USAID/MADAGASCAR

USAID/MADAGASCAR GENDER ANALYSIS FOR THE 2020–2025 COUNTRY DEVELOPMENT COOPERATION STRATEGY

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ACKNOWLEDGEMENTS

ACRONYMS

ADS	Automated Directives System
AFD	African Development Bank
AOR	Agreement officer's representative
AYSRH	Adolescent and youth sexual and reproductive health
BIANCO	Independent Anti-Corruption Bureau
BNC-REDD	National Bureau on Climate Change, Carbon, and REDD+
BNGRC	National Bureau for Disaster Risk Management/Bureau National de Gestion de Risques et Chocs
CDCS	Country Development Cooperation Strategy
CEDAW	Convention on the Elimination of Discrimination Against Women
CEFM	Child, early, and forced marriage
CHW	Community health worker
CLD	Local Development Committee/Comité Local de Développement
COR	Contracting officer's representative
CPCU	Committee on Prevention and Support to Crisis Management/Cellule de la Prévention et d'Appui à la Gestion des Urgences
CPR	Contraceptive prevalence rate
CRIC	Committee for Reflection among Disaster-Response Partners/Comité de Réflexion des Intervenants aux Catastrophes
CSB	Centre de Santé de Base
CSO	Civil society organization
DO	Development objective
DRG	Democracy, human rights, and governance
DRM	Disaster risk management
DRR	Disaster risk reduction
EGR	Early-grade reading
ENSOMD	National Survey on the Millenium Development Goals/Enquête Nationale sur le Suivi des Objectifs du Millénaire pour le Développement
ESP	Education Sector Plan
FO	Front office
FP	Family planning
FSN	Foreign service national
GA	Gender analysis
GBV	Gender-based violence
GDP	Gross domestic product
GESI	Gender and social inclusion
GHP	Global Health Program
GITA	Gender Integration Technical Assistance
GOM	Government of Madagascar
GRB	Gender-responsive budgeting
HPN	Health, Population, and Nutrition
IDEA	Integrated Development Emergency Assistance
IGA	Income-generating activities
IEM	Initiative Emergence Madagascar
INSTAT	Institut National de la Statistique
IPM	Institut Pasteur de Madagascar
IPV	Intimate partner violence
IR	Intermediate result
J2SR	Journey to Self-Reliance

JICA	Japan International Cooperation Agency
LGBTI	Lesbian, gay, bisexual, transsexual, and intersex
LSD	Government Land Services Department/Service du Domaine
MAEP	Ministry of Agriculture, Livestock, and Fisheries
MCH	Maternal and child health
MEL	Monitoring, evaluation, and learning
MEN	Ministry of National Education
MESD	Ministry of Environment and Sustainable Development
MICS	Multiple Indicator Cluster Survey
MID	Ministry of Interior and Decentralization
MOH	Ministry of Health
MPPSPF	Ministry of Population, Social Protection, and Women's Empowerment/Ministère de la Population, de la Protection Sociale et de la Promotion de la Femme
NGO	Non-governmental organization
NPCC	National Policy for Climate Change
NPSP	National Policy on Social Protection
NSDRM	National Strategy on Disaster Risk Management
OECD	Organisation for Economic Co-operation and Development
OPIC	Overseas Private Investment Corporation
PAD	Project appraisal document
PANAGED	Plan d'Action National Genre et Développement
PASEC	Program for the Analysis of Educational Systems
PEM	Plan Emergence Madagascar
PLOF	Local Land Occupancy Map/Plan Local d'Occupation Foncière
PPCR	Pilot Program for Climate Resilience
PSE	Private-sector engagement
SADC	Southern African Development Community
SDG	Sustainable Development Goals
SEA	Sexual exploitation and abuse
SEED	Sustainable Environment and Economic Development
SIGI	Social Institutions and Development Index
SILC	Savings and Internal Lending Communities
SLC	Commune-level consultative governance platforms/structures locales de consultation
SOW	Scope of work
SRH	Sexual and reproductive health
SRHR	Sexual and reproductive health and rights
STI	Sexually transmitted infections
STD	Sexually transmitted disease
TFR	Total fertility rate
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VSLA	Village Savings and Loans Association
WASH	Water, sanitation, and hygiene
WE3	Women's economic empowerment and equality
WEEE	Women's Entrepreneurship and Economic Empowerment
WHO	World Health Organization
ZAP	Zone d'Administration Pédagogique/Pedagogical Administrative Zone

EXECUTIVE SUMMARY

INTRODUCTION

The United States Agency for International Development (USAID)/Madagascar contracted Banyan Global to undertake a countrywide gender analysis to inform the USAID/Madagascar 2020–2025 Country Development Cooperation Strategy (CDCS). This analysis identifies gender advances, constraints, and opportunities in Madagascar along three of the mission's development objectives (DOs): improved human capacity to contribute to the country's Journey to Self-Reliance (J2SR), government accountability and effectiveness improved to mitigate cyclical political instability, and more-sustainable economic opportunities are available for poor populations (primarily within the agricultural and environmental sectors). This report also addresses key populations (including women, youth, and persons with disabilities) and crosscutting themes, which include gender-based violence (GBV) prevention and response, women's economic empowerment (WE3), private-sector engagement, and self-reliance.

METHODOLOGY

Banyan Global prepared this report after a multistage process that included two primary research methods. One was a desk review of secondary data sources that included the government's laws, policies, strategies, and studies; USAID reports and analyses; non-governmental organizations' reports and studies, and academic journal articles. The other approach was primary data collection through remote interviews with and an online survey of informants, such as USAID/Madagascar staff, governmental authorities, implementing partners, and representatives from other stakeholders working in sectors related to the mission's three technical offices: Health, Population, and Nutrition (HPN); Sustainable Environment and Economic Development (SEED); and Integrated Development Emergency Assistance (IDEA). Research limitations included the absence of in-country, in-person data collection due to COVID-19–required social distancing and the inability to consult project participants and potential target groups. As well, initial delays due to COVID-19 truncated the research's timeframe. Priority findings and recommendations follow, with tags to highlight opportunities to address WE3 and labels to note linkages to the USAID J2SR sub-dimensions.

SUMMARY OF THE GENDER ANALYSIS FINDINGS AND RECOMMENDATIONS

GENDER ANALYSIS'S KEY FINDINGS AND RECOMMENDATIONS	
FINDINGS	RECOMMENDATIONS
Crosscutting themes across development objectives	
• National Policy on Equality Between Women and Men still not finalized (see related findings under Automated Directives System 205 Laws, Policies, Regulations, and Institutional Practices; intermediate results (IR) 1.1 and 1.3).	• Support implementation of the National Policy on Equality Between Women and Men as an overarching guide for gender-equality integration into all relevant USAID/Madagascar sectors, ensuring gender mainstreaming is coherent and consistent among the policy and strategic documents in Madagascar. See specific recommendations under IRs 1.1 and 1.3.
• High prevalence of GBV with limited government of Madagascar (GOM) prevention and response capacities, under IRs 1.1, 1.2, 1.3, 2.1, 3.1, and	• Expand and integrate GBV-prevention and response across mission activities in all sectors. This outreach should include additional shelters for GBV survivors nationwide, support for income-generating activities that target survivors, awareness-raising on

3.3, and Section 6 USAID/Madagascar Gender Policy and Practice.	women's rights and resources, and training for implicated entities in the justice system (such as the police and judges,). See specific recommendations under IRs 1.1, 1.2, 1.3, 2.1, and 3.1 and Section 6 on USAID/Madagascar Gender Policy and Practice.
• Resilience and social-protection challenges that disproportionately impact women cut across nearly all DOs and IRs. See findings under IR 1.3.	• Ensure resilience and social protection are required core components of mission-supported activities across the DOs and IRs because of their crosscutting nature, their applicability, and the potential for women's economic empowerment and equality. **WE3**
• Social and cultural norms defining male and female roles, responsibilities, time use, and access to resources in Madagascar cause challenges that disproportionately impact women and girls across the DOs. See conclusions in Sections 3 and 4 under all DO findings and recommendations.	• Integrate social and behavior-change–communication activities across DOs to tackle the foundational social and cultural norms that underpin challenges disproportionately impacting women and girls. Include a focus on positive masculinities, engagement of men, and promoting the transformation of norms towards more gender-equal relationships. See related recommendations under all IRs and Section 6 on USAID/Madagascar Gender Policy and Practice.

Development Objective 1: Improved human capacity to contribute to the country's Journey to Self-Reliance	
IR 1.1 Health	
• The preference for traditional medicine and birth practices endangers the lives of pregnant rural women.	• Partner with community health workers to establish protocols on when and how to refer expectant mothers to formal health care services.
• Stigmas related to sexual activity outside of marriage and insufficient information on the availability of health services are barriers to adolescent girls' use of sexual and reproductive health (SRH) services. This situation often leads to early pregnancies and other negative impacts on their SRH.	• Provide comprehensive sexual education for male and female adolescents and youth through youth-friendly health centers.
• Village Savings and Loan Associations (VSLAs) and Saving and Internal Lending Communities (SILCs) present important vehicles to advance women's economic empowerment, especially by providing access to informal credit and capital. Those opportunities, in turn, lead to increased investments in health, education, and resilience, for women and households. (See IR 3.2 for this finding.)	• Support integrated programming targeting women and men that includes components on livelihoods development; health; water, sanitation, and hygiene (WASH); food security; and nutrition. **WE3**
• Market-based approaches that engage the private sector have made health commodities available on a sustainable basis to the population and women in particular.	• Engage private-sector actors in activities that transcend providing health and WASH commodities and services to the market to expand market-based approaches in health. **WE3**
IR 1.2 Education	
• Poverty and inadequate infrastructure cause school dropout regardless of gender, but other factors affect girls and boys differently. • Boys are at a distinct disadvantage across the United Nations Children's Fund's five dimensions of out-of-school children by education level.	• Develop a dropout tracking system that collects data disaggregated by grade level, sex, area of residence, income, and ethnicity based on early-warning[1] indicators. **WE3**
• Girls outperform boys in reading and math; however, regardless of gender, acquisition of basic reading and math skills is low among all	• Strengthen pedagogical coaching and supervisory capacity of Pedagogical Administrative Zone (Zone d'Administration

Malagasy children. Data that explains the gender differences in learning outcomes are not available.	Pédagogique) including as related to gender-sensitive teaching practices. **WE3**
	• Prioritize the quality of learning for all children while taking into consideration boys' greater underachievement in reading and math. **WE3**
• Anecdotal evidence suggests that the school curriculum, manuals, and teaching practices lack gender sensitivity. But data are limited.	• Ensure new curricula (for example, the early-grade reading curriculum) is gender-sensitive and follows good practices. • Ensure new teacher-training modules related to early-grade reading include a gender-sensitive lens. • Support scaling up the Comprehensive Sexual Education pilot the Ministry of National Education and Technical and Vocational Education (MNETVE) and United Nations Population Fund are implementing.
• Women occupy the majority of teaching positions but are underrepresented in leadership and management at all levels of the school system.	• Promote female leadership in higher levels of the MNETVE. **WE3**
• Insufficient WASH facilities remain a challenge for regular school attendance, especially for girls.	• Partner with the HPN sector to ensure schools participating in USAID Early Grade Reading programs have gender-sensitive WASH facilities (that is, separate toilets for girls and boys with locks and privacy, handwashing facilities with soap, and menstruation supplies).

IR 1.3 Resilience

• The policy and strategic frameworks for resilience in Madagascar encompass a number of documents related to disaster risk reduction (DRR), disaster risk management (DRM), climate change, and social protection that integrate gender to varying degrees	• Support revising national resilience-related policies and documents to provide clear guidance and articulation on how they complement and reinforce each other and how they will integrate gender equality and women's empowerment in DRR, DRM, climate change, and resilience initiatives.
• The institutions responsible for implementing strategies and policies on DRR, DRM, climate change, and social protection do not coordinate their work on gender equality as both a means and end in enhancing resilience.	• Strengthen stakeholders' coordination on issues related to gender, including the Humanitarian Country Team, Committee for Reflection Among Disaster-Response Partners (Comité de Réflexion des Intervenants aux Catastrophes) (CRIC), and the United Nations Office for the Coordination of Humanitarian Affairs cluster system. In particular, strengthen CRIC to include better integration and participation of national organizations, including women's rights groups with regional knowledge of the resiliency needs of women and other vulnerable groups, through adopting and inclusive approaches. • Advocate with other international donors to fund gender-sensitive DRR, DRM, and resiliency building in all emergency-response funding windows.
• Governmental social safety-net schemes can be important for ensuring women and marginalized persons have greater resilience to natural disasters, climate change, and other shocks. But these plans are unsustainable as international donors fund most of them.	• Support GOM's efforts to make social safety nets—especially those targeting women, children, and other vulnerable groups—financially sustainable. **WE3**
• Negative coping mechanisms emerge during crises and disasters, including among women and girls. • Poverty and lack of diversified income sources, which disproportionately impact	• Strengthen livelihoods diversification, especially for women in rural areas, through VSLAs and SILCs. **WE3**

women and other vulnerable people, reduces resilience.	
• Limited leadership and community participation related to DRR and DRM, especially of women and girls, is due to gender norms, time constraints, and insufficient education.	• Strengthen women's participation in shock-responsiveness planning and implementation within the Local Development Committee (Comité Local de Développement).

Development objective 2: Government accountability and effectiveness improved to mitigate cyclical political instability

DO 2 Crosscutting themes

• Low representation of women in local and national governments. • Women have fewer resources and limited financial backing and networks, which are necessary to get elected in Madagascar. • Women's time poverty, gender norms, and limited education are barriers to their participation in decision-making bodies and leadership positions.	• Strengthen the enabling environment for women in leadership from the *fonkontay (village)* to national levels to increase their representation and voice in all spheres of decision-making and leadership. **WE3**

IR 2.1 Rule of law

• Government corruption, including in natural-resource management, is less prevalent in countries with women in more leadership roles at national and local levels. • Obstacles such as a lack of confidence in the justice system, legal costs, limited literacy, traditional and customary legal systems, and gender norms prevent women from accessing justice and exercising their rights. • The legal and policy frameworks for GBV prevention and response are increasingly more comprehensive, but enforcement is weak. • Also see findings in DO 3 related to the lack of enforcement of land tenure and workplace protection laws that disproportionately impact women.	• Strengthen women's roles in governance and rule of law at all levels of the justice system and at the national and local levels. • Mainstream gender into the Independent Anti-Corruption Bureau and anti-corruption courts. **WE3** • Strengthen the enabling environment to ensure equal access to justice for women and men (including pertaining to GBV, land tenure rights, and labor laws). **WE3**

IR 2.2 Effective management of financial resources

• Gender-responsive budgeting (GRB) in public finance exists, but access to data is unavailable.	• Implement GRB at the decentralized and national levels. **WE3**
• Limited gender data and statistics exist to inform good governance, effective management of budgets, and GRB.	• Develop national, regional, district, communal, and *fokontany*-level data dashboards to show gender indicators, gaps, and trends in partnership with and building on the United Nations Human Development Index dashboards and the UN Women data sheets (including related to all forms of GBV). **WE3**
• Participatory budgeting is not widespread in Madagascar, but it is a potentially effective tool for increasing women's participation in decision-making at all levels of planning and budgeting.	• Develop a mechanism for participatory budgeting at the local and national levels, creating opportunities for women and persons with disabilities to engage in budgeting processes. These processes should track how budgets contribute to gender equality and women's empowerment. **WE3**

IR 2.3 Improved responsiveness to citizens

• Despite female participation in associative bodies, including relatively equal access to resources and information within an organization, women's involvement is often limited and does not include decision-making or leadership responsibilities.	• Ensure equal and quality engagement of women in participatory governance initiatives. **WE3**
• Civil-society organizations (CSOs) address many social issues, including gender equality, but they face challenges related to funding, fragmentation, and limited female leadership.	• Strengthen the effectiveness of CSOs in participatory governance with special attention paid to those focusing on issues related to gender equality and women's rights. **WE3**
• The MNETVE's civic-education initiative includes measures to ensure responsiveness to gender.	• Expand and strengthen civic-education programming to include grades one through nine and ensure that it integrates gender equality as a core foundation of good governance.

Development objective 3: More sustainable economic opportunities are available for poor populations

IR 3.1 Natural resource management

• Enforcement of laws and guaranteeing land-tenure rights, especially for women, are limited. • Legal assistance, participatory governance, and civil-society–led advocacy and awareness-raising–initiatives support enforcing and protecting land laws and rights.	• Support the use of legal approaches (such as alternative dispute resolution, land-claims courts, and legal aid) to support women's access to recourse when their land rights are violated. • *Strengthen women's participation in the decentralized land tenure system and women's secured land tenure by: 1) using participatory governance methodologies such as community score cards; 2) engaging women as active participants in land inventory activities through the Local Land Offices and PLOFs; and 3) providing specialized assistance and awareness-raising on land rights, policies, and processes to women. **WE3** • Provide low-interest loans to the poor to purchase or rent land or acquire or improve housing in urban areas. Strengthen women's interest, knowledge, and engagement in those services to ensure females are empowered. **WE3** • Strengthen land rental markets and increase access to market opportunities in rural areas to increase the value of the land and assets. **WE3**
• Male and female youth face gender-specific challenges to full participation in the management of natural resources.	• Establish mentorship programs for youth to train other youth in the protection of coastal zones through reforestation and restoration of mangroves to fight erosion and climate change.

• Forestry management policies and practices are largely gender neutral.
• Women face unique challenges participating in local forestry and natural resource management due to gender norms, lack of literacy, time poverty,[2] and insecure land tenure.
• Climate change due to deforestation and degradation affects access to resources, productivity, and the ability to maintain livelihoods, especially for women.
• Coastal fishing is vital to the economy and to a family's food security,[3] but the GOM does not promote small-scale fisheries where women are mostly represented.
	• Empower women to participate in local forestry, natural resource, and coastal management through an integrated approach that focuses on the following:
	
	   o Creation of income generating activities (IGAs) aimed at preserving the environment and natural resources (e.g., ecotourism, sustainable handicraft production and marketing, creation of new value-added coastal products that make use of primary products typically harvested from the sea by women such as seaweed and small fish).
	
	   o Development of women-led social enterprises that will generate income and protect the natural environment and resources. This should include specialized training in social entrepreneurship and

• Community groups are active, and women are somewhat involved in fisheries and environmental management.
 	
