for Women in the Market Initiative and Florette Andriamiarisatrana, Director General of la Société l'Eleveur

Mrs. Randria is the owner of an animal feeds business located in Fiananarantsoa. She has had a rapport with the USAID Mission, in particular John Thomas and Gene Grasberg, who have consulted her on various occasions. Mrs. Randria was also selected as a leading Malagasy businesswoman to sit on the steering committee for the Women in the Market Initiative. Recently, she did a consultancy for the APDF (Africa Project Development Facility) which involved a survey of 70 women-owned businesses in Antananarivo, Majanga, and Tamatave. Diego Suarez in the North was not covered by the survey but is worth the investigation. The results of her survey can be obtained from Philippe Blanc at APDF.

Mrs. Andriamiarisatrana is a prominent businesswoman who took the lead in initiating a Businesswomen's Association called Femmes Enterpreneurs de Madagascar (FEM). The first meeting was held one month ago and drew about 40 businesswomen, mostly from Antananarivo. Membership is limited to female owners of private sector enterprises who are also the Directeurs Générals. Florette explained the limitation to private sector enteprises has to do with the impacts of liberalization policies. Women legally and theoretically have the same rights as men.

The purpose for creating a Businesswoman's Association is for networking, information exchange, providing a means for aspiring businesswomen to establish themselves, and to act as a lobbying group. The association will establish a mutual fund to give aspiring businesswomen the guarantee they need to borrow money from a bank. Other services would be available as well, such as information on how to present a dossier to a bank.

Although there are 14 percent female-owned enterprises in Madagascar, some of these

position, are not allowed to own a private business. Florette clarified that very few women participate in existing organizations in the private sector or business. "Les femmes ne se font pas s'entendre," was the explanation, i.e. that existing groups are not an effective channel for women to make known their agenda and needs. FIPOMA is one organization and it has three women members.

Of the businesswomen who attended the first meeting, two were from the provinces. Ten of them are heads of construction companies, others are involved in the fishing industry, furniture, food, crafts, many in services, and still others in communications and bureaus d'études. The association expects to establish branches in other regions over time.

The association will be looking for funding as well as rely on membership fees. I attended the second meeting on April 8, 1993. The association has an executive council consisting of 14 businesswomen. They also have a president (Florette), two vice presidents, a general secretary, a treasurer, and advisors. The fee to join is 10,000 FMG and annual fees are 60,000 FMG. The second meeting was convened to approve the "règlements intérieurs," or statutes of the organization.

Meeting with Villagae Women in Andasibe

Andasibe (or Perinet) is a site for an Integrated Conservation and Development Project under the SAVEM Project. To date, the area has a nature reserve and in the park is a hotel and bungalows where visitors can stay. Eco-tourists can also get a guided tour of the park to see the lemurs. VITA is the NGO working in this area and they have started doing participatory rural appraisal exercises with forest users. A PRA was going on when we arrived and we were later able to speak to three of the female members of the organization.

We met with women in the adjoining village at the center (with school, church, crafts center, etc.) run by a religious order. About 40 women came and they expressed a keen interest in orienting their crafts work to an ecotourist clientele. They seemed particularly motivated by income-generating activities to which they were willing to reallocate their time and labor if they were assured of a steady demand. Jacqueline Rakotoarisoa, responsible for training at ANGAP, sought to stimulate the women's interest in becoming more involved with the park's activities that will draw more ecotourists into the area. The group responded positively, although they admitted to not being a cohesive group. An elder among them insisted they could overcome their disagreements for the sake of producing quality crafts for sale.

They spoke of an array of other basic human needs as well and the difficulty to afford

school fees, health costs, among others. All the village women bore the burden of domestic responsibilities, childcare, and agricultural production. Their husbands mostly worked in the nearby mine or some other wage-earning job.

We then met with three women involved in the association of forest users. These women have a permit to exploit the forest for precious wood (eucalyptus) which they transport to Antananarivo for sale. The women explained that because their husbands are fonctionnaires, they are not eligible for permits to use the forest. One of the woman was widowed and each had 8 to 10 children. They were interested in the construction of trails to gain better access to the forest. When asked what their motivation was for this cash income, they both mentioned their children's education.

Muriel Glasgow, UNICEF

Muriel Glasgow has assumed the WID dossier for UNICEF. A recent evaluation of UNICEF's country program in Madagascar revealed that communities needed to be more involved which often presents the problem that women get left out. On the other hand, donor agencies tend to emphasize women's groups (groupements féminins) as a target for assistance. While this strategy is necessary in some cases, it does not reflect a broader attempt to mainstream women. Women's groups should be functional and not used for every purpose and activity.

UNICEF's mandate is women and children. Muriel, however, discovered that the aim to reach women was not being accomplished. She spearheaded the initiative to assess the recommendations that were derived from the national seminar on women in 1992 to see what was feasible to implement.