• More women leaders in natural-resource management could lead to less corruption and better governance.
	access to finance and credit through VSLAs, SILC, and/or other microfinance institutions.
	
	   ◦ Engagement of the private sector to support these environmentally-sustainable women-led IGAs.
	
	   ◦ Strengthening of the role of women's groups in community-led forestry, natural resource and coastal management initiatives through vocational training that focuses on leadership and resource management. See IR 1.3 Resilience for a related recommendation. **WE3**
	
	• Support increasing women's roles in fisheries governance, as conservation studies show overall governance improves with women's involvement. Engage women in enforcing regulations of nearshore ecosystems. **WE3**

IR 3.2 Enabling environment for private sector

• Accessing financial services is a challenge for most Malagasy, but especially for women and youth because of limited collateral, limited financial literacy, and cultural norms that require male permission for females to take out credit. • Women and youth are active entrepreneurs in Madagascar but require increased access to finance and credit, training, and coaching. • Efforts such as the Fihariana initiative highlight promising practices in support of entrepreneurship in Madagascar, especially among women and youth.	• Explore scaling up Fihariana as a model for future activities related to developing entrepreneurial skills, particularly for women. This review should include linkages with existing business-development service providers to support women's access, especially in rural areas, to financing and business training that includes adaptation and contextualization for illiterate persons and persons with disabilities. **WE3** • Identify opportunities to assist women-owned small and medium enterprises to make them more competitive and address gaps in the marketplace. **WE3**
• Women participate in labor-force leadership positions at a higher rate than the global average, but they still lag behind men in Madagascar.	• Develop a working group of private-sector companies to discuss strategies to increase their female leadership. **WE3**
• A high level of education is the strongest indicator for Madagascar female and male youth's transition into a stable job. • Gender differences exist among young persons who transition out of the labor market for family reasons.	• Encourage secondary schools, technical and vocational education, and training institutions and universities to match graduates with internships, apprenticeships, and eventually employment. **WE3**
• Gender parity in labor-force participation almost exists, but wage and unemployment gaps that favor men and discrimination continue.	• Build women's networks across companies to stimulate cross-learning, encouragement, and mentoring opportunities. **WE3**

IR 3.3 Capacity of economic actors along the value chain

• In rural areas, men and women's roles and responsibilities are gendered and relegate women to agricultural tasks that are less valued and pay less. • Women lack access to productive resources. • Advances such as the promotion of conservation farming techniques, crop diversification, and increased agricultural task-sharing have supported women and youth's roles as economic actors in agricultural value chains. • There is a dearth of data on how and the extent to which lesbian, gay, bisexual, transsexual, and intersex persons and persons with disabilities participate in agricultural value chains.	• Implement a systemic approach to gender mainstreaming into value chains that alter how the market performs. **WE3**

• There is a lack of agricultural technical training and access to financial and educational support, especially for women.	• Support the recruitment of women into the sciences to become extension agents, agro-economists, and agricultural researchers, which can improve the quality of training and visibility of women farmers. Women then can move up in the value chain and inspire other women to participate. **WE3**
• There is a dearth of literature on gender equality in the ecotourism industry. Understanding the different roles men and women play in natural-resources management suggests there is untapped potential for their engagement in the sector.	• Conduct baseline research on gender and ecotourism in Madagascar. **WE3**

USAID/Madagascar institutional framework and practices on gender equality and social inclusion

• Mission-level models and processes for gender and social-inclusion (GESI) integration exist but require formalization and dissemination. • The gender focal point needs to be vested with certain authorities and have time to fulfill its role.	• Formalize the new model of gender integration through written protocols and processes with clear roles, responsibilities, and accountability lines for the gender point person in the HPN office and the soon-to-be hired foreign service national in the program office. • Ensure that the gender point person has a sufficient level of effort and support from the Mission Director and foreign service officers to fulfil his or her responsibilities. Make adjustments as necessary to the existing workload to accommodate increased responsibilities.
• The agreement officer's representative (AOR) and contracting officer's representative (COR) were identified as both opportunities and potential constraints to ensuring implementing partners integrate gender in a concrete and effective way.	• Make certain AORs and CORs are responsible and empowered to ensure implementing partners integrate gender. Obtain buy-in for GESI from AORs, CORs, and activity managers by requiring training and refresher courses on gender; including compliance on gender in designation letters for AORs and COR; and strengthening the support from the Mission Director on GESI.
• Most mission staff have participated in some, albeit limited, gender training but would like more.	• Establish GESI training that involves multiple professional development opportunities each year. It could include brown-bag exchanges, best-practices and lessons-learned exchanges with other missions, funds to participate in external gender trainings, and train-the-trainer sessions conducted by the gender point person.
• Social-inclusion integration, notably of persons with disabilities, is absent in USAID/Madagascar programming.	• Ensure that social inclusion, notably of persons with disabilities, is an integral part of the new gender point person's roles and responsibilities.
• There is insufficient redress of foundational gender issues in activity design and implementation because of budget and time constraints.	• Require integrating social and behavioral change communication and other activities that tackle unequal gender norms, traditional roles and responsibilities, and other relational and structural barriers that impede advances on gender equality and women's empowerment into all mission-supported activities. Increase funding and time for these activities so implementing partners can reach their objectives and results.
• Many examples exist of how GBV response and prevention are addressed in current programming, but systematic integration is not evident.	• Devise minimum requirements for GBV response and prevention and ensure all mission activities integrate them.

• Malagasy women and men may not want changes to gender norms and relations.	• Support programs that bolster social safety nets for women and vulnerable groups to open options to break traditions and norms when they determine it would be in their and their families' best interest. Support dialogue that addresses deeply rooted social norms.

1. INTRODUCTION

1.1 BACKGROUND

In line with requirements in the United States Agency for International Development's (USAID) Automated Directives System (ADS) 201.3.2.9 and ADS 205, USAID/Madagascar contracted Banyan Global to undertake a countrywide gender analysis to inform its 2020–2025 Country Development Cooperation Strategy (CDCS). The gender analysis aligns with the 2012 USAID Gender Equality and Female Empowerment Policy, the 2016 updated U.S. Strategy to Prevent and Respond to Gender-Based Violence Globally, the 2019 USAID Policy Framework, the USAID Journey to Self-Reliance (J2SR), and the 2018 Women's Entrepreneurship and Economic Empowerment (WEEE) Act.

1.2 PURPOSE OF THE USAID/COUNTRY GENDER ANALYSIS

The USAID/Madagascar gender analysis provides data to enhance the integration of gender equality and women's empowerment in USAID/Madagascar's 2020–2025 CDCS. More specifically, the gender analysis addresses the following central sectors and development objectives (DOs), USAID ADS 205 gender analysis domains, and crosscutting themes and key populations, as specified in the scope of work (SOW) in Annex A.

KEY ELEMENTS OF THE GENDER ANALYSIS		
DOS	USAID ADS 205 GENDER ANALYSIS DOMAINS	CROSSCUTTING THEMES AND KEY POPULATIONS
• DO 1: Improved human capacity to contribute to the country's J2SR • DO 2: Government accountability and effectiveness improved to mitigate cyclical political instability • DO 3: More sustainable economic opportunities are available for poor population (primarily within the agricultural and environmental sectors)	• Legal and policy framework • Cultural norms and beliefs • Gender roles, responsibilities, and time-use • Access to and control over assets and resources • Patterns of power and decision-making	• Gender-based violence • Youth, disability, and gender intersections • Urban populations and gender • Private sector's role in life-improvement for women and girls • J2SR's role in life-improvement for women and girls

Through the analysis of primary and secondary data, this report provides findings and recommendations to advance gender equality and women's empowerment along the mission's three DOs. It addresses findings and recommendations on crosscutting themes (such as gender-based violence (GBV) prevention and response, digital development, decentralization) and key populations (including youth, ethnic minorities, and persons with disabilities). The gender analysis's findings and recommendations point to linkages, by DO, with the USAID J2SR sub-dimensions (refer to the following graphic). They also suggest

opportunities for the mission to consider related to the 2018 WEEE Act and the https://www.whitehouse.gov/wgdp/ (using a **WE3** tag).

Section 2 of this report provides the country context and gender landscape; sections 3, 4, and 5 includes the gender analysis's findings and recommendations by USAID/Madagascar DO. Section 6 presents findings and recommendations for USAID/Madagascar to strengthen gender equality and women's empowerment at the institutional level. Annex A includes the gender analysis's SOW, Annex B provides the methodology, Annex C lists key documents consulted, Annex D includes the interview guides, and Annex E lists key interviewees and survey-takers.

USAID J2SR Sub-Dimensions and Their Topline Metrics

J2SR Sub-Dimension 1
OPEN AND ACCOUNTABLE GOVERNMENT
• Liberal Democracy
• Open Government

J2SR Sub-Dimension 2
INCLUSIVE DEVELOPMENT
• Social Group Equality
• Economic Gender Gap

J2SR Sub-Dimension 3
ECONOMIC POLICY
• Business Environment
• Trade Freedom
• Biodiversity and Habitat Protections

J2SR Sub-Dimension 4
GOVERNMENT CAPACITY
• Government Effectiveness
• Efficiency of Tax Administration
• Safety and Security

J2SR Sub-Dimension 5
CIVIL SOCIETY CAPACITY
• Civil Society and Media Effectiveness

J2SR Sub-Dimension 6
CITIZEN CAPACITY
• Poverty Rate
• Education Quality
• Child Health

J2SR Sub-Dimension 7
CAPACITY OF THE ECONOMY
• GDP Per Capita
• Information and Communication Technology Use
• Export Diversification

2. COUNTRY CONTEXT AND GENDER LANDSCAPE

2.1 COUNTRY CONTEXT AND BACKGROUND

Madagascar's population is estimated at 25,680,342, of which more than half of the residents are women

and 80.5 percent live in rural areas.[4] People under the age of 25 account for 60 percent of the population.[5] Seventy-five percent of live in poverty, with women, youth, and rural populations facing even greater vulnerability. According to the World Bank, women earn an average of 34 percent less than men, female-headed households have a higher incidence of extreme poverty than male-led ones, the population 15 years and younger accounts for more than half of residents living in extreme poverty, and poverty in rural areas is twice as high as that in urban zones. [6]

Poverty is expected to increase in Madagascar as a result of COVID-19. According to World Bank projections, poverty will increase globally by approximately 2.3 percent, with a concentration in countries that already struggle with high rates of poverty, such as Madagascar. Confinement measures combined with travel and other restrictions that the government of Madagascar (GOM) has put in place to mitigate the spread of COVID-19 have had a direct economic impact on Madagascar's self-employed and informal workers, who comprise a large portion of working Malagasy. The measures, though necessary, likely will have a lasting negative economic impact in light of the overall low savings rates of the poorest households and limited social safety nets to support them.

Madagascar's unique ecosystem and location present opportunities and challenges to its long-term development. More than 90 percent of its flora and fauna is found only on the island, which is

considered the fifth largest one in the world.[7] Increasing use of the island's diverse ecosystem, distinctive wildlife, and mineral resources could enhance economic opportunities for Malagasy. Climate change-related challenges, such as extended droughts, frequent natural disasters (like cyclones, locust infestations, flooding, and earthquakes), and illegal or unsustainable exploitation of natural resources, however, limit such opportunities. Geographic and environment-related troubles have a disproportionate impact on women, young persons, persons with disabilities, and residents of rural areas. These individuals typically rely on agricultural-related sources of income, which shocks and crises damage. In general, they also have fewer resources and mechanisms to recover from upheaval as a result of climate change, natural disasters, and mismanagement of natural resources.

The GOM has made strides on gender parity in several critical areas. The USAID Roadmap to Self-Reliance scores Madagascar at .72 out of 1 in terms of economic equality between women and men. Some challenges, however, remain. The Organisation for Economic Co-operation and Development (OECD)'s 2019 Social Institutions and Development Index (SIGI)—which measures discrimination within the family, restricted physical integrity, limited access to productive and financial resources, and curtailed civil liberties—ranks Madagascar as "high" in institutional gender-based discrimination (with a 48 percent rating, compared to South Africa at 22 percent or Yemen at 64 percent). The index also highlights legal discrimination and traditional cultural practices that disadvantage women and girls. According to SIGI, the legal framework for land tenure is relatively gender equal, but customary law and traditional practices often supersede it. As a result, 85 percent of land is held in men's names. And although the legal minimum age of marriage is 18 for men and women, the prevalence of child, early, and forced marriage (CEFM) is high: the latest data shows that 48 percent of women between 20 and 24 were married by the age of 18.[8]

Though Madagascar has reduced child deaths, the maternal mortality rate has stagnated over the past 20 years at 426 maternal deaths per 100,000 live births.[9] Nearly 1.8 million children under 5 (42 percent) suffer from chronic malnutrition (stunting or low height-for-age),[10] and each day 100 children die from preventable causes, including malaria which is the third leading cause of death for children.[11] The adolescent fertility rate in Madagascar is high at 108 births per 1,000 women aged 15 to 19, compared with the global average of 42 per 1,000.[12] While a law ensuring universal access to family planning (FP) was passed recently, young and unmarried women frequently are denied independent access to FP. In terms of physical safety, 30 percent of women have experienced domestic violence in their lifetimes.[13]

The education system suffers from low completion rates, low levels of attainment in reading and math, large numbers of out-of-school children, and poor teacher quality. In 2018, the primary completion rate was only 58 percent (60 percent of girls and 52 percent of boys), whereas the completion rate for the first and second cycles of secondary was 26 percent in total (same for girls and boys) and 15 percent in total (15 percent of girls and 16 percent of boys), respectively.[14] Girls outperform boys in reading and math; however, performance for both genders is low.[15] Nineteen percent of girls versus 24 percent of boys who are primary school-age do not attend school, while 33 percent of girls and 38 percent of boys who are the age for the first cycle of secondary school do not attend school.[16] One in five children repeat their class annually, which places Madagascar among the French-speaking African countries with the highest repetition rate.[17] Low student performance is often tied to underqualified teachers. The latter is a pressing challenge in Madagascar where only 18 percent of primary school teachers have pedagogical qualifications, and more than half of public and community primary-school teachers do not participate in preservice training or short-term orientation.[18]

Despite a historical legacy of strong female leadership and activism, women are underrepresented in politics. They hold only **6** percent of all decision-making leadership positions ranging from the *fokontany* level to the highest level of national government. [19]

2.2 GENDER EQUALITY OVERVIEW, BY USAID ADS 205 GENDER ANALYSIS DOMAIN

LAWS, POLICIES, REGULATIONS, AND INSTITUTIONAL PRACTICES

International gender and social-inclusion normative and policy framework: The GOM is a member of the United Nations and has ratified international treaties related to gender and social inclusion. These agreements include the Convention on the Elimination of All Forms of Racial Discrimination[20]; the Forced Labor Convention[21]; the Convention on the Rights of Persons with Disabilities[22]; and the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography (ratified in 2004). [23] The GOM is party to the Convention on the Elimination of Discrimination Against Women (CEDAW) (ratified in 1989). It also has signed the Beijing Declaration and the Southern African Development Community Protocol on Gender and Development.

National gender and social-inclusion normative and policy framework: At the national level, Madagascar's 2010 Constitution guarantees equal rights and fundamental freedoms regardless of gender, creed or belief, financial status, origin, or religion, as well as equal access to employment and freedoms in the political, economic, and social spheres. A number of laws address the rights of women and children within the family context. Yet there is no overarching policy or strategy to promote gender equality in the country. The National Action Plan for Gender and Development (Plan d'Action National Genre et Développement) 2004–2008 is outdated. A new Policy on Equality Between Women and Men, however, is being drafted under the auspices of the Ministry of Population, Social Protection, and Women's Empowerment (Ministère de la Population, de la Protection Sociale et de la Promotion de la Femme (MPPSPF).[24]

In its final stages of development, the GOM's Plan Emergence Madagascar (PEM) is the country's current national development plan for 2019–2023. Its Priority 13 addresses women's empowerment and child protection.[25] A number of sector-specific laws, policies, strategies, and action plans also comprise Madagascar's gender and social-inclusion framework. See health (see intermediate result (IR) 1.1); education (see IR 1.2); economic development and labor market (see IR 3.2); marriage, inheritance, and land tenure (see IR 3.1); and GBV (see IR 2.1) for detailed descriptions.

In regard to social inclusion, Madagascar law guarantees access to health care, education, facilitated entry to public transportation, training, and employment for persons with disabilities.[26] The law does not recognize intellectual disabilities.[27] The U.S. Department of State notes that these laws rarely are enforced and calls the government's legal framework "perfunctory."[28] The electoral code provides some protections for persons with disabilities, including assistance to cast votes. It does not, however, mention other accommodations, including ensuring that voting materials meet the needs of persons with limitations in eyesight.[29] Some evidence suggests that persons with disabilities experience discrimination in hiring practices.[30]

Lesbian, gay, bisexual, transsexual, and intersex (LGBTI) persons enjoys few protections under national normative and policy frameworks. Though it is legal for two persons of the same sex who are at least 21 years old to have intercourse, those below 21 can be imprisoned for two to five years and receive a fine of $900 to $4,500. Marriage between two people of the same sex is not legal.[31]

National institutional framework for gender and social inclusion: The MPPSPF leads the implementation of the national institutional frameworks for gender equality. Its Directorate of Gender Promotion (*La Direction de la Promotion du Genre*) has the mandate to appoint gender focal points in each ministry to ensure gender equality is integrated in each one's policies and programs. The directorate has provided training on gender and development, the rights of women, and women's leadership.[32] A group of female parliamentarians also has been designated to defend women's rights and promote women within Parliament.[33] A vibrant civil society, represented in part by the Madagascar Coalition of Civil Society Organizations, includes more than 30 non-governmental organizations (NGOs), women's federations and associations, and other organizations dedicated to promoting women's rights, gender equality, and social inclusion. This coalition drafted Madagascar's CEDAW shadow report of 2015.[34] The MPPSPF struggles to coordinate gender integration across sectors because the GOM has not finalized and adopted the national gender-equality policy that will act as the government's overarching guidance document on gender.[35] Civil-society organizations (CSOs) working toward gender equality and social inclusion also face challenges related to insufficient funding, inadequate shared vision among groups, and limited female leadership. (See IR 2.3 for a detailed discussion of the challenges CSOs face).

CULTURAL NORMS AND BELIEFS

As mentioned in the previous section, the GOM has created legal and policy frameworks to advance gender equality. Deeply rooted sociocultural norms and beliefs, however, often block the full realization of the rights and obligations enshrined in these structures. Starting in early childhood, girls and boys learn social norms that put females in inferior positions in both economic and domestic activities.[36]

Traditional norms and beliefs regarding masculinity and femininity in Madagascar expect men to be the stronger sex and women to be the weaker one, the latter often is referred to as *fanaka malemy* (fragile furniture). This framing places women in an inferior position. These beliefs underpin male/female relationships in Madagascar. With some exceptions in urban areas, when a woman marries, she loses her status as an independent adult and must obey her husband and meet the needs of her family. Women have reproductive and household obligations (such as purchasing and preparing food and washing the laundry), in addition to productive ones (working in the fields, selling products) and community obligations. Men mainly manage and officially represent the family. They typically have decision-making authority at the household and communal levels and perform tasks that require physical strength.[37] Men also determine sexual behaviors, which makes discussions about sex difficult among couples.[38] When it comes to traditional norms and practices, transgression is forbidden and refusal to follow them could result in a woman's expulsion from her community. Removal is not an option for most women because the majority lack the resources to survive on their own, especially if they have children to support. If a woman expresses disagreement with such norms and practices, she is denigrated as *akoho vavy manen* (a hen that cackles) and is shunned.[39] One informant emphasized that "shunning social norms is uncommon in Madagascar because the community is really the only social safety net for women and vulnerable groups when international-development projects have ended."[40]

Cultural norms and beliefs have a large impact on the health, education, livelihoods, and employment for women, girls, men, and boys. For example, women take care of children's health. Men, however, have household decision-making authority over spending. This situation puts women in a difficult position: they make decisions about children's health, but do not have authority over spending. Men also usually make decisions about fertility and the use of FP.[41]

Cultural norms dictate acceptable jobs for men and women, which limits opportunities for all genders in the labor market. Men are expected to carry out more-labor–intensive roles that pay greater, whereas women are counted on to stay home or hold jobs that are considered easier—and therefore lower paying. Cultural norms drive the early dropout of girls, in particular due to the stigma associated with going to school while pregnant or being married at an early age.[42] Social norms and the perception that men and women have different rights and obligations dictate the division of labor at the community level as well as their roles and responsibilities, which the next section will describe. See all of the following IRs for more-detailed discussions on cultural norms and beliefs' impacts on the lives of women, men, boys, and girls.

Deeply rooted social and cultural norms also can support CEFM and forced early sexual relations.[43] Thirteen percent of women aged 20 to 24 were married before the age of 15.[44] CEFM is present in most regions of Madagascar.[45] One of the more pervasive customs, known as *moletry* in the north and *valifofo* in the south, requires a very young girl to marry an older man in return for a gift of oxen or money offered to her parents.[46] In the north, young women and girls are considered as riches and are viewed as the family's savior, with their main responsibility being to find an older man—usually a foreigner—to marry, so she can provide for the entire family. In the south, young girls are perceived as a burden to their families if they do not get married.[47] As a result, when girls reach puberty, they are required to provide for their own needs without their parents' support, exposing them to transactional sex, prostitution, and CEFM[48]—and consequently sexually transmitted diseases and pregnancy.[49]

GENDER ROLES, RESPONSIBILITIES, AND TIME USE

Gender norms and stereotypes support the notion of men as breadwinners and heads of household. They include decision-making and family representation; security; and organizing the community's political, economic, and social life. These roles are embodied in the following roles: *ampanjaka* (traditional leaders), *tangalamena* (head of the family), and *olobe* (the noteworthy).

Likewise, gender norms ascribe domestic responsibilities, like caring for the home and cooking, to women.[50] These conventions emerge during childhood when, in preparation for marriage, girls are initiated into housework more often than boys (see the earlier Cultural Norms and Beliefs section for a discussion on CEFM). In rural areas particularly, women and girls carry out the vast majority of household water collection, which requires an average of 30 minutes per day.[51] Women's socially ascribed roles also consist of caring for family members and overseeing children's education—while the participation of men in those tasks is minimal or nonexistent.[52] In rural areas, women have more responsibilities due to heavy domestic tasks and agricultural labor, including work in the informal sector to support the family.[53]

Norms also influence women's roles and participation in community activities. A national survey Institut National de la Statistique (INSTAT) carried out in 2012 found that the highest level of community involvement among women was in religious activities and associations that improve education and

health. Forty-three percent of women are involved in religious associations and 25.6 percent in groups related to education and culture.[54] Only 5.5 percent of women were involved in political bodies and 15 percent in professional organizations. While women in urban areas are more active in sports, religious, cultural, education, and political and civic associations, rural women had a higher rate of participation in professional and other (undefined) types.[55]

Because of these rigid roles, female-headed households in Madagascar are disadvantaged economically and socially compared to male-led ones.[56] Women assume the role of household head when there are no men in the household, typically when a woman is widowed, divorced, or separated.[57]

Despite relatively equal education and literacy, women's labor is undervalued compared with men's[58] evidenced by women's lower level of integration into the work force (59.4 percent versus 61.8 percent).[59] Women's participation in economic activities, however, are greater in rural areas (61.5 percent) compared to urban ones (51.2 percent).[60] The time women spend doing housework limits them from performing economic activities outside the home.[61] Moreover, some employers prefer recruiting men because of maternity leave and women's perceived absenteeism.[62]

Despite legislation prohibiting child labor, 47 percent of children between 5 and 17 years of age, and 36 percent of children between 5 and 11 years of age already are working.[63] Fifty percent of boys and 44 percent of girls are involved in child labor, and more children in rural areas (51 percent) are working compared to those in urban ones (32 percent).[64] The high prevalence of child labor is linked with poverty in the country: 57 percent of children from poor households work to help sustain their family's livelihood.[65] Among the 22 regions in Madagascar, Androy has the highest prevalence of child labor with 62 percent of children between 5 and 17 years involved in economic activities.[66] Child labor is perceived as an obvious alternative to school for children.[67] The national youth policy claims that half of youth in Madagascar are unemployed. A United Nations Population Fund (UNFPA) study in 2017 showed that the lack of employment opportunities in the southern region has increased sex work among younger women and burglary among younger males, who carry out such work to meet their own economic needs and those of their families. Some young women and men are becoming *dahalo* (bandits), due to overwhelming unemployment in their region.[68]

ACCESS TO AND CONTROL OVER ASSETS AND RESOURCES

Due to gender norms, women are disadvantaged in access and capacity to use productive resources, such as assets, income, public services, and technologies. Although 59.4 percent of women participate in economic life,[69] 7.1 percent are involved in unpaid work and 28 percent received non-monetary compensation while working outside the home.[70]

Only 10 percent of women declared having received a higher salary compared to their husbands, while for 55 percent, the largest source of income comes from their male partners.[71] A 2013 INSTAT study on employment showed that women earned less than men on average whether in agriculture, formal businesses, or public administration.[72] Because of their low capacity to cover their families' basic needs, women often rely on their husband or partner to contribute financially. Social norms largely have established that the primary means by which women can acquire material resources is through relationships with men. For that reason, parents encourage girls to stay in school for a short period of time and then get married.[73] (See IR 1.3 for related discussion.)

A large proportion of women do not have the control over their incomes. Only 30 percent of women decide for themselves how to use their income. In 58 percent of cases, women have to consult with their husband or partner before making any decision, while 11 percent do not have any control at all over their income.[74] (See IR 1.3 for related discussion.)

In terms of loans, women have equal access to microfinance compared to males. Yet only 3.8 percent of married women aged 15 to 49 contracted loans in 2012. When comparing access to credit based on residence, 7.5 percent of married women in urban areas had taken loans, while only 3 percent of married women in rural locations had done likewise.[75] A 2013 INSTAT survey found that 14.4 percent of women who contracted a loan had difficulties repaying it.[76] Credit requirements and financial guarantees are the main challenge for many women, particularly in rural areas.[77] It is also more difficult for a woman to secure a loan if she does not possess collateral.[78] (See IRs 1.3 and 3.2 for related discussions.)

Discrimination in land ownership and inheritance persist in Madagascar, especially in rural areas. In Malagasy communities, land belongs to men.[79] These practices perpetuate gender inequalities that affect women's access to productive resources. Though formal laws promote women's land ownership during marriage (including the 2005 Land Law), traditional marriage codes often supersede them, resulting in women frequently losing their assets when they separate from their partners or become widowed. Men also are preferred regarding inheritance of parents' land.[80] (See IR 3.1 for related discussion.)

Gender inequalities manifest in unequal access to information and technology in Madagascar too. Men have more access to media and the internet despite relative equal levels of literacy between men and women (60 percent of women compared to 62 percent of men can read and write).[81] Fifty percent of women have access to newspapers, radio, and television at least once a week compared with 55 percent of men.[82] Further, 8 percent of women and 12 percent of men report having used the internet at least once over the last three months.[83] (See IR 2.3 for related discussion.)

> Gisèle Rabesahala (1929–2011) was Madagascar's first female minister. She was appointed in 1977, and devoted her life's work to independence, human rights, and fundamental freedoms. Rabesahala is a pioneer in Malagasy political history.

PATTERNS OF POWER AND DECISION-MAKING

Historically, women in Madagascar have occupied prominent political positions. Queen Rafohy initiated tribal unification under one ruler, and Queen Ranavalona I ruled contemporaneously with Queen Victoria's reign of the United Kingdom.[84] During French colonial rule (1896–1960), formal female political leadership was limited, but women's activism in the fight for independence and human rights increased.[85] Gisele Rabesahala, AKFM-Congrès de l'Indépendence de Madagascar, for example, rose to distinction by demanding an end to French rule and became Madagascar's first female minister.[86] Even after her passing in 2011, she remains a national role model.[87] (See DO 2 for related discussion on the legacy of female leadership in Madagascar.)

While women are free *de jure* to participate as equal citizens in all aspects of political life,[88] their participation is low.[89] Currently, only 16 percent of parliamentarians are women.[90] As of 2020, only six cabinet ministers are women (20 percent). Women's leadership in the judicial branch is high: 88 percent of all judges are women and gender parity exists for magistrates.[91] Madagascar does not have a political-party gender-quota system, although legislation favoring it has been proposed several times.[92] In the private sector, women also hold a number of leadership positions. Twenty-eight percent of leaders in

top managerial roles are women, which is considered high by international standards.[93] In small- and medium-sized firms, female management is also notable at 33 percent and 28 percent respectively.[94] (See crosscutting findings and recommendations for DO 2 and IR 3.2 for related discussions.)

At the subnational and household levels, women's participation in decision-making in limited. In parts of Madagascar, for example, women and men are not allowed to attend meetings where the other gender is present.[95] These sociocultural barriers result in women's low participation in decision-making in communities.[96] At the household level, men are considered the head of the family, wielding decision-making over financial resources, access to education, health care, crop management, community engagement, major purchases, and employment.[97] Women's lack of decision-making power at the household level and their financial dependence on men often contributes to their inability to leave their partners if they are in abusive relationships.[98] (See IR 2.3 for related discussion.)

3. DO 1 IMPROVED HUMAN CAPACITY TO CONTRIBUTE TO JOURNEY TO SELF-RELIANCE

SNAPSHOT OF RELEVANT STATISTICS

Health

- Maternal mortality rate: 426 per 100,000 births in 2018[99]
- 46 percent of births assisted by skilled professional[100]
- Malaria prevalence rate: 10 percent of the general population and 18.6 percent of children under 5[101]
- Total fertility rate: 4.6 births per women (5 in rural areas, 3.4 in urban)[102]
- Under 5 mortality rate: 54 deaths per 1,000 live births[103]
- 42 percent of children under 5 are stunted[104]
- 41 percent of women ages 15 to 49 use a contraceptive method[105]
- 151 out of 1,000 pregnancies are among adolescents aged 15 to 19[106]
- 38 percent of girls and women aged 15 to 49 have experienced physical or sexual GBV during their lifetimes[107]
- 34 percent of the population in rural areas have access to improved water source compared to 72.5 percent in urban areas[108]

Education

- Illiteracy rate is 27.6 percent for women versus 22.7 percent for men[109]
- Net attendance rate (primary): 79 percent of girls versus 74 percent of boys[110]
- Primary completion rate: 60 percent of girls versus 52 percent of boys[111]
- 19 percent of girls and 24 percent of boys who are primary school-age do not attend school[112]
- 33 percent of girls and 38 percent of boys who are at the age to attend the first cycle of secondary school do not attend school113
- 26 percent of girls and 21 percent of boys ages 7 to 14 have acquired basic competency in reading[114]
- 8 percent of girls and 6 percent of boys have achieved basic mathematics competency[115]
- 18 percent of primary teachers had pedagogical qualifications[116]

Resilience

- 1.8 USAID WE3 Dashboard Financial Services score (0 to 5, higher is better)[117, 118]
- 1.7 USAID WE3 Dashboard Education score (0 to 5, higher is better)[119,120]
- 1.7 USAID WE3 Dashboard Life Expectancy score (0 to 5, higher is better)[121,122]

- USAID WE3 Dashboard Decision-Making score (0 to 5, higher is better)[123,124]
- $1,119 per capita gross national income for women versus $1,690 for men, which is lower than the sub-Saharan average[125]
- 16 percent of households have electricity[126]
- 72 percent of households exclusively use wood stoves for cooking and heating[127]
- 6 percent of households have running water[128]
- 2 percent of households have flush toilets[129]
- Only 3 percent of women, 4 percent of men, 2 percent of children under 5, and 2 percent of children 5 to 17 have access to health insurance[130]
- Approximately 25 percent of the population received economic aid during the last three months when the survey was conducted in 2018[131]
- 41.7 Global Hunger Index Score 2019, which falls into the Alarming category[132,133]

3.1 IMPACT OF COVID-19

COVID-19 could exacerbate gender inequalities related to health, education, and resilience in Madagascar. In the health sector, COVID-19 may absorb already limited resources, thereby impacting programs that seek to empower Malagasy women to be decision-makers about their health. Although gains have been made in recent years related to maternal mortality, setbacks could ensue that result in women putting off prenatal and antenatal care because of COVID-19. Increases in unwanted pregnancies could increase as access to contraceptives decreases because of mobility restrictions. As seen globally, COVID-19 also has triggered potential increases in reported cases of GBV because of stay-at-home measures (see IR 1.3 for details).[134] Overall, the pandemic has great potential to reverse improvements made to ensure gender equality in health care.

The full impact of COVID-19 on education in Madagascar is neither fully known nor yet researched. The World Bank, however, estimates that COVID-19 could bring a loss of 0.6 years of schooling for children, adjusted for quality globally. The study suggests that the "combination of being out of school and the loss of family livelihoods caused by the pandemic may leave girls especially vulnerable and exacerbate exclusion and inequality, in particular for persons with disabilities and other marginalized persons."[135] Given the context of Madagascar, school closures could exacerbate gender-specific challenges in the education system (for example, CEFM for girls, increased child labor among boys, and worsening of learning gaps between girls and boys).

Frequent disasters in Madagascar paired with the COVID-19 pandemic place women, youth, and persons with disabilities at heightened risks of not having sufficient employment and income, and experiencing food insecurity. Nearly every productive sector has been impacted, notably the services industry of which tourism is a part (and comprises 54 percent of the country's gross domestic product (GDP)).[136] COVID-19 containment and stay-in-place measures also have impacted workers in the informal sector, which employs nine out of ten workers in Madagascar.[137] According to the United National Development Programme (UNDP), food insecurity may increase as a result of COVID-19 should the government not be able to manage stocks of essential products and secure supply chains of imported goods, especially if the pandemic worsens on a global scale.[138] In sum, resilience-building is now more critical than ever for mitigating the impact of COVID-19 and sustaining human-capacity outcomes in possible future disasters.

3.2 IR 1.1: SUSTAINABLE HEALTH IMPACTS ACCELERATED

IR 1.1 KEY FINDINGS

Gender-sensitivity of GOM health laws, policies, and plans. The GOM defines the health sector, (which includes nutrition; maternal and child health (MCH); and water, sanitation, and hygiene (WASH)), as a high priority in the General Policy of the State (*Politique Générale de l'État*)[139] and the Madagascar Emergence Initiative (*Initiative Emergence de Madagascar*).[140] The latter also addresses the promotion of women's rights, combating GBV, and enhancing women's access to FP to advance their health.

The National Heath Policy of 2016 (*Politique Nationale de la Santé*)[141] is the guiding policy in the health sector and rests on the principles of equity, quality, and universality. Its main priorities are to improve the supply and use of health services, reduce maternal and neonatal mortality, and reduce the mortality of children under 5. The policy also recognizes the importance of health issues that specific population groups face, such as the elderly, persons with disabilities, and women. The policy emphasizes HIV, FP, malaria, and tuberculosis. The National Strategy on Universal Health Coverage (2015) (*Stratégie Nationale de la Couverture Santé Universelle*)[142] offers strategic guidance to ensure the accessibility and availability of quality, affordable and health care services for all men and women. The National Community Health Policy (2017) (*Politique Nationale de Santé Communautaire*)[143] is also a major guiding policy for health in Madagascar, as community health constitutes an important part of the country's health strategy to promote access to services in rural and remote areas. The lack of a national gender policy, however, is considered a major gap.[144]

Several laws, policies, and strategic documents focus on sexual and reproductive health (SRH). Stakeholders highlighted the adoption of Law 2017-043 on SRH and FP as a major gain toward improving SRH policies targeting women and girls.[145] This law stipulates that girls have access to contraception without parental consent. The National Strategic Plan on Adolescent and Youth Sexual and Reproductive Health (AYSRH) 2018–2020 (*Plan Stratégique Nationale en Santé de la Reproduction des Adolescents*)[146] recognizes that youth, in particular women and girls, face serious SRH issues, including early and unwanted pregnancies, induced abortion, sexually transmitted infections and HIV, lack of contraceptive prevalence among youth, cervical cancer, fistula, GBV, and malnutrition. The Integrated Strategic Plan for Family Planning and Access to Reproductive Health Products 2016–2020 (*Plan Stratégique Integré en Planification Familiale et en Sécurisation des Produits de la Santé de la Reproduction*)[147] aims to contribute to the well-being of Malagasy families through access to voluntary FP services. To achieve this objective, the plan spells out several goals: increasing contraceptive prevalence to 50 percent, reducing the unmet need for FP to 9 percent, increasing the contraceptive prevalence among people aged 15 to 24 to 46 percent, decreasing the overall total fertility rate (TFR) to three children per woman, reducing neonatal mortality to 17 per 1,000 live births, and reducing maternal mortality to 300 per 100,000 live births. The National Youth and Adolescent Health Policy (2019) (*Politique Nationale de Santé des Adolescents et des Jeunes*)[148] addresses specific issues related to young men and women's reproductive health but also tackles nutrition, HIV/AIDS, and mental health. The National Youth Policy also has specific targets related to the AYSRH.