Muriel highlighted the problem of the absence of women in decision making positions. Women also do not know their rights and more needs to be done to educate them about this. Integrating gender into curricula would be an important step in this direction. The quota of female teachers is very low and education tends to be male-dominated.

Poverty, according to Muriel, is a major factor driving the types of sexual behavior found in Madagascar. Promiscuity is rampant among both men and women.

Persons Interviewed

Linda Lloyd, USAID/PDA/PDO
William Hammink, USAID/PDA
Frank Martin, USAID/PDA/ED
C.J. Rushin-Bell, USAID/NR
Lisa Gaylord, USAID/NR
Spike Millington, USAID/NR
Carina Stover, USAID/POP
Susan Wright, USAID/POP
John Thomas, USAID/MBD
Gene Grasberg, USAID/MBD
George Carner, USAID/DIR
D.R. Mackenzie, USAID/DIR

Nadia Kebir, UNDP
Monsieur Soke, UNDP
Mireille Rajonson, MinPOP
Lucille Randria, private businesswoman
Florette Andriamiarisatrana, private businesswoman
Muriel Glasgow, UNICEF
Dieudonne Andriamanampisoa, World Bank

ANNEX 6

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ANNEX 7

SUMMARY OF RECOMMENDED ACTIONS

SUMMARY OF RECOMMENDED ACTIONS

PROJECT	RECOMMENDED ACTIONS
Knowledge and Effective Policies for Environmental Management (KEPEM)	1. The assessment studies in land tenure, local governance, and resource conflict resolution should apply a gender analysis which will require consultation with men and women in surveys and rapid appraisals. The analysis should relate to: • access to and control over resources, particularly land; • perception of tenurial rules (lands, trees, forest products, pastures); • contribution to community revenue generation and participation in community decisionmaking based on local governance structures; • equitable treatment by local conflict resolution systems to claims made by women vs. men. 2. To the extent that technical assistance to the Environmental Endowment Fund under KEPEM will in part be directed to developing criteria for grant funding to local NGOs, some screening should be done to work with women's NGOs or the NGOs' proven capacity to reach women in the local communities.

PROJECT	RECOMMENDED ACTIONS
Sustainable Approaches to Viable Environmental Management (SAVEM)	1. See Annex 2 for a report (in French) on the workshop in gender analysis in conservation and development which I facilitated during my TDY. 2. While it is clear that the socioeconomic monitoring surveys for the ICDPs will include gender-disaggregated data, some basic categories of information are essential and should be emphasized. They were covered in the workshop and are reiterated below: a. Inheritance and ownership rights to land and other property, such as cattle b. The division of labor for agricultural tasks c. Time allocation for all types of work, including domestic chores (this could be done for selected households as part of the sample of families) d. Use and sale of forest products e. Management of natural resources f. Income and expenditures for the household (this could also be done as part of the sample survey) g. perceptions related to family planning h. decision making within the household and within the community 3. During implementation, it would be possible, through sample surveys and participatory rural appraisals, to actually track changes in gender relations within a community and household as a result of participation in economic activities initiated in the ICDPs. The role of changing gender relations in improved natural resource management is a potential area of research.
Population Support (APPROPOP)	None.

PROJECT	RECOMMENDED ACTIONS
IRRI Rice Research Project	1. The transfer of seeds and technologies should be based on a sound understanding of both the gender power relations within the household and community and the gender division of labor. These efforts are already underway in the project but care should be taken not to force the participation of women, where it is not appropriate. 2. One constant is women's low level of productivity stemming from their multiple roles in the household and 'on the farm.' The idea of introducing technologies to alleviate that burden, such as the micro rice mill, is supported, but women need to be consulted starting at the design stage. 3. Technology adoption should be tracked by gender. 4. The impact of technology and seed adoption on men's and women's labor demands should also be tracked.

PROJECT	RECOMMENDED ACTIONS
The Madagascar Agricultural Export Liberalization Support Project (MAELSP)	1. Training activities in the second phase should set a target of 35 percent female participation, provided the businesswomen are competitively involved in the commodity subsectors being considered. Female participants should be encouraged in the training to identify any constraints they deem particular to women in agribusiness development. 2. While some market surveys and production studies have already been done (dry beans, spices, coffee), the ones that have not should begin to incorporate information on producers and exporters (both ends of the spectrum) that might reflect gender differences. Relevant questions that could be part of the existing methodology are illustrated below: a. Do women producers seem to have equal access to markets and commercialization of a specific commodity? b. Are there any recognizable differences in male vs. female access to information on export markets? What do men and women report in terms of such access? c. Are there any significant differences between male- and female-owned enterprises to specialize in a commodity or diversify its services and market orientation? If so, how can this be explained? d. What do female and male entrepreneurs perceive to be the benefits of joining trade associations, etc.? 3. To the extent that baseline data will be drawn from case studies or market surveys, they should at least include information on whether the businesses interviewed are male- or female-owned and operated. The Africa Project Development Facility (APDF) study of female-owned businesses in three regions of the country should be obtained from Philippe Blanc, tel. 42058. Generally, baseline data should disaggregate the number of female vs. male-operated and owned enterprises and the number of male and female employees for each enterprise. (Josoa Razafindretsa will be responsible for this.) 4. Some qualitative information regarding constraints and opportunities should also differentiate by gender of business. The second phase of the Women in the Market initiative scheduled to begin this Spring will conduct a survey of female-owned businesses to determine areas of significant difference for men and women in business. Any upcoming market surveys, commodity subsector analyses, and any resulting project interventions should take