National strategies exist to provide social protection and address nutrition. The National Policy on Social Protection (2015) (*Politique Nationale de la Protection Sociale*)[149] recognizes the importance of gender, age, and disability as factors of vulnerability and promotes access to nutrition, quality health care, and water and sanitation to persons falling in these demographic categories. The

National Action Plan for Nutrition (2017–2021) (*Plan National d'Action pour la Nutrition III*)[150] advances women's access to income-generating activities to promote nutrition and MCH.

See IR 2.1 for related discussion on laws and policies related to GBV.

The preference for traditional medicine and births put the lives of pregnant rural women in danger. In some regions of Madagascar, mothers prefer self-medication and medications that healers provide because they are perceived as "natural" or given "through the ancestors."[151] This situation may impact seeking care from formal medical providers, even when traditional healers are unable to address medical conditions expectant mothers experience. The maternal mortality rate declined from 478 per 100,000 births in 2012[152] to 426 in 2018.[153] More effort is needed, however, to reach the target of 300 per 100,000 births. Only 39 percent of deliveries occur within a health facility.[154] The percentage of deliveries skilled medical professionals assist has not improved dramatically over the last 10 years, going from 43.9 percent in 2008,[155] to 44.3 percent in 2012,[156] and 46 percent in 2018.[157] This stagnation is due to multiple reasons, including the limited number of skilled health workers, the distance to medical centers combined with the lack of transportation in rural areas, and—mainly—preferences for traditional births.[158] A significant gap exists with respect to medical assistance received during delivery in rural (40 percent) versus urban (72 percent) areas.[159] In Androy, skilled medical professionals assist only 30 percent of deliveries while the figure is 49 percent in Analanjirofo.[160] The vast majority of newborns in Madagascar (78 percent) and their mothers (72 percent) receive postnatal care within two days of birth.[161]

There continues to be an unmet need for FP because of social norms and beliefs that create myths about contraception and limit women's decision-making. On average, the number of live births a woman in Madagascar has decreased from five in 2012 to four in 2018.[162] In rural areas, the TFR is around five live births per woman; it is lower in urban areas at 3.4.[163] The Androy region has the highest TFR in the country with 8.1 live births per woman on average, while women in Analanjirofo have 4.3.[164] In 2018, 40 percent of women between the ages of 15 and 49 used modern contraceptive methods,[165] which stands in contrast to 2012 when only 27 percent did so.[166] The contraceptive prevalence rate (CPR) is slightly higher in rural areas at 41 percent, compared to 40 in urban areas.[167] In contrast, the CPR remains low in some regions. For instance, in Androy only 9 percent of women use contraceptives.[168] Just 63.5 percent of women (65 in rural and 62 percent in urban areas) who want to use modern FP methods have access to them.[169] The CPR is higher and unmet needs for modern FP methods rate are lower in rural areas than in urban ones because of the increasing presence of community health volunteers in rural areas who can provide contraceptive injections.[170]

The unmet need for FP has roots in sociocultural norms and beliefs. Men's dominance in household and community decision-making (see Section 2.2 ADS 205 Patterns of Power and Decision-Making) extends to women's ability to make decisions about reproductive health and FP.[171] One study found that up to 90 percent of men refuse to allow their wives or partners to use a contraceptive method due to sociocultural norms and beliefs.[172] These attitudes include that a woman's value is measured by her ability to procreate within a marriage and that a man's masculinity is measured by the number of children he has. Several myths about negative effects of contraception (including that it causes cancer and prevents sexual pleasure) that men hold, especially in rural areas, also contribute to the unmet demand for FP. Many men interpret FP to mean that women will stop having children permanently.

These beliefs contribute to men's reluctance to allow women to use modern methods of contraception. Similarly, men typically refuse to use condoms because they would prevent procreation, which largely defines masculinity in Madagascar. [173]

Stigmatization about sexual activity outside of marriage and insufficient information prevents adolescent girls from using health facilities and services, which commonly leads to early pregnancies and other negative impacts on their SRH. Over the past decade, the number of youth-friendly health centers (*Centre de Santé de Base*) have increased in all regions of Madagascar.[174] Voucher systems also are in place where youth can benefit from reduced costs or free AYSRH and FP consultations in private and public health centers.[175] Religious beliefs and social norms, however, contribute to attitudes that prohibit sexual intercourse outside of marriage and make sexuality in general taboo.[176] As a result, unmarried women experience stigmatization when they use FP or frequent health centers for SRH issues and services. Furthermore, the lack of comprehensive sex education (from parents and in schools) and insufficient information on youth-friendly services make it difficult for male and female adolescents and youth to access AYSRH services that meet their needs.[177]

As a result, youth are not accessing contraception and, in turn, they are getting pregnant at early ages. The CPR among adolescent girls and young women between the ages of 15 and 19 is only 28 percent versus 41 percent for women ages 20 to 24.[178] Only 10 percent of young men aged 15 to 24 in urban areas and 1 percent in rural ones have used a condom. Thirty-six percent of women in Madagascar have given birth before the age of 18, and 5 percent before the age of 15. In Androy, almost half (46 percent) of women have given birth before the age of 18.[179] Adolescent pregnancy has decreased over the years but is still high. In 2018, 151 out of 1,000 pregnancies were among adolescents aged 15 to 19 years[180] compared to 163 in 2012.[181] The adolescent fertility rate is higher in rural areas: 168 out of 1,000 pregnancies compared to 101 in urban ones. Early pregnancy is highest in Androy with 245 pregnancies out of 1,000 women between 15 and 19 years of age. Early pregnancy also has dangerous consequences for young girls' health. For example, it is linked with the increased likelihood of developing obstetric fistula: in 4.7 percent of cases of early pregnancy, females develop an obstetric fistula.[182]

Traditional practices influence women and girls' sexual behavior and encourage early marriage and, in some cases, prostitution. The high prevalence of early pregnancy in Madagascar is linked closely with CEFM. Despite a law prohibiting marriage before the age of 18, child marriage is still common in Madagascar. In 2018, 37 percent of women between the ages of 20 and 49 were married before the age of 18. CEFM is high in some regions due to traditional marriage customs. For example, in Androy, 55 percent of women are married before the age of 18.[183] CEFM takes different forms depending on the region. In some areas, parents force their young daughters to get married as early as 15 years of age.[184] Some adolescent girls move out into a small house next door once they menstruate to show they are available. A man, usually older, then can pay the family to have sex with the girl without any promise of marriage.[185] Moreover, society expects children to be obedient to any adult regardless of their relationship to each other. Hence, children are vulnerable to violence perpetrated by adults everywhere, including CEFM and forced prostitution. Several studies on sexual exploitation and abuse of children found that parents are the main accomplices in sexual violence perpetrated on their daughters, for either CEFM, child prostitution, or other forms of sexual abuse.[186] Girls enter into prostitution starting at the age of 13 on average.[187]

Gender norms that tolerate violence against women and girls contribute to high prevalence rates of GBV. Data from 2018 indicates that 38 percent of adolescent girls and women between the ages of 15 and 49 have been victims of physical or sexual GBV in their lifetime, while 8 percent have been victims during the last 12 months.[188] Women and girls living in urban areas (30 percent) are more affected by physical violence than those living in rural ones (21 percent).[189] In regards to GBV among girls younger than 15, sexual exploitation, abuse of children, child prostitution, and CEFM often are not viewed as violence and, therefore, parents and community members do not report them. Girls aged 10 to 14 from rural areas and living in blended families are the most likely to experience all types of violence.[190]

Intimate partner violence (IPV) is common within the Malagasy community.[191] Forty-one percent of ever-married women have experienced emotional, sexual, or physical violence by their partners or husbands during their lifetime.[192] The most-common forms of IPV are emotional and physical violence, with 34 and 23 percent of ever-married women, respectively, experiencing them during their lifetimes.[193] IPV prevalence is highest in the Analamanga region where 55 percent of women have experienced some type of violence from their partners.[194] Women from urban areas with higher levels of education are more likely to experience IPV.[195] The 2018 Multiple Indicator Cluster Survey did not provide insight into why women in urban areas and with higher education levels experienced higher rates of IPV than their rural and less-educated counterparts. [196]

Social norms dictate traditional roles and responsibilities for women, and when women are perceived to not be fulfilling those functions, they are more likely to experience violence. As a result, community members and families often blame women for the violence[197] or turn a blind eye when witnessing IPV.[198] Forty-one percent of women aged 15 to 49 and 29 percent of men believe that a husband is justified in beating his wife if she neglects their children, goes out of the house without telling him, burns the food, refuses to have sex with him, or even talks back.[199] A study NGO ECPAT France conducted on sexual violence in 2018 found that both men and women in Madagascar think that marriage obliges women to be sexually available to their husbands.[200] Moreover, the preservation of the *fihavanana*[201] leads to weak sanctions against GBV within Malagasy communities.

The southern part of Madagascar has a high prevalence of GBV, stemming from cultural practices such as the *dahalo* phenomenon.[202] A study UNFPA conducted found that 44.8 percent of women living in the Ihorombe, Atsimo Andrefana, and Anosy regions experienced some type of violence by *dahalo*.[203] The *dahalo* was originally a traditional practice of cattle raiding that acted as young men's rite of passage; however, the practice has devolved into criminal activity composed of groups of armed bandits who rustle cattle from village to village. *Dahalo* raids expose women and children living in the southern part of Madagascar to a high risk of physical, psychological, economic, and sexual violence, as they often are used as human shields and have their assets stolen.[204]

Integrated GBV responses are essential for women and girls but are not systematically available across the country. The lack of availability, poor quality, and high cost of care for GBV response services often leaves survivors without access to treatment.[205] Access to care and treatment is even more difficult for survivors who are minors because they must rely on parents to seek and receive it.[206] Insufficient knowledge about existing facilities and procedures to report violence adds to survivors' inability to access care and treatment.[207] To address this issue, the National Strategy to Combat Gender-Based Violence 2017–2021 addresses access to integrated health services for GBV survivors.

(See IR 2.1 for related discussion on access to justice in cases of GBV.) Within this context, several centers, called Centre Vonjy, provide integrated medical and psychosocial care for GBV survivors and have opened in cities that include Antananarivo, Fort Dauphin, Toliara, Mahajanga, Toamasina, and Nosy Be. The creation of the Centre Vonjy has gone hand-in-hand with the creation of the Network for Childhood Protection at the national and regional levels, which has increased collaboration between actors providing GBV services in different regions.

Malnutrition, malaria, and diarrhea are the leading cause of mortality among children under five. Mortality among children under 5 has decreased consistently over the last 10 years. In 2008, the under 5 mortality rate was around 72 per 1,000 live births and dropped to 62 per 1,000 in 2012 and then 59 per 1,000 in 2018. The under 5 mortality rate is estimated to be around 54 per 1,000 in 2019.[208] More children under 5 die in rural areas (62 per 1,000) than in urban ones (46 per 1,000).[209] Boys (65 per 1,000) also are more likely to die before the age of 5 compared to girls (52 per 1,000). In 2012, 11.3 percent of children under 5 had diarrhea two weeks before the survey.[210] This high prevalence is due to the lack of clean water and poor sanitation facilities and practices in rural areas.[211] Malnutrition also affects a high proportion of children. Forty-two percent of children under 5 were stunted in 2018.[212] Data shows that only 48.8 percent of women implemented exclusive breastfeeding of their children until they reached 6 months of age.[213] Lack of access to SRH services also impacts nutrition as the family does not have enough resources to feed their children when they are not using FP methods to limit or space births.[214]

In 2015, malaria was the third leading cause of morbidity for children under 5. The prevalence rate for malaria was around 10 percent of the general population and 18.6 percent of children under 5.[215] Seventy-three percent of children younger than 5 slept under long-lasting insecticide-treated bed nets the night before the survey was conducted in 2015.[216] Furthermore, the lack of women's access to facilities and services on WASH and nutrition coupled with gender stereotypes contributed to the mortality of children under 5 in Madagascar.[217]

Some gender stereotypes prevail in nutrition as women are primarily responsible for the nutrition of the family, especially of children. Strong traditional gender roles around childcare play an important role in malnutrition among children as mothers are considered the primary providers.[218] Communities would ridicule fathers actively involved in childcare activities, and their wives would be considered lazy or inept.[219] Women's financial dependence forces them to rely on male members of their families to pay for food, which is typically expensive.[220] Women and children also are limited in the amount of food they eat because traditional norms stipulate that men eat first and until they are fully satisfied.[221]

The construction of WASH infrastructure has promoted women's access to improved water sources in remote areas, but a high proportion of the population still lacks access to basic services. Most WASH infrastructure in rural areas, such as water sources (e.g., boreholes, piped water to households) and public latrines, are obsolete and/or in disrepair.[222] Sanitation activities managing garbage and household waste are also nonexistent.[223] A high proportion of the population does not have access to clean water, and women and girls, who are predominantly responsible for securing potable water, must walk long distances to reach sources.[224] More than half of the population (57 percent) does not have access to improved water sources.[225] Only 34 percent in rural areas have access to an improved water source compared to 72.5 in urban areas.[226] In Androy, only 6 percent of

the population has access to basic hygiene.[227] The recent construction of a water pipeline in the southern region of Madagascar is viewed as a tremendous advancement to tackle drought while increasing water access there.[228] More latrines and improved water sources also have been built in rural and remote areas of the country.[229] (See IR 1.3 for related discussion on WASH and resiliency.)

Gender norms are at the root of women's insufficient access to WASH infrastructure and facilities, which contributes to insalubrity in rural areas. In most rural areas, women and girls are responsible for gathering water for their households and maintaining the cleanliness of their homes and the wider community.[230] Because land typically belongs to men (see IR 3.1 Natural Resource Management for discussion), however, women are not able to make decisions to build latrines in their households because they need the permission of their husbands to do so.[231] In some parts of the country, there is also a traditional practice that encourages open defecation rather than the use of latrines as it is not "clean" to have fecal matter stored inside the house.[232] Forty percent of the population still does not have any latrine and practices open defecation.[233] (See IR 1.3 Resilience for related discussion on WASH.)

Women and girls face stigma and other challenges during menstruation. Menstrual hygiene is still a taboo subject in Madagascar and a source of humiliation for women.[234] Women across the country, especially in rural areas, continue to have insufficient access to private washing facilities (see the previous section) and do not always have funds to secure sanitary napkins.[235] Because of these challenges, one out of 10 women report not being able to participate in any social, school, or economic activity during menstruation.[236] (See IR 1.2 for discussion on limited WASH in schools for girls.)

Limited access to services and facilities because of cost and distance are important constraints to promoting women's health in Madagascar. Access to health services is low in Madagascar, especially in rural areas, in large part due to long distances to the nearest health facility.[237] Only 60 percent of the population live within five kilometers of a health center and 47 percent of women in rural areas have difficulty accessing the nearest health facilities due to their remoteness.[238] The lack of financial resources for transportation to reach medical facilities and the cost of health care are the major access barriers for poor communities living in rural areas.[239]

Marginalized persons, including persons with disabilities and LGBTI persons are absent from the health-sector landscape in Madagascar. According to numerous stakeholders, health services are not adapted for persons with disabilities and other vulnerable populations. Stakeholders also observed that the needs of persons who do not read or write are ignored when projects and most communication tools are not adapted to their needs, despite high levels of illiteracy in Madagascar[240] (see IR 1.2 education). The location of potable water sources, far from remote areas, is an acute barrier for persons with disabilities. Stigmatization of persons with disabilities, as well the lack of laws, policies, and programs that address their needs, affects their access to health services and facilities.[241] Further, community members mock persons with disabilities if they use SRH products and services because they are perceived as people who should not and do not have any sexual life.

Community health approaches contribute to the access of women and girls to services in rural areas. Community health workers (CHWs) play a critical role in the public health system, as indicated in the National Community Health Policy. CHWs serve as direct distribution points for health commodities.[242] The majority of CHWs are women selected by their communities, and they reach approximately 9.5 million people, or 64 percent of the rural population.[243] CHWs provide services

related to vaccinations, malaria prevention, exclusive breastfeeding, FP, communicable disease and WASH, youth and adolescent health, nutrition, and safe motherhood.[244] They also have contributed to reducing open defecation in rural areas. Mobile outreach and CHWs in rural areas have increased the prevalence of FP injections, SRH product use, and the use of WASH products and facilities.[245]

Market-based approaches that engage the private sector have made health commodities available and accessible on a sustainable basis to the general population and women in particular. The recent involvement of the private sector in the provision of health commodities is a major advance in the health system.[246] The creation of a technical working group implementing the Total Market Approach to address SRH is an important advance in engaging the private sector in promoting the availability of health commodities. [247] Organizations in the private sector also are providing WASH services in rural areas. [248]

There is a lack of promotion of positive masculinities and community leader involvement in SRH, nutrition, WASH, and GBV prevention and response. Men's need to maintain their strong and macho image prevents them from taking care of their children.[249] Furthermore, health programs focus primarily on women at the expense of integrating their male partners, compromising the effectiveness of programming.[250] Male community leaders also play an important role in influencing norms and practice in rural communities. For instance, the *tranobe* (champion of change) approach involving couples has been highlighted as a promising practice for promoting positive masculinities and male community-leader involvement in SRH, nutrition, WASH, and GBV prevention and response.[251]

Gender norms related to negative masculinity also obstruct men's health-related well-being. The expectation of men to be strong acts as an important barrier to their knowledge of healthy behaviors and health-seeking conduct, as well as to their role as a supportive partner to their wives.[252]

There's limited participation of women at the highest levels of decision-making in the health sector. One study noted that there is an erroneously perceived balance between men and women in management-level positions within the health sector, because people equate the high participation of women on the demand side for services as equally high on the supply side of providing them. The study, although somewhat limited scope, provides evidence that social and cultural barriers not only prevent women from reaching the highest levels of decision-making and influence in the sector but also limit the ability of women and girls to benefit from interventions. This situation is due to the health sector's limited knowledge, understanding, and commitment to gender equality and social inclusion.[253]

IR 1.1 RECOMMENDATIONS

The recommendations below link to the following *USAID J2SR sub-dimensions*: open and accountable government, inclusive development, government capacity, and citizen capacity. The * notes priority recommendations.

- Support implementation of the National Policy on Equality Between Women and Men as an overarching plan to guide coherent and consistent integration of gender equality across the myriad policy and strategic documents in the health sector. (See related recommendation under IR 1.3 Resilience.)
- *Engage CHWs to raise awareness on the importance of maternal health care during pregnancy:

- o Implement behavioral-change communication activities that work within existing spiritual-belief systems to support maternal health.
  - o Identify female community leaders who can champion formal maternal health services related to pregnancy and childbirth health.
- *Include social and behavior-change activities in all HPN-supported projects that promote positive masculinities and more-equal power dynamics between couples using critical reflection dialogue approaches:
  - o Research the effectiveness of the *tranobe* (champion of change) approach to working with couples on gender norms and power dynamics to support more-equitable decision-making and promote positive masculinities.
  - o Link dialogue activities with community-level conversations and critical reflection on the gender norms that support challenges related to women and men's health. These dialogues should engage traditional community leaders.
  - o Provide examples of improved well-being for women and men when power dynamics within relationships become more equal.
- *Provide comprehensive sexual education for male and female adolescents and youth through youth-friendly health centers:
  - o Coordinate content with the Comprehensive Sexual Education pilot the Ministry of National Education and Technical and Vocational Education (MNETVE) and UNFPA implemented. (See IR 1.2 Education for related recommendation.)
  - o Engage parents and community members in an adapted curriculum and dialogue to tackle gender norms that put adolescent girls at risk of CEFM, forced prostitution, and early pregnancies.
- *Integrate GBV prevention and response into all health, nutrition, and WASH programming:
  - o Provide comprehensive training to health care providers on the clinical management of GBV (including the detection of and response to potential cases of GBV).
  - o Expand access to *centre vonjy* (integrated legal and psychosocial support) throughout the country.
  - o Increase the number of shelters with comprehensive wrap-around services (including psychosocial support and legal assistance) for GBV survivors nationwide.
  - o Link GBV survivors with existing Village Savings and Loans Association (VSLA) groups or other income-generating activities (IGAs). **WE3**
  - o Support the green line 147, which is a toll-free telephone number in Madagascar where Malagasy can report GBV and violence against children. It is also a platform that informs women and men of their rights, common forms of violence, ways to mediate, and the rights of victims to seek help from their families.
  - o Strengthen coordination on gender and GBV prevention and response by supporting the creation of a gender technical working group to ensure coordination among health, WASH, nutrition, and dedicated GBV service providers.
  - o See related recommendations under IRs 1.3 Resilience and 2.1 Rule of Law.
- *Support integrated programs that include health, WASH, food security, livelihoods development, and nutrition components: **WE3**
  - o Integrate VSLAs, saving and internal lending communities (SILCs), or links to IGAs into all health-related activities as both platforms for awareness-raising and sensitization but also for income generation to invest in health, WASH, and nutrition. See related recommendations under IR 1.3 Resilience and DO 3. **WE3**

- *Expand market-based approaches in the health sector by engaging private-sector actors in activities that transcend provision of health and WASH commodities and services to the market:
    - Engage the private sector to use its advertising platforms to tackle the underlying gender norms that harm health and access to WASH services and facilities, especially regarding women's health.[254]
    - Partner with private-sector companies that supply health and WASH commodities and services to create income-generating opportunities for women in rural areas through sales of their products. **WE3**
    - Explore public-private partnerships with companies that work in the health and WASH sectors (such as soap and hygiene product makers) to provide grants and support to communities related to health and WASH. Examples of these types of partnerships have emerged in India.[255]
- Invest in infrastructure that advances WASH, nutrition, and women's health in general (such as pipelines, health centers, and clean water sources).

3.3 IR 1.2: BASIC EDUCATION OUTCOMES IMPROVED

IR 1.2 KEY FINDINGS

The Education Sector Plan (ESP) 2018–2022 includes some gender mainstreaming. The ESP provides strategic guidance for developing the education sector at the preschool, primary, secondary, and tertiary levels, as well as in nonformal education. Five strategic objectives guide the plan: provide quality and equitable basic education to all children; develop the skills and employability of the country's human resources, provide a high-level tertiary education that responds to technological and development challenges; ensure the possibility of lifelong learning; and train responsible, fulfilled citizens to become vectors of change and innovation.[256] The plan addressed gender equality in a number of ways. Examples include providing scholarships for girls to ensure continued gender equity in education; improving and boosting civic education (*Education à la Citoyenneté et au Civisme*), which seeks to include teaching on gender equality and social inclusion; strengthening parents' knowledge on the SRH of adolescent girls and boys, which focuses on decreasing gender-based discrimination towards girls; and considering potential gender and other disparities in access to vocational and technical training and higher education, especially for women and persons with disabilities.[257]

Despite advances, illiteracy remains high, especially among women and persons living in rural areas. Efforts have led to increases in Madagascar's literacy rates, increasing from 59.2 percent in 2004 to 71.6 percent in 2012.[258] Women, however, still lag behind men: 27.6 percent of women versus 22.7 percent of men are illiterate.[259] The urban-rural divide is also notable as 93.3 percent of the urban population is literate versus only 66.2 percent in rural zones.[260]

Gender parity in enrollment and completion exists at the primary level, with a slight advantage for girls. In contrast to the majority of African countries, girls have as much access to school as boys at the national level. The net attendance rate at the primary level is 79 percent of girls versus 74 percent of boys.[261] And the primary completion rate is 60 percent for girls versus 52 percent for boys.[262] Parity has been achieved in large part because of a school enrollment and retention campaign the United Nations Children's Fund (UNICEF) and the Ministry of National Education jointly sponsored in 2014.[263]

Boys are at a distinct disadvantage across UNICEF's five dimensions of out-of-school children[264] by education level. Boys are more likely to be out-of-school and at risk of dropping out at the primary and secondary levels. Nineteen percent of girls versus 24 percent of boys who are of primary school-age do not attend school, whereas 33 percent of girls versus 38 percent of boys who are at the age to attend the first cycle of secondary school do not attend school. The greatest difference emerges for children who are enrolled in the first cycle of secondary school but are at-risk of dropping out: almost twice as many boys than girls face this situation (26 percent versus 15).[265]

Poverty and inadequate infrastructure cause dropout for all genders, but other factors affect girls and boys differently. One of the few studies on the gender dimensions of primary school dropout highlights that 10 percent of school dropout is due to child labor and 26 percent to parents' financial issues (in urban and rural areas).[266] Universal, free education is still not available, with many public schools reinstating tuition fees. There also has been a reduction in the distribution of textbooks and school kits, which probably contributed to the reduction of access to primary education and the increase in dropouts.[267] School infrastructure also is insufficient: some primary schools only offer education through third or fourth grade instead of through fifth and schools may lack gender-sensitive WASH facilities, especially in rural areas. [268]

For girls, CEFM and early pregnancies are leading causes of dropouts. CEFM is present in most regions of Madagascar, with five areas having high percentages of women who have been married early: Atsimo Atsinanana (60 percent), Atsimo Andrefana (66 percent), Melaky (54 percent), Betsiboka (51 percent), and Sofia (54 percent).[269] Girls dropping out also has been linked to tourism, as the development of that industry often encourages girls to become prostitutes.[270] For boys, child labor is a leading cause of dropping out, especially at the secondary level.[271]

Other factors such as the distance between home and school, the cost of studies, the quality of infrastructure and equipment, bad relationships between teachers and students, and even peer influence appear to influence dropout, especially of girls.[272]

School-related gender-based violence (SRGBV) exists but there is limited data on its incidence and prevalence. According to the 2015 CEDAW Shadow Report on Madagascar, no national legal or strategic frameworks exist to prevent and sanction SRGBV.[273] Informants, however, indicated that SRGBV takes place in schools and as children travel to and from school. They note that overall systemic change is required to tackle SRGBV, notably establishing supervision to ensure the protection of students while on school grounds, increased safety on routes to and from schools, and enhanced measures to avoid long commutes.[274]

Girls outperform boys in reading and math; however, regardless of gender, basic reading and math skills are low among Malagasy children. Data that explain the gender differences in learning outcomes is not available. Only 26 percent of girls and 21 percent of boys ages 7 to 14 have acquired basic competency in reading.[275] In basic mathematics, the learning outcomes are even lower: just 8 percent of girls versus 6 percent of boys have achieved basic competency.[276,277] No studies were found that identified the underlying causes of learning differences for girls and boys.

Women occupy the majority of teaching positions but are underrepresented in leadership and management at all levels of the school system. Women represent more than 50 percent of the teachers in private and public schools at the primary level. [278] The proportion of women decreases, however, the

higher the position in the education system's hierarchy. Reasons cited for this finding include the time burden of household tasks and caring for children and the elderly, which prevents women from taking on higher-level roles, especially given the lack of flexible work schedules to accommodate work-life balance at the MNETVE.[279] As well, women are not favored during recruitment even when they have equal qualifications because maternity leave often is seen as costly to the education system's predominantly male recruiters.[280] Lack of transportation also limits women from occupying leadership roles. Residents of remote areas and women typically do not know how to ride a motorcycle in Madagascar.[281]

Few women hold even lower-level leadership roles in the education system, such as the Pedagogical Administrative Zone/*Zone d'Administration Pédagogique (ZAP)* leader. This position focuses on providing training, pedagogical supervision, and monitoring and evaluating the work that school directors and teachers carry out in their municipalities. This condition is due to the aforementioned factors, in particular lack of access and ability to ride a motorcycle, which is necessary to make school visits.

There is anecdotal evidence of the lack of gender sensitivity in the current school curricula, manuals, and teaching practices, but data is limited. Sexist stereotypes are found in curricula, manuals, and teaching practices that convey stereotypical representations of women, men, boys, and girls.[282] The Ministry of National Education and Technical and Vocational Education, in collaboration with UNFPA, is piloting a comprehensive sexual-education curriculum. It covers a range of topics related to SRH and rights, such as early pregnancy, sexually transmitted diseases, and GBV. At the same time, the curriculum seeks to instill skills and values related to tolerance, equity, equality, and human rights and responsibilities.[283]

Inclusive education represents a major challenge in Madagascar. Inclusive education is not part of the Malagasy education system.[284] The majority of children and youth with disabilities are out of school; however, those who are in school do not have their unique needs met and are at high risk of dropping out or repeating grades.[285] Challenges to accessing quality education for children with disabilities include the inadequate adaptation of physical structures, including WASH facilities.[286] The analysis of inclusive education conducted during the development of the ESP outlined additional obstacles, including lack of knowledge and understanding of the needs of children with disabilities, amplified by the virtual absence of parental education and awareness; managers of public and private establishments are still reluctant to welcome children with disabilities and vulnerable children (especially minors in conflict with the law); a tiny proportion of teachers, both public and private, have benefited from training on inclusive education; the absence of adapted teaching materials and equipment for teachers and students due to low financial support; and the absence of reliable data on children with disabilities and other vulnerable children.[287] Efforts to include children with disabilities in mainstream schools, such as the endeavors implemented between the MNETVE and UNICEF in seven regions since 2011, have faced insufficient resources; inadequate special equipment, because the number of students identified did not correspond to the reality, and insufficient training and technical expertise of program supervisors.[288]

Insufficient WASH facilities remain a challenge for regular school attendance, especially for girls. The absence of separate toilets for girls and boys in schools and lack of water for menstrual hygiene is prominent in schools in Madagascar and acts as a barrier to girls' regular attendance.[289] As part of the Basic Education Support Program, the World Bank has committed to installing sex-

segregated bathrooms and water facilities in new schools, as well as remodeling existing ones to include them.[290]

The MNETVE staff lacks capacity to integrate gender into all aspects of the education system. The MNETVE has limited-to-no capacity to integrate gender and social inclusion.[291]

IR 1.2 RECOMMENDATIONS

The recommendations below link to the following *USAID J2SR sub-dimensions*: government capacity, inclusive development, and citizen capacity.

- Engage illiterate mothers and fathers of early-grade primary-age children in programs adapted to support the parents' literacy while providing them with tools to support their children's efforts to learn to read.
- *Develop a school-dropout tracking system that collects data disaggregated by grade level, sex, area of residence, income level, and ethnicity based on early-warning[292] indicators: **WE3**
  - Track gender-specific reasons for dropout and monitor loss rate trends among girls and boys at the primary and lower secondary levels to ensure current trends are addressed immediately.
  - Develop indicators that provide early warnings of dropout in order to intervene before it occurs.
- Strengthen the existing UNICEF-MNETVE enrollment and retention campaign by including a community dialogue and critical reflection approach with parents, traditional and community leaders, MNETVE officials, and development partners to tackle the underlying gender norms and practices that trigger dropout, especially of girls.
- *Institutionalize roles and responsibilities for gender mainstreaming within the education management system: **WE3**
  - Link gender responsibilities to specific positions and not to individuals, and include this role, with specific responsibilities, in the positions' official terms of reference and job descriptions.
  - Include key positions at the national and local levels of the education system.
  - Provide professional-development opportunities in gender-sensitivity training to education management across the central and local levels.
- *Strengthen pedagogical coaching and the supervisory capacity of ZAPs, including as related to gender-sensitive teaching practices: **WE3**
  - Empower and train ZAPs to ensure gender-sensitive teaching through coaching and oversight.
  - Develop a related quality-of-instruction index and observation tool ZAPs can use to observe teachers in action and evaluate them along a number of dimensions, including gender-sensitive practices. The tool can be used to guide areas where ZAPs can support teachers while also measuring change over time.
- Review and revise curricula and textbooks to ensure they are gender-sensitive; use gender-equitable and inclusive language; include illustrations that are gender equitable and free from stereotypes; and equally represent girls, boys, women, and men.[293]
- *Ensure new curricula (for example, the new earl- grade reading curriculum) is fully gender-sensitive and follows the aforementioned good practices.

- Revise in-service and preservice training curricula to include modules related to gender-sensitive teaching practices and a focus on supporting teachers to become aware of and work to eliminate unconscious gender bias.
- *Ensure new teacher training modules related to early-grade reading include content related to teaching using a gender-sensitive lens.
- *Prioritize the quality of learning for boys and girls while considering boys' greater underachievement in Madagascar: **WE3**
  - Conduct a study to better understand the underlying causes of underachievement of boys versus girls in reading and math and devise strategies to address the barriers. The study should address specific obstacles girls face as well.
  - Implement a holistic approach that utilizes global good practices to combat boys' underachievement. Use school-based interventions that combine four components: pedagogic, classroom-based teaching and learning; individual, focusing on target setting and mentoring; organizational, whole-school changes; and sociocultural, working to create a positive environment for learning.[294]
- *Conduct a comprehensive study on SRGBV that identifies manifestations, locations, perpetrators, referral pathways, and other contextual information. The study should inform the creation of a MNETVE-led plan that could include actions like parent and community mobilization, behavior-change campaigns, and establishment of a SRGBV data collection and reporting system.
- *Support scale up of the Comprehensive Sexual Education pilot the MNETVE and UNFPA implemented.
- *Promote increased female leadership in higher levels of the MNETVE hierarchy:
  - Include women leaders from education-related CSOs and financial and technical partners (that is, donors) on hiring committees at the MNETVE to facilitate a more gender-equitable makeup of recruitment decision-makers. This staffing could be temporary, until female leadership within the ranks of the ministry increases.
  - Conduct sensitization of gender-equitable hiring practices with the MNETVE to tackle gender discrimination, especially related to stereotypes about maternity leave.
  - Partner with motorcycle companies to facilitate access to motorcycles for female ZAPs. These efforts could include free training and awareness campaigns that break down cultural barriers that likely block women from using motorcycles as often as men.
- Strengthen inclusive-education initiatives to ensure the unique needs of children with disabilities are met: **WE3**
  - Develop guidance material and training modules for teachers on working with children with learning disabilities to facilitate early-grade reading (EGR) with children who require additional and specialized support.
  - Provide specialized training and raise awareness to teachers about working with children with diverse abilities.
  - Create a cadre of specialized teachers who work in several schools to support regular classroom teachers to address the needs of children with disabilities.
- *Partner with the HPN sector to ensure schools participating in USAID EGR programs are equipped with gender-sensitive WASH facilities (including separate toilets for girls and boys with locks and privacy, handwashing facilities with soap, and menstruation supplies).
- Make linkages between VSLA savings programs and education to encourage increased investment in education for girls and boys among the poorest households. **WE3**

3.4 IR 1.3: VULNERABILITY TO SHOCKS REDUCED

IR 1.3 KEY FINDINGS

The policy and strategic framework for resilience in Madagascar encompasses a number of documents related to disaster risk reduction (DRR), disaster risk management (DRM), climate change, and social protection that integrate gender to varying degrees. The National Strategy on Disaster Risk Management 2016–2030 (NSDRM),[295] the primary policy and strategic framework for the national DRM system, mentions gender, equity, and inclusion as guiding principles. It also spells out specific measures on gender equality that national, regional, local, and sectoral strategies on DRR and DRM should integrate, including gender-sensitive communication, training programs, and updates to vulnerability analyses.[296] That said, the strategy does not include an analysis of gender inequality with DRM or resilience, and its relationship to disaster to serve as a foundation for the measures that it presents.

The 2010 National Policy for Climate Change[297] is the overarching environmental protection policy that addresses climate change. The Strategic Program for Climate Resilience (SPCR) and the accompanying Pilot Program for Climate Resilience (PPCR) provide a long-term roadmap for bringing together the DRR and DRM institutional framework with the environmental protection and climate change-related ones. The SPCR and PPCR provide a sound gender analysis of risks and vulnerabilities to natural disasters that climate change has exacerbated. Opportunities exist to address gender further, including increasing women's participation and leadership in climate change, DRR, and DRM initiatives; engaging women entrepreneurs in agricultural value chains; and encouraging women to be active entrepreneurs in ecotourism initiatives.[298] (See IR 3.1 for related discussion on Natural Resource Management.)

The National Policy on Social Protection provides a gender-sensitive roadmap for ensuring social protection through social assistance (for example, monetary transfers), social action services (such as accompaniment measures to ensure the most-vulnerable access social assistance and social security, and social security. The policy defines and analyzes the key segments of the Malagasy population that are most in need of social protection, including women and girls in general, as well as pregnant and lactating women, girls, youth, and persons with disabilities.[299]

As a whole, it is not clear how the aforementioned policies come together to enhance resilience and mitigate and manage disasters, in particular with and among women and other groups of persons who are more vulnerable to disaster and climate change.

The institutions that implement strategies and policies on DRR, DRM, climate change, and social protection do not coordinate their work on gender equality as both a means and end in supporting enhanced resilience. The National Bureau for Disaster Risk Management (BNGRC) under the Ministry of Interior and Decentralization oversees the implementation of the NSDRM and its action plan. The Committee on Prevention and Support to Crisis Management, housed within the prime minister's office,[300] designs, develops, supervises, and updates the National Disaster Risk Management Policy, the NSDRM, and its plan of action. The Committee for Reflection Among Disaster-Response Partners (*Comité de Réflexion des Intervenants aux Catastrophes)* (CRIC) acts as a primary partner with the BNGRC in DRR and DRM. CRIC, however, lacks adequate participation from national institutions and organizations; its members are largely from international humanitarian organizations and NGOs.[301] The extent to which the CRIC prioritizes gender is unclear.[302] The Ministry of Environment and Sustainable

Development[303] along with the National Bureau on Climate Change, Carbon, and REDD+ (BNC-REDD),[304] also form part of the national governance framework on resilience related to the environmental, economic, and social impact of climate change. Collaboration among these institutions, especially with respect to gender equality, is limited. The Ministry of Population, Social Protection, and Women's Empowerment was not part of the planning, monitoring, and evaluation of activities BNGRC and USAID coordinated, and has received no reports that analyze or evaluate how they integrate gender into the BNGRC activities related to DRR and DRM. The cited reason for this coordination gap was that the new National Policy for Equality Between Women and Men—which provides the foundation for all interventions on gender equality and women's empowerment in Madagascar—has not been finalized.[305]

Governmental social safety net schemes can be an important mechanism for ensuring women, who are disproportionately the poorest in Madagascar, have greater resilience to natural disasters, climate change, and other shocks. According to the World Bank, social safety nets are an important mechanism for ensuring resilience against shocks and crisis, such as natural disaster and climate-change related emergencies, for the poorest people,[306] who are disproportionately women in Madagascar[307] (see finding below for data on poverty of female headed-households). However, most social safety nets are donor-funded and project-based which make them unsustainable.[308]

Opportunities exist to build on promising gender-responsive practices, including private-sector engagement, for DRR and resilience. Examples of good practices include partnering with private-sector companies to conduct DRR and resilience activities. Phileol, a company that specializes in castor seed oil production for export supports women-led artisanal activities, reforestation, and improved agricultural practices in Tsihombe. Other promising practices include providing incentives and funding to farmers to encourage their use of organic manure and compost, which they might not use otherwise because of long-standing cultural norms and practices. Programming in this area could collaborate with local leaders, notably *fokontany*, to get them on board with these types of practices.[309]

Insufficient access to basic services in Madagascar harms resilience, especially for rural women and men. The decentralization of basic services has yet to prove effective in Madagascar as basic services in health, education, civil registry, justice, and security continue not to exist in many rural regions or are too distant for most women and men when needed.[310]

Gender norms act as key barriers to women's resilience. Gender norms are largely at the root of most intermediate causes of the limited resilience of women during times of crisis, disaster, and other shocks. The patriarchal conception of the community is often an obstacle to women's participation in the development of shock-related plans and strategies and the implementation of activities. Having the role of head of the family, men are responsible for all activities outside of the home (working, participating in meetings, representing the family). Women take care of the household and the education of children, which prevents them from participating in activities outside of the home.[311] During crises and disasters, women continue to be responsible for addressing the basic needs of the family, putting an enormous burden on their mental and physical health, leaving them more vulnerable. This situation is exacerbated by traditional norms, roles, and responsibilities that exclude them from decision-making, which could alleviate this time burden.[312] (See IR 1.3 for related findings on time poverty, resilience, GBV, negative coping mechanisms, limited access and control of assets and resources, poverty, and

undiversified livelihoods. And see IRs 2.3 and 3.3 for further discussions on the impact of time poverty on women's community and civic participation and economic empowerment.)

The incidence of GBV may increase during shocks and crises in Madagascar while also reducing women's resilience. The risks of GBV are high in times of shock in Madagascar.[313] During the COVID-19 health crisis, for example, there were 58 cases of GBV reported to the 8-1-3 hotline managed by the Ministry of Population, Social Protection, and Women's Empowerment during the week of April 27-May 3, 2020. The weekly average in May 2020 grew to approximately 142 reported cases per week. And from June 1–7, 2020 a total of 242 cases were reported.[314] The rates or reported incidences of GBV during this period may be due to increases in violence or reporting. The most-common types of violence reported were economic and physical.[315]

GBV reduces women's resilience due to its impact on their physical and mental health, economic well-being, and the relationship between fear of GBV and decision-making. Gender norms, fear of retaliation, and traditional justice systems deter women from seeking justice in cases of IPV and other forms of GBV. As a result, women and girls often remain silent and endure GBV alone.[316] Beside the potential for the physical harm some types of GBV cause, the psychosocial impact of remaining silent or enduring psychological violence is linked to depression, anxiety, post-traumatic stress disorder, suicidal ideation, and reduced economic productivity.[317] The data also provide evidence that crises, disasters, and shocks often cause similar psychosocial responses.[318] Consequently, women in Madagascar (and globally) who experience GBV before and during crises and disasters may have compounded traumatic stress, making them less resilient overall. (See IR 2.1 for further discussion on access to justice in cases of GBV,s IR 3.1 for further discussion on potential link between GBV and degradation of natural resources, and IR 3.3 for potential links between GBV prevention and economic empowerment of women along agricultural value chains).

Negative coping mechanisms emerge during crises and disasters, including among women and girls. During crises and disasters, women and girls too often find themselves forced to engage in negative coping strategies. For example, girls may fall victim to abuse and exploitation to meet their or their families' needs.[319] According to UNICEF, examples include increases in economic exploitation of girls and boys (for example, in mines or working as domestics); increases in CEFM, especially for girls; and the use of unsafe drinking water when potable water becomes unavailable.[320] Savings are used in emergencies (for health, food security, cultural events, and ceremonies such as funerals) with items under the woman's care liquidated first, such as chickens and cooking utensils. Large animals are sold as a last resort.[321]

Poverty and lack of diversified income sources disproportionately impact women and marginalized persons, reducing their resilience. Extreme weather drives persistent poverty in Madagascar, which disproportionately impacts women. It also impacts rural men as nearly 80 percent of Malagasy live in such areas, where they remain highly dependent on subsistence agriculture and where poverty rates are nearly twice as high as in urban areas.[322] Extreme poverty is higher among female-headed than male-led households, and it has increased in female-headed ones between 2005 and 2010.[323] Due to social norms that limit women's mobility, they do not have the means to mobilize to search for work outside their home areas (unlike men who can look for labor outside their home regions).[324] Traditional roles that assign income-generating responsibilities to men and domestic caregiving roles to women also limit women's ability to have independent or diversified sources of

income because of social pressures to preserve the established gender norms as well as women's limited time to pursue IGAs. Consequently, women must rely on men for their financial security, which leaves them vulnerable. This predicament is especially true when men work outside their home region. It is common in these cases that men send such a small amount of money home that it cannot support the needs of their families, especially to cover basic foods.[325] (See IR 3.2 for related discussion.)

Despite interest in and the capacity for business marketing, financial management, responsible use of financial resources, and obtaining credit for investment in IGAs, structural barriers prevent women from starting or growing IGAs. A gender analysis conducted in 2016 for the USAID Fararano project found women have a high capacity to market goods and manage finances (including using money for daily needs such as nutrition, staples, and education—as opposed to leisure activities and luxury items, like alcohol and cigarettes, which is common for men). Women also expressed interest in accessing credit to grow their agricultural businesses. Structural and relational barriers, however, such as the remoteness of their villages, limited market infrastructure, reliance on word-of-mouth for market information, overall lack of information and access to credit for women and men alike, and women's dependence on authorization from their husbands to access credit pose significant barriers to women in starting or growing IGAs.[326] (See IR 3.2 for related discussion on these structural barriers to women's economic empowerment.)

Women and youth have limited control and access to productive assets. Lack of land tenure is among the major constraints for women and youth (male and female) in securing sustainable livelihoods, and, in turn, resilience when faced with shocks and crises. According to tradition, land belongs to men. Women are able to access it by marriage, inheritance, or purchase—if they have the means. As for young men, they can use their fathers' land for at least part of their production. Young women do not have land access except if they negotiate with their mothers for space to grow "women's" crops.[327] According to the USAID 2020 Youth Sector Analysis, youth identified challenges in accessing finance and land as major barriers.[328] (See IR 3.1 for more-detailed discussion on land-tenure challenges for women and youth.) Women are more vulnerable as they own fewer productive assets (for example, on average female-headed households cultivate just over half the acres of land that male heads cultivate, and female-led ones own almost two times fewer small livestock).[329] Women, especially those who are head of household, are at higher risk than men to the impacts of climate change because of their high dependence on rain-fed agriculture (versus agriculture benefiting from irrigation infrastructure) as well.[330] Women do not have control over seeds, fertilization, agricultural equipment, credit, information, and technology.[331] (See IR 3.1 and 3.3 for related discussions on women's limited control of productive assets, including land.)

Women's time poverty limits participation in DRR and DRM and prevents them from participating in other activities that could increase their resilience. Women spend less time in the fields than men (five to seven hours versus seven to nine). But women spend more time at work overall, quite often from 5 a.m. to 9 p.m., a workday of approximately 16 hours with a break of approximately one hour. Men tend to have more time to participate in activities like community meetings and development endeavors.[332] Young girls and boys act as helpers but do not have major responsibilities within the household.[333] Typically, women do not receive support from men for their own activities. They rely on help from young men, young women, and children. All family members lend a hand to reduce costs and ensure as much work is done in the fields as possible.[334] Women's time poverty contributes directly to less resilience by preventing meaningful participation in community-led

DRR, DRM, and resilience activities; creating additional IGAS; and engaging in training related to IGAs and other topics related to building resilience. (See DO 2 crosscutting findings, IR 2.3, and IR 3.3 for related discussions of the impact of women's time poverty on their community and civic participation and economic empowerment).

Limited leadership and community participation related to DRR and DRM, especially of women and girls, is due to gender norms, time constraints, and limited education. This challenge exists despite women's desire to use their knowledge about family and community needs for the mitigation of and response to crises, disasters, and other shocks. Traditional roles and gender norms for women and men in community life disadvantage women in decision-making and leadership in DRR, DRM, and resilience. Traditionally social norms dictate the dominance of men, including young ones, in decision-making and representation at the household and community levels.[335] (See related discussion in ADS 205 domain patterns of power and decision-making.) These traditional roles, in turn, put women at a disadvantage for impacting decisions related to DRR, DRM, and resilience building at the community level. Although women and girls want to participate, they rarely find the time due to meetings being outside their village and expectations that they must be near home and fulfil domestic duties.[336] Additionally, women's limited education and illiteracy limits their participation in decision-making at household and community levels due to having less experience expressing thoughts or speaking publicly than men.[337] (See IR 2.3 for related discussion on limited leadership and community participation across sectors.)

Food insecurity, notably for women and children, negatively impacts their resilience. Food security is an essential component of resilience to shocks, crises, ands disaster, including climate change. Women, especially heads of household, are at higher risk than men of chronic food insecurity and physical lack of access to social safety nets.[338] Due to gender norms that give men authority over assets and decision-making, including the allocation of resources, women have limited access to and control over the assets and means of agricultural production that help ensure food security.[339] (See the previous discussion on women's limited access to productive assets.) Sociocultural norms and practices also put women, especially pregnant and lactating ones, and children at risk. These customs include men being served first, and typically receiving the largest share of food. And polygamy puts women in competition for their husband's attention. Pregnant women are not considered to have any special nutritional needs and are expected to continue working in the fields.[340] (See IR 1.1 for related discussion on gender norms and nutrition.)

Limited access to WASH (especially for women, girls, and persons with disabilities) weakens resilience. Women, girls, and persons with disabilities of both sexes bear the burden of WASH-related challenges during and after acute and slow-onset (like droughts, which are related to climate change) natural disasters. Female-led households and rural women are further at risk, as they are usually in charge of fetching water for drinking and domestic use: with water shortages, prolonged drought, and salinization, women and girls are forced to walk further to procure water for their households (in some rural areas with the additional risk of insecure roads). Experts predict that this travel burden is likely to increase as climate change accelerates the scarcity of water.[341] Flooding also can lead to food insecurity because of crop loss, diarrhea or cholera outbreaks, and other water-borne diseases.[342] Women typically care for ill family members.[343] Latrines and toilet facilities continue to be lacking, especially in rural areas; in one survey, women expressed their desire to have their own latrine at home but were not successful in convincing their husbands it was worth the time, effort, and space.[344]

Toilet facilities that are adapted to persons with disabilities are largely absent in Madagascar.[345] (See IR 1.1 for related discussion on WASH.)

IR 1.3 RECOMMENDATIONS

The recommendations below link to the following *USAID J2SR sub-dimensions*: open and accountable government, inclusive development, economic policy, and citizen capacity.

- *Revise national resilience-related policies and documents to provide clear guidance on how they complement and reinforce each other and how gender will be integrated in DRR, DRM, climate change, and resilience initiatives.
- Support the finalization of the National Policy on Equality Between Women and Men, ensuring it contains clear guidance on how the policy will direct gender integration in DRR, DRM, climate change, and resiliency activities (especially related to social protection) and that it articulates a coordination mechanism for institutions related to gender integration.
- *Strengthen the coordination of stakeholders on issues related to gender, including the Humanitarian Country Team, CRIC, and the United Nations Office for the Coordination of Humanitarian Affairs cluster system. In particular, strengthen CRIC to include better integration and participation of national organizations, including women's rights groups with regional knowledge of the resiliency needs of women and other vulnerable groups, through an adopting and inclusive approach.
- *Advocate with financial partners (donors) to systematically fund gender-sensitive DRR, DRM, and resiliency building in all emergency-response funding windows.
- Support and partner with GOM and SPCR to complete a comprehensive gender analysis of the climate-resilience, DRR, and DRM sector.
- *Ensure resilience and social protection is a core component of USAID mission-supported activities across the CDCS's DOs and IRs because of its crosscutting nature and applicability. **WE3**
- Require behavior-change communication in all mission-supported activities, including critical reflection and dialogue with women, men, and community leaders on the social, and cultural norms and practices that underpin barriers to resilience (especially for women). These customs include those that are the foundations of chronic food insecurity and poverty for women. **WE3**
- Link social protection to literacy (IR 1.3), IGA (DO 3), financial-management training to better oversee revenue and profit (DO 3), and nutritional counseling (IR 1.1) to promote improved health and nutrition for all family members. The latter must be done in a transparent manner that includes women and men from targeted households. **WE3**
- *Support GOM's efforts to make social safety nets financially sustainable, especially those targeting women, children, and marginalized persons. Link these efforts with DO 2 regarding improved public finance. See IR 2.2 for recommendations related to gender-responsive budgeting and tracking expenditures (such as on social safety nets) that promote gender equality and women's empowerment. **WE3**
- Ensure GBV response and prevention is integrated into resilience programming across technical sectors.
- Expand programming to attend to the basic WASH needs of the most vulnerable, notably women and persons with disabilities. See IR 1.1.
- *Strengthen livelihoods diversification, especially for women, in rural areas through VSLAs and SILCs (see recommendations in DO 3): **WE3**

- Implement VSLA programs that integrate functional and financial literacy, business and entrepreneurship training, and graduation to formal finance and credit products. Link to activities under DO 3. **WE3**
- Partner with the private sector (such as, banks, major corporations, social-media platforms, and cell phone companies) to make the overall operating environment more women-friendly. Initiatives could include formal credit for women farmers or information-sharing platforms for reliable real-time market information. **WE3**
- Build on the planned activities of the SPCR that relate to increasing IGAs for women through value-added agriculture and ecotourism. **WE3**

- Expand women's access to resources and credit by enforcing land-tenure laws (see related recommendations under DOs 2 and 3), building partnerships with telecommunications companies to expand the reach of internet and mobile phone technologies (see recommendations under DO 2), and inserting them into the larger agricultural value chain (see recommendations under DO 3). **WE3**

- *Strengthen women's participation in shock-responsiveness planning and implementation within the Local Development Committee (Comité Local de Développement).

- See recommendations for DO 1's other IRs related to improved health, nutrition, and access to water and sanitation facilities for women and men, and increased adult literacy; DO 2 related to strengthening access to justice for women in relationship to GBV, land rights, labor laws, and other issues, as well as increasing women's representation and participation in decision-making and leadership roles at all levels; DO 3 related to improving women's participation in natural-resource management, entrepreneurial activities, the overall labor force, and agricultural and ecotourism value chains. Several recommendations under DOs 1, 2, and 3's other IRs seek to create needed changes in the enabling environment (regarding laws, systems, social, and norms), relationships (for example, between husband and wife, and women and the community), and human agency (like skills, and confidence for women and other vulnerable groups) to ensure women, men, boys, and girls are capable of building resilience when faced with crises, natural disasters, and other shocks. **WE3**

4. DO2: IMPROVED GOVERNMENT ACCOUNTABLITY AND EFFECTIVENESS TO MITIGATE POLITICAL INSTABLITY

SNAPSHOT OF RELEVANT STATISTICS

- 6 percent of decision-making positions, ranging from *fokontany* to the highest level of national government, are occupied by women[346]
- No female heads of regions[347]
- 18 percent of district and prefecture heads are women[348]
- 3 percent of *fokontany* heads are women[349]
- 16 percent of members of parliament are women[350]
- 27 percent of ministerial positions are women[351]
- 58 percent of media staff in Madagascar are women[352]
- 5 percent of leadership roles in Malagasy CSOs are held by women[353]
- 38 percent of Malagasy NGO presidents are women[354]
- 85 percent of CSO members are women[355]

4.1 IMPACT OF COVID-19

COVID-19 has challenged even the most-effective governance and accountability systems globally as governmental and nongovernmental oversight bodies and mechanisms have been forced to halt operations during the ongoing pandemic. Although robust data related to the impacts on rule of law and governance systems in Madagascar is not available, a UNDP guidance note highlights the impact that COVID-19 is likely to have on justice system functioning across multiple countries. Notably, women, children, and marginalized persons will be at increased risk of domestic violence and decreased access to justice because of home confinement.[356] As the loss of livelihoods increases because of containment and stay-at-home measures— notably for those in the informal sector, which employs nine out of ten workers in Madagascar[357]—cases of exploitation and abuse, especially of women and marginalized persons, may increase. The capacity of the police may be limited to enforce laws given restrictions on arrests and jailing suspects. Court systems likely are running at a slower pace, causing further backlogs of cases. According to UNDP's analysis of the socioeconomic impact of COVID-19 in Madagascar, there is an increased risk of corruption linked to the potential for powerful private interests to make public decisions in their own favor, weakening the response to the crisis and consolidating existing corruption.[358]

Because women primarily are responsible for caring for children and sick family members, the COVID-19 pandemic could cause further time burdens for them. It is increasing their time poverty, which already blocks their participation in leadership and decision-making roles and community groups. Data is not available on the extent to which the use of social media and other online platforms may have increased since the GOM put in place COVID-related stay-at-home measures. There may be, however, opportunities to increase its use in participatory governance and accountability. This opportunity is especially the case for women, youth, and persons with disabilities who have been marginalized from participation and leadership roles and responsibilities in Madagascar.

4.2 DO2 CROSSCUTTING THEMES

DO2 CROSSCUTTING KEY FINDINGS

There is a **strong historical legacy of female leadership and activism in Madagascar**. Despite current underrepresentation in modern governments, women played a prominent role in politics and leadership prior to French colonization in 1896. Several queens of the Merina monarchy led tribal unification efforts and held real power for most of the 19th century. European and Christian influences leading up to and during Western colonialism, however, eroded female leadership as an enshrined part of Malagasy culture.[359] Malagasy women also have played an important part in activism before, during, and after colonialism. Notable examples include a protest by 5,000 Malagasy women demanding their place in political leadership be maintained despite precolonial Western influences; female activism during independence movements; and active party leaders like Brigitte Rasamoeine, Yvette Sylla, and Saraha Georget in recent years.[360]

Low representation of women in local and national governments. As of 2016, the overall rate of women's representation in decision-making positions was just 6 percent, ranging from the *fokontany* to the highest level of national government.[361] There were no female heads of regions, 18 percent of district and prefecture heads were women, and 3 percent of *fokontany* heads were women.[362] Female representation at the local level, however, is rising according to one report.[363] Women hold only 16 percent of seats in parliament and 27 percent of ministerial positions, and a female has not been the head of state in 50 years.[364] In decision-making positions at-large and in government (such as in public and diplomatic services and at the community level), there is a greater percentage of men than women.[365] Low representation of women in local and national governments makes it challenging for government systems to respond to the needs and priorities of women and girls.[366]

New national legal and policy instruments support increased political leadership among women but face challenges related to implementation. Law No. 2011-012 on Political Parties requires all parties to adopt a "gender approach" through their objectives and activities.[367] The requirement to "implement the gender approach" is vague though and generally fails to outline specific measures to accelerate women's representation and leadership.[368] It does, however, include provisions to implement a quota system of at least 30 percent of women in elected and nominated positions. But most parties have not adopted it. The 2015 CEDAW Shadow Report for Madagascar indicates that all attempts to institute this quota through CSOs' advocacy and lobbying have failed. Notably, the lower parliament has refused to review proposed laws on the quota system, while the upper parliament has not adopted proposed quota system laws despite numerous attempts.[369]

The Gender and Election Strategy 2015–2020 the GOM adopted in 2015 provides a roadmap for how to integrate gender into elections' framework, including supporting political parties to integrate gender into their organizations, capacity-building of women on their rights and obligations as voters, promoting female candidates, advocating and lobbying at all levels of society to increase female political representation, and strengthened collaboration with media outlets through training of journalists related to gender and elections.[370] Unfortunately, the period of validity for the strategy ends in 2020 and there is no evidence that an extension or renewal is underway. Consequently, in practice, women are not prioritized on candidate lists and even when they do achieve leadership positions, they face difficulties exercising the same level of influence as their male counterparts.[371]

Women have fewer resources and limited financial backing and networks, which are necessary to get elected in Madagascar. Women and their networks have fewer resources than their male counterparts, which lowers the chances of political parties selecting women. They also tend to lack the funds to present themselves as independent candidates.[372]

Time poverty, gender norms, and limited education are barriers to women's participation in decision-making bodies and leadership positions. Particularly in rural areas where 80 percent of women work in agriculture,[373] women's lack of access to resources and time poverty provide them with few opportunities to assume positions of leadership and authority within the community. What is sometimes referred to as the *plafond de mere* (ceiling of being a mother), in reference to the time burden of childcare responsibilities, is cited as a key obstacle for women's participation—in particular in decision-making roles and other civic activities.[374] Gender norms related to lack of education and other services are also barriers to women's participation in decision-making roles and as engaged citizens: "certain gender norms and stereotypes that consider men as more capable of leading have effectively excluded women from all forms of decision-making mechanisms. These same prejudices create in women a feeling of being illegitimate when it comes to taking part in public life and eroding their self-confidence. Added to this are the structural aspects, notably education, poverty, and access to basic services."[375] Deeply rooted gender norms referred to as the "super structure of tradition" impede women's ability to take on leadership roles and be engaged citizens.[376]

DO2 CROSSCUTTING KEY RECOMMENDATIONS

The recommendations below link to the following *USAID J2SR sub-dimensions*: open and accountable government, economic policy, government capacity, inclusive development, and civil-society capacity. The * notes priority recommendations.

- *Increase women's representation and voice in all spheres of decision-making and leadership by strengthening the enabling environment for them, from the *fokontany* to the national level. **WE3**
  - *Collect and analyze evidence and make the business case for women in decision-making positions (key points include women tend to address issues related to the welfare of women, children, and the family; in general they are less corrupt and more transparent; and they are better connected to their electorate). **WE3**
  - Engage the private sector by making the business case for women in decision-making to support training, mentoring, and fundraising for female candidates. **WE3**
  - Showcase successful women leaders and their achievements, and relate them to the rich legacy of strong, female leadership in Madagascar by teaching the history of precolonial female leadership and the change Western colonization brought.
  - Fund and build the capacities of CSOs and other national and international stakeholders to influence the GOM to establish national quotas and other ways to reach gender parity and equality in leadership and politics. **WE3**
  - Support the creation of a critical mass of women leaders from CSOs and facilitate their growth as leaders within the CSO sector and beyond.
  - Increase the number and capacity of women candidates for elected and nominated positions by supporting women leaders' networks, mentoring programs, and fundraising development strategies. **WE3**
  - Support the creation of government-sponsored campaign finance that targets female candidates. **WE3**

- o Advance the implementation and renewal of the National Strategy on Gender and Elections, the validity of which ends in 2020.
- o Revise the Law No. 2011-012 on Political Parties to include a more-detailed outline of requirements related to addressing gender equality. Draft an enforcement plan.
- o Create opportunities for leadership skill-building, including self-confidence raising, for potential female candidates (especially through existing CSOs working towards gender equality and women's rights).
- o Adopt a community-dialogue and critical-reflection approach that blends local and nonlocal knowledge to challenge gender norms that contribute to women's time poverty, including a focus on the unequal sharing of domestic responsibilities and limited decision-making power at all levels (household, community, and national).

4.3 IR 2.1 GOM DEMONSTRATES INCREASED COMMITMENT TO ENFORCING RULE OF LAW

IR 2.1 KEY FINDINGS

Obstacles such as a lack of confidence in the justice system, legal costs, limited literacy, traditional and customary legal systems, and gender norms prevent women from accessing justice and exercising their rights. A lack of trust in the judiciary system[377] and legal costs are barriers women face to seeking justice regardless of the domain involved (for example, IPV, violation of land inheritance laws, and labor laws).[378] Other barriers include illiteracy, cultural and traditional legal systems, societal pressures and intimidation, corruption within the judiciary system, and the lack of available courts in rural areas. Traditional legal structures based on local conventions and customary laws tend to favor men, especially in rural areas.[379] There is little awareness of legal rights and protections for women, although some NGOs have worked in this area.[380] One of three primary challenges related to governance systems' responsiveness to the needs and priorities of women and girls are the deeply rooted cultural norms related to women's roles in society and the taboos that prevent them from exercising their rights.[381]

The legal and policy framework for GBV prevention and response is increasingly more comprehensive but enforcement is weak. The National Strategy to Combat Gender-Based Violence 2017–2021 (*Plan Stratégique National pour la Lutte Contre les VBG*)[382] was adopted in 2016. The National Plan to Combat Human Trafficking was passed in 2015. In 2019, Anti-GBV Law 2019-008 was passed. Article 332 of the 2001 Malagasy Penal Code prohibits rape and domestic violence with a minimum penalty of five years and a maximum of life imprisonment. The Penal Code, however, does not, address spousal rape despite ongoing discussions to amend it to do so. Both the criminal code and the labor code prohibit sexual harassment.[383] Yet neither establish a minimum legal age for consensual sex, which leaves children vulnerable to abuse and trafficking.

The aforementioned normative, policy, and strategic frameworks are not enforced adequately.[384] Sexual harassment is widespread and goes largely without sanction.[385] In general, the justice system does not function properly, and it suffers from slow court proceedings[386] and a lack of transparency related to data on investigations conducted, prosecutions brought, or compensation awarded to victims under Act No. 2000-21.[387]

Gender norms and traditional justice systems prevent women from seeking justice and services in cases of domestic violence and other GBV. Widespread social tolerance of IPV and

sexual violence contribute to the underreporting of GBV and limited service seeking.[388] Women and girls often do not report violence[389] because communities frequently stigmatize GBV survivors and consider them an embarrassment to their families. Survivors even may have to move to another village.[390] Reporting of violence is even more limited among survivors who are minors because they must rely on their parents to press charges.[391] If women do report violence, they often are forced to return to their parents' homes, and while there, the parents often pressure them to remain with their abusive husband or partner because of gender norms that frown upon separation and divorce.[392] Social norms also promote *misintaka*, which allows the wife to leave the home without divorcing or resorting to reconciliation.[393]

Initiatives exist that support women's access to justice. Both civil society and the GOM have established resources and initiatives aimed at increasing women's access to justice. For example, NGOs and the government have initiated *Centres d'Écoute et de Conseil Juridique* (Centers for Listening and Legal Advice) or *Trano Aro Zo*. These facilities provide GBV survivors with emergency care and legal counsel. The Ministry of Population also has started a campaign raising awareness among women about their rights to access to justice with the slogan "*Vakio bantsilana ny herisetra*" ("I break the silence").[394] The GOM created the National Bureau for Sexual and Gender-Based Violence that offers free legal aid and psychosocial support services to survivors. Association Fitia—founded by the First Lady of Madagascar, Mrs. Mialy Rajoelina—combats GBV and promotes women and girls' rights.[395] (See IR 1.1 for discussion on health services for GBV survivors.)

Women are at higher risk of unreported corruption in the form of extortion related to the exchange of services for sexual favors. There is limited data on women's engagement in corruption in Madagascar. Globally, however, women are at particular risk of extortion where sexual favors are exchanged for services. This threat is due to the typical shaming and blaming of women in these cases that leads to underreporting.[396]

See also IR 3.1 for findings related to land-tenure rights and laws, and labor rights and laws.

IR 2.1 RECOMMENDATIONS

The recommendations below link to the following *USAID J2SR sub-dimensions*: open and accountable government, inclusive development, civil-society capacity, and citizen capacity.

- *Strengthen women's roles in governance and the courts at all levels:
  - o Provide financial assistance, influence, and strategic guidance to CSOs' efforts to pass into law national quotas for women in key elected and nominated positions.
  - o Support initiatives that place quotas for female leaders in key anti-corruption offices and bodies in Madagascar (for example, the Independent Anti-Corruption Bureau (BIANCO), the Anti-Corruption Court, and the overall judicial system).
  - o See the aforementioned crosscutting recommendation related to strengthening women's representation and voice in all spheres of decision-making and leadership.
- *Mainstream gender into BIANCO and the anticorruption courts:
  - o Provide comprehensive gender training to BIANCO and the anticorruption courts focusing on detecting and addressing corruption—of which women predominantly are the victims, notably extortion and requests for sexual favors in return for provision of services. **WE3**

- o Establish a dedicated unit in BIANCO to investigate and prosecute perpetrators of gender-based corruption, notably related to extortion and exchange of sexual favors for access to services. **WE3**
- *Strengthen the enabling environment to ensure equal access to justice for women and men, including for GBV, land-tenure rights, and labor laws: **WE3**
  - o Strengthen initiatives aimed at building knowledge and awareness of women's rights and how they can exercise their right to justice.
  - o Expand nationwide access to the formal justice system by enhancing police presence, courts, and other bodies in rural areas.
  - o Increase free legal assistance that targets women throughout the country, and create funds that offset other legal fees and costs associated with seeking justice.
  - o Explore partnerships with mobile service providers to expand access to courts, legal assistance, and representation in remote areas through video conferencing.
  - o Utilize participatory governance mechanisms, such as community score cards and online complaint forms, to hold those responsible for the justice system accountable to ensuring equal access. See the recommendation in Section 2.3.
- *Engage traditional leaders and the Local Consultation Structures/Structures Locales de Concertation (SLCs) in community dialogue to reflect on gender norms that underpin the customary and traditional laws that typically favor men. Explore mechanisms to bring formal legal frameworks and traditional and customary laws to enhance women's rights and access to justice. This engagement should include tackling gender norms that support CEFM, human trafficking, and other forms of abuse and exploitation of girls and women.
- *Strengthen enforcement of the existing GBV prevention and response framework through specialized training of principle actors in the justice system (police, judges, and community leaders) and engaging community leaders to progressively prefer formal justice mechanisms instead of customary ones for GBV.
- Support literacy programs for women and men that include awareness-raising components related to human rights and gender equality. See recommendations for IR 1.2.
- See IR 3.1 for recommendations related to land-tenure rights and laws, and labor rights and laws.

4.4 IR 2.2 INCREASED GOM ACCESS TO AND EFFECTIVE MANAGEMENT OF FINANCIAL RESOURCES FOR DEVELOPMENT

IR 2.2 KEY FINDINGS

The use of gender-responsive budgeting in public finance in Madagascar is documented but access to data is unavailable. According to the OECD/UNDP 2016 Making Development Cooperation More Effective Report, Madagascar does not have a government statement that puts in place a tracking system on public allocations for gender equality and women's empowerment. The report notes, however, that Madagascar does systematically track gender allocations and makes gender-related budget information public. A search of the Ministry of Economy and Finance's website, however, found no public information available. According to the OECD/UNDP report, the existing tracking system has no oversight by a central government unit.[397]

Limited gender data and statistics exist to inform good governance, effective management of budgets, and use of gender-responsive budgeting. According to UN Women, data in

Madagascar is only available to inform 34.7 percent of the indicators needed to monitor the Sustainable Development Goals (SDGs) focused on gender equality. Data is lacking with respect to GBV, unpaid care and domestic work, and gender pay gaps. UN Women also points to an absence of comparable methodologies for monitoring gender and poverty, women's access to assets (such as land), sexual harassment, gender equality, and the environment.[398]

Participatory budgeting is not used widely in Madagascar but could be an effective tool for increasing women's participation in decision-making at all levels of planning and budgeting. Participatory budgeting is largely absent from Malagasy public finance and budgeting processes, which presents a barrier to engaging women and men in governance.[399] The 2015 CEDAW Shadow Report for Madagascar notes that participatory budgeting is a promising practice for ensuring inclusive participation, especially of women, in public finance and should be used at all levels of budgeting.[400]

The proportion of female media staff in Madagascar has increased between 2010 and 2015; however insufficient data exists on how gender-responsive media reporting is in Madagascar. According to the Gender and Media Progress Study in 2015, between 2010 and 2015 the percentage of female media staff increased from 44 to 58 percent in Madagascar.[401] No studies, however, were found that analyzed how gender-responsive news reporting is in Madagascar.

IR 2.2 RECOMMENDATIONS

The recommendations below link to the following *USAID J2SR sub-dimensions*: open and accountable government, government capacity, inclusive development, and civil-society capacity.

- *Fully implement gender-responsive budgeting (GRB) at the decentralized and national levels. WE3
    - Facilitate the designation of the Ministry of Economy and Finance, or another relevant ministry, as the central unit responsible for GRB.
    - Draft a GRB policy and related guidance on GRB implementation at all levels of public finance.
    - Make existing tracking of public finance dedicated to gender equality and women's empowerment publicly available and in a visible and easily accessible format on the Ministry of Economy and Finance's website.
- *Develop national, regional, district, communal, and fokontany-level data dashboards to show gender indicators, gaps, and trends in partnership with and building on the UN Human Development Index dashboards and the UN Women data sheets, including related to all forms of GBV. Package and disseminate gender data and analysis to increase stakeholders' abilities to monitor service delivery and government programs. WE3
- *Develop a mechanism for participatory budgeting at the local and national levels, focusing on creating opportunities for women and persons with disabilities to be active in the budgeting process. The participatory budgeting process should have embedded tracking of how budgets are contributing to gender equality and women's empowerment. WE3
- Foster gender-sensitive media in Madagascar:
    - Embed training in engagement activities for journalists and national-level CSOs related to dissemination of audit results to eliminate gender stereotypes in media reporting and to ensure an emphasis on reporting about public allocations to gender equality and women's empowerment.

Support monitoring of the media for GRB reporting and hold outlets accountable for public-finance reporting including on budget allocations related to gender equality and women's empowerment.

4.5 IR 2.3 GOM ESTABLISHES FOUNDATIONAL CONDITIONS FOR IMPROVED RESPONSIVENESS TO CITIZENS

IR 2.3 KEY FINDINGS

Despite female participation in associative bodies, including relatively equal access to resources and information within an organization, women's participation often is limited and does not include decision-making or leadership responsibilities. A 2011 study of 14 farmers groups (*regroupements paysans*) in Madagascar found that women participate in group activities and have equal access to information and resources (such as, group savings and stocks of agricultural inputs) but have limited roles in decision-making in these bodies. More specifically, the study found that fewer than half of the 14 farmers groups involved women members in decision-making despite their high participation.[402] Of those groups, only one had a female president at the time of the study. Female participants in the study pointed to their low education, fear of public interactions, and domestic responsibilities as reasons for their low levels of participation in decision-making.[403]

CSOs are addressing many social issues, including gender equality, but face challenges related to funding, fragmentation, and limited female leadership. CSOs play a role in political dialogue, advocacy, awareness-raising, project implementation, elaboration of reports on international treaties, and monitoring progress on international commitments related to gender equality. They include NGOs, federations, associations, and other types of CSOs working on governance, public policy, peace and security, education, health, economic empowerment, and access to finance.[404] CSOs are making notable contributions related to governance, matrimonial laws, women's entrepreneurship, GBV prevention and response, water rights, and access to credit adapted to the needs of women who are illiterate, without land tenure, or have no collateral. [405] The lack of sustainable funding and overall fragmentation of these CSOs, however, pose challenges for advancing their work. [406] As well, one key informant noted that "despite emerging initiatives, the inability of women to work for a common agenda…in addition to a certain lack of engagement of female elites also constitute a challenge." Women continue to be under-represented in decision-making roles; they make up 85 percent of the membership but occupy only 5 percent of leadership roles in CSOs. In NGOs, women account for just 38 percent of the respective presidents of these organizations.[407]

Community Score Cards are a promising practice in gender-sensitive citizen participation in the context of Madagascar. The Community Score Card method is a participatory and community-based monitoring and assessment tool of public services or activities. Catholic Relief Services' Lamina Land Tenure and Peacebuilding Project supported the implementation of Madagascar's decentralized system of land registry through the Government Land Services Department (LSD), known locally as the *Service du Domaine*. The project used Community Score Cards to increase citizens' use of government and land-tenure services to formalize land claims and to resolve disputes while also working with governmental authorities to increase transparency. The use of the cards led to increased numbers of women using the improved land-registry system because they were engaged in the process of making it more transparent.[408]

The use of social media for citizen activism, including for gender equality and women's empowerment, is increasing. One promising example occurred when a MNETVE official made a public statement in 2019 that rape takes places because of the type of clothing that girls and women choose to wear. In response there was an online campaign with the hashtag #*majupemondroit* (my skirt, my right) to challenge the official's statement.[409] Despite this advance and similar ones, access to the internet and social media still remains out of reach for most Malagasy women and men. According to the Digital Report 2020, Malagasy women and men are active on social media; however, women lag behind men, accounting for 43.5 percent, 52.1 percent, and 38.1 percent of Malagasy users reached by ads on Facebook, Instagram, and Twitter, respectively.[410] Only 33 percent of the population has mobile phone connections, 14 percent use the internet, and 8.4 percent are active social-media users. [411] One informant cited lack of access to technology as a challenge related to the responsiveness of governance systems to the needs and priorities of women and girls.[412] As well, the lack of access to 2.0 technology that most Malagasy experience hinders these technologies from reaching their potential as citizen-engagement tools.

The MNETVE's civic-education initiative includes expected outcomes to ensure responsiveness to gender. The ESP prioritizes civic education as a critical type of nonformal learning that cuts across all levels of the education system. The ESP includes one expected outcome for the civic education program focused on greater equality between women and men. The plan also notes that the approach to civic education includes a gender perspective by seeking to increase citizen participation in all sectors of society but especially among women.[413]

No data emerged on required training or capacity building of civil servants in the areas of gender equality, social inclusion, and women's empowerment.

IR 2.3 RECOMMENDATIONS

The recommendations below link to the following *USAID J2SR sub-dimensions*: open and accountable government, civil-society capacity, citizen capacity, inclusive development, and government capacity.

- *Ensure equal and quality participation of women in participatory governance initiatives: **WE3**
    - Support literacy programs for women and men that include awareness-raising components related to human rights and gender equality. See recommendations for IR 1.2.
    - Ensure the engagement of SLCs as primary community governance mechanisms that are gender-sensitive and inclusive:
        - Put in place a quota for women in key decision-making roles.
        - Provide opportunities for gender-segregated and mixed-group discussions and feedback sessions.
        - Encourage alternative forms of providing feedback for women and persons with disabilities to have their opinion heard even if they cannot be physically present at SLC governance-related meetings and activities. Options could include the use of simple social-media tools such as WhatsApp groups or Facebook pages to solicit feedback in the moment from those unable to attend or advertised time windows (over a couple of days) when participants can bring ideas to a designated person.
        - Provide childcare at all consultative activities and meetings.

- - Utilize participatory governance tools such as the Community Score Card to increase accountability at the local level, especially related to issues such as gender equality, land tenure rights, and natural-resource management.
- *Strengthen the effectiveness of CSOs in participatory governance with special attention paid to those focusing on gender equality and women's rights. **WE3**
    - Facilitate consolidation of the fragmented agendas of CSOs and support gender equality and women's empowerment by strengthening collective action of existing coalitions (for example, the Madagascar Coalition of Civil Society Organizations).
    - Provide training on fundraising and financial management to CSOs.
    - Encourage increased women's leadership in CSOs through training, mentoring, and securing commitments from CSOs to raise their levels of female leadership.
- Create the needed enabling environment to utilize social media and other online platforms to engage citizens in regions and levels of Madagascar.
    - Create spaces for male and female youth to engage in participatory governance. This effort could include exploring online e-governance through social-media sites as a way of holding governments responsible, especially related to public finance and budgeting.
    - Partner with the private sector, notably mobile phone and internet service providers, to develop online e-governance tools to engage citizens in holding the GOM accountable.
    - Establish public-private partnership, especially with mobile phone and internet service providers, to expand access to cell and internet service across Madagascar.
- *Expand and strengthen existing civic-education programming currently focusing on the secondary level to the primary level, including grades one through nine, and ensure that it integrates gender equality as a core foundation of good governance
    - Create primary-school civic-education curricula that integrates and presents gender equality as a core foundation of good governance.
    - Include training on civics, good governance, and gender as part of national preservice and in-service teacher training curricula.
- *Increase the technical knowledge and know-how of civil servants on how gender equality is a foundational component of good governance. **WE3**
    - Assess specific training needs related to gender of targeted civil servants and devise a plan to address those needs.
    - Provide training on GRB and participatory budgeting.
    - Develop a guidance document on minimum requirements of gender in governance at all levels of government.
    - Review and revise key position descriptions of civil servants to include basic requirements related to gender knowledge and know-how.

5. DO 3: MORE-SUSTAINABLE ECONOMIC OPPORTUNITIES ARE AVAILABLE FOR POOR POPULATIONS (PRIMARILY WITHIN THE AGRICULTURAL AND ENVIRONMENTAL SECTORS)

SNAPSHOT OF RELEVANT STATISTICS

- Only 15.28 percent of landowners were women in 2015 (as both sole and joint landowners).[414]

- One out of three workers in the private sector are woman. Women are 9 percent of the managers in large firms, 28 percent in medium firms, and 33 percent in small ones.[415]

- The Global Gender Gap Ranks Madagascar 62 out of 198 countries, with economic participation and opportunity being its biggest improvement. Its labor participation-rate ranking is 18, with a score of .942 out of a possible 1 (meaning parity).[416]

- In Madagascar, 20.7 percent of firms have female majority ownership, compared to 79.3 percent male majority ownership. Additionally, 28.2 percent of firms have female top managers, compared to 71.8 percent with male top managers.[417]

- The gender pay gap is 26 percent, based on data from the ILOSTAT Database.[418]

- 36.6 percent of women in Madagascar are in management roles (2010).

- 93.1 percent of women are self-employed and 88 percent of men are self-employed (2010).[419]

- According to the ILO, there are 893,400 people employed in the informal sector in Madagascar, 528,200 of whom are female and 365,200 of whom are male.[420]

5.1 IMPACT OF COVID-19

COVID-19 and its impact on the economy of Madagascar. The UNDP predicts that as a result of COVID-19, Madagascar's GDP could fall by 15 percent to a growth rate of -11 percent, with hotels and restaurant industries being hit the hardest at -28.5 percent. A comparison of the last three years shows that tourism was down by more than half in the months of January and February 2020. Decreases in Madagascar's exports are also likely contributing to decreases in the growth rate due to the border closures of Madagascar's four main export partners—the United States, China, France, and Italy—which in 2019 accounted for 33 percent of the country's exports. The trade deficit could widen with a fall in demand of -15.6 percent. The informal sector, which fuels 24 percent of the country's GDP, also could suffer disproportionately.[421]

As women make up the majority of informal-sector workers, the economic shocks to their livelihoods could prove devastating, particularly for those in the rural areas. For those people working in the private sector, the government has tried to mitigate the shocks with the deferment of the payment of some taxes, social security, and health funds. The state is also trying to negotiate with the Bank Owners Association to extend bank maturities and real estate loans. The cost of emergency measures is estimated at $30 million.[422] The GOM has put in place strict price-control measures to avoid speculation on basic necessities, helping to ensure families can weather the crisis.[423]

The coronavirus will impact economic gender inequalities in several ways:

- Women-owned firms (primarily in informal or low-paying sectors) will lack basic social protections for economic shocks
- Women have less access to productive inputs, including liquid assets, which will reduce their farm productivity and food security

- School closings and health-service interruptions may affect adolescent girls' ability to finish schooling and seek employment

5.2 IR 3.1: NATURAL-RESOURCES SUSTAINABLY MANAGED

IR 3.1 KEY FINDINGS

Land-tenure legal and policy frameworks guarantee equal rights between women and men. Madagascar has an extensive legal and regulatory framework for land rights, beginning with Article 34 of the Constitution that guarantees the right to individual property.[424] Madagascar is governed by both formal law and community-based customary ones. In 2005, the government launched a National Land Program, which established an observatory to monitor the program. It also issued a Letter for Land Policy, Law No. 1005-019, (*Lettre de Politique Foncière, Loi No. 1005-019*) that decentralized the land administration system, creating local land offices (*guichet fonciers*) to issue land certificates at the commune level.[425] Each local land office must create a Local Land Occupancy Map/Plan Local d'Occupation Foncière (PLOF), which is a municipal mapping of existing lands and the status of their respective titles.[426] This act was followed by a law granting individuals and groups the rights to unregistered, previously state-owned land (*Loi No. 2006-031 de 24 Novembre 2006 fixant Regime Juridique de la Propriété Foncière Privée non Titrée*) and a new Letter for Land Policy in 2015 (*Lettre de Politique Foncière 2015–2030*) that states men and women have equal access to land[427] and women should receive land certificates in their name when they are owners or co-owners.[428] The policy also acknowledges that the voices of women, youth, and the most vulnerable should be considered in land administration.[429]

Enforcement of formal laws and guaranteeing land-tenure rights, especially for women, is limited. Despite robust legal frameworks that promote equal land ownership for married men and women, these regulations are not enforced in practice, for the following reasons: customary laws and practices favor men and often supersede the formal legal framework, the decentralized system for land registry has governance challenges, and there is a lack of information about land tenure rights and registry among women and the poorest members of the community. As a result, only 15.28 percent of landowners were women in 2015, as both sole and joint landowners.[430]

Under the 2007-002 Law on Marriage and Matrimonial Regimes (*2007-002, Relative aux Mariage et aux Régimes Matrimoniaux*), married men and women in civil relationships have the equal right to own property, even upon divorce.[431] In practice, however, when women divorce, they lose access to their husbands' land.[432] The majority of women are in traditional, customary (non-civil) relationships, yet there are no regulations to protect their land rights.[433] In customary marriages, husbands receive two-thirds of the property upon divorce.[434] Inheritance laws disadvantage wives by placing them eighth in line for property brought to the marriage, but sons and daughters are legally entitled to equal property rights.[435] That said, the Law on Estate, Wills, and Donation includes a provision that allows male co-heirs to decide whether female heirs should receive their share of an estate as a sum of money or as a portion of the property to be shared.[436] Other customary practices vary by ethnic group, but in general, they favor men through the distribution of land to male heirs only or giving land back to the family after a woman leaves her village to marry.

With the National Land Program (2016–2020), the GOM attempted to address gaps in land rights by issuing a detailed plan that includes training local authorities and raising awareness concerning land registration.[437] This plan states that women are entitled to register land jointly or individually.[438] Both men and women are disadvantaged by local government inefficiencies in land registration.[439] These inefficiencies include insufficient funding, long and bureaucratic processes that can take up to five years, conflicts of interest and corruption related to the close interests of those making decisions on the land registry (such as, mayors, traditional leaders, and neighbors), and requirements for the mayor's signature at several junctures in the registry process.[440] Although the decentralization of the land registry system has had some positive impact on land tenure, one study showed that women-headed households and those that are the poorest are least aware of these rights, policies, and processes.[441]

Legal assistance, participatory governance, and civil-society–led advocacy and awareness-raising initiatives support enforcement and protection of land laws and rights. Examples of initiatives to further land rights include legal assistance provided by a gender equality and women's rights organization, *Avenir*, to women facing land-inheritance disputes.[442] Evidence from a project run by Catholic Relief Services indicates that participatory governance, notably Community Score Cards (especially when incorporating a gender perspective), ensure equal and quality participation of women and men and civic education. This practice, in turn, guarantees land tenure rights for Malagasy women and men and strengthens the implementation of Madagascar's decentralized system of land registry through the Government LSD.[443] Several CSOs also raise awareness on land rights for women and advocate for greater land-rights protection for women, including *La Plateforme Solidarité des Intervenants sur le Foncier*, a network of CSOs that focuses on land issues; *Fiantso, L'Association des Femmes Juristes pour la Primauté du Droit* (AFJPD); and *Le Collectif des Associations des Femmes de Fianarantsoa*. USAID's implementing partners are engaged in advocacy activities to educate women on their land rights,[444] which are critical for enabling women to have access to finance.

Forestry management policy and practice is largely gender neutral. Forests in Madagascar are considered state property, unless they are on titled land. Madagascar's formal law requires permission to access and use forests, but communities often follow customary beliefs and practices, giving them rights to access forests and collect forest products.[445] Madagascar's 1995 Forestry Policy attempts to address the slash and burn or *tavy*[446] practices that degrade forest resources and increase the effects of climate change.[447] It also promotes reforestation and addresses the economic opportunities brought about by better management of forest products and the possibilities of ecotourism. In 1996, Madagascar established the 1996 Secure Local Management Law, Law No. 96-025, (*1996 Gestion Locale Sécurisée, Loi No. 96-025*), which provided a legal framework for community-based natural-resource management, the first of its kind in the Southern hemisphere.[448] The GOM also has regulations around the establishment of protected areas (Law No. 2015-005, amending the Code for Management of Protected Areas), giving communities, NGOs, and the private sector the ability to manage these areas with joint community and local authority input— although there is no mention of women's roles in this effort.[449] It also includes provisions on equitable sharing of the assets and profits (from ecotourism, for example) from these areas, although, women again are not mentioned specifically. Overall, forestry-management policies do not include any gender-specific analysis or provisions.

Women face unique challenges participating in local forestry and natural resource management due to gender norms, lack of literacy, time poverty, and insecure land tenure. Many forestry tasks involve heavy labor, including irrigation, which men manage themselves.[450]

Additionally, forest user groups that have jurisdiction over resources are dominated by men, who usually play a greater role in community activities.[451] Women have low levels of participation in community-based forestry-management groups.[452] Additionally, some women's associations only engage in conservation activities, such as community tourism, and not endeavors related to sustaining natural resources.[453] Women's limited participation represents untapped potential: they can be an asset in the forestry sector due to their plant species knowledge, methods of collection, and skills in adhering to local regulations.[454] Women with secure land tenure and property rights are more likely to take better care of natural resources because they are more likely to benefit from their use.[455] In turn, they will more readily invest in upkeep and care, furthering the benefits they receive, such as greater food security and financial profit.[456]

One key factor affecting their participation includes an overall lack of decision-making power in resource management. Illiteracy and lack of education also limit women's ability to access critical information about forest management and leaves them disempowered.[457] Women's lack of familiarity and inclusion in sustainable livelihood activities also means they do not manage natural resources sustainably, using the resources to survive, instead of preserving them.[458] Furthermore, women face time poverty because of household responsibilities, which prevents them from participating in activities outside the home, such as attending forestry trainings or meeting with local government authorities.[459] Finally, women's insecure land-tenure rights limits their participation in forestry and natural-resource management.[460]

There have been some notable advances in women's participation in local forestry management. In the northern area of Menabe, a woman proposed a shared vision on forestry management for her community and all of the members accepted and validated it.[461] In Antsira Belo sur Mer, there is a youth leader of a local community natural-resource–management structure, and in the municipality of Marofandilia, a young person is responsible for the environment component.[462]

Madagascar belongs to an international network of women who work on forestry issues. The African Women's Network for Community Management of Forests (*Réseau des Femmes Africaines pour la Gestion Communautaire des Forets*) is an international network that advocates for reform of national land-tenure laws to secure women's rights in forestry and natural-resource management.[463] Its other activities, which involve men, include engaging traditional leaders at the local and national levels and providing training on the definition of gender in a culturally appropriate manner. They also offer capacity building for partners, actors, stakeholders, women and indigenous peoples; build women's networks with technical knowledge; offer advocacy; and determine gender-sensitive monitoring and evaluation.[464] Enhancing support to the network represents an opportunity to enhance women's roles in forestry governance.

Climate change due to deforestation and degradation affects access to resources, productivity, and the ability to maintain livelihoods, especially for women.[465] Some women are constrained by their lack of knowledge about how natural-resources management and climate change will impact their roles and responsibilities directly (for example, deforestation impedes their ability to collect wood for cookstoves; lack of water can cause girls to drop out of school; and decreased access to water leads to poor hygiene