PROJECT	RECOMMENDED ACTIONS
Commercial Agricultural Promotion (CAP)	Given the small percentage of women in agribusiness, the formal sector, and commercialized agriculture, it is recommended that viable alternatives be identified to improve their share of the market. Avenues should be sought for ensuring benefits to, and participation in, the expansion of commercial agriculture. Below are some suggested opportunties for women and strategies for implementation: 1. By increasing their incomes through value-added activities, such as food processing; **Strategy:** identify areas of Mahajana and Fianarantsora with a preponderance of female-headed households and/or subsistence-level farmers whose access to markets and market towns is significantly limited. A needs assessment (such as a PRA) would determine appropriateness of introducing value-adding and labor-saving technologies for food crops; 2. Through employment in agribusiness enterprises or supporting enterprises; **Strategy:** contact agribusiness or related enterprises in the region to be supported by this project in order to also get an idea of percentage of female employees and skill requirements. Find out about recruiting procedures, quality of female and labor force, and constraints specific to employment of women, if any. 3. By diversifying crop production which favors the distribution of her labor over the agricultural calendar and simultaneously obtains a market demand; **Strategy:** Identify geographic areas favorable to cultivation of off-season crops and/or nontraditional high-value crops. Through a PRA exercies perform an analysis of labor and time budgeting for women and men to elicit response, incentive, and potential to diversify crop production. 4. By increased sales of cash crops resulting from intensification; and **Strategy:** Based on a geographic area where land is scarce but access to markets is fairly good, determine through a pilot survey whether women and/or men are growing a cash crop and the feasibility of introducing inputs and technologies to intensify production.

PROJECT	RECOMMENDED ACTIONS
Business Expansion Through Services and Technology (BEST)	1. The activities of the Women's Business Association should be followed and supported, particularly in this nascent stage. Their agenda and objectives will be very informative to anticipating gender differences in policy impacts, regulatory reform, and actual experiences. It is worth noting that this association is unique in its heterogeneity and for this reason could actually play "an effective bridging role between firms of different types and operating in different regions." 2. As the BEST Project is being designed, it is crucial that the Women in the Market survey be used for any inquiries to be made into the experience of female-owned businesses. 3. In any preliminary studies to be conducted prior to the PAIP for the BEST Project, it is recommended that the following issues are at least raised and pursued, where deemed significant: • Are there any gender biases in policies, regulations and procedures? • Is there a behavioral difference between male- and female-owned businesses, relating to location of businesses, risk taking, or decision making? • Do foreign businesses and investors exhibit preferences for businesses on a gender basis? • Do female entrepreneurs rely best on one another rather than mainstream channels to maximize communication flow and exchange of information?

PROJECT	RECOMMENDED ACTIONS
Financial Market Development	The following questions are intended for the market survey with clientele and non-clientele in the Antananarivo area which will be conducted in preparation for the PAAD. 1. What percentage of the clientele are women? Is it higher in areas with a higher percentage of female-headed households? 2. Are there any gender-based differences in the need for a savings mechanism? Does the need also differ by short-, medium-, or long-term (size of investment)? 3. Do men or women already utilize a traditional or informal form of savings? 4. Do men and women in a household pool their income before deciding on its use? 5. Are there are any cultural barriers to accumulating cash or earning interest on it? 6. Are potential distance barriers different for men than for women? 7. Do women and men in the same income category differ in their perception of the need for an interest-earning savings option?
Market Infrastructure Expansion (MIX)	1. Studies to assess the demand for market services should consult with local women's businesses, associations, or Chamber of Commerce. This is especially important in areas where women are not involved in local government. 2. Preliminary studies which may be carried out under BEST or MIX need to include an investigation into the factors affecting decision making for male- and female-owned businesses. 3. Attention should be given to number of women who take part in training under this project, relative to the number of women to be found in municipal administration. 4. Informal sector micro-enterprises, many of which are operated by women, should not be ignored in assessing demand for market services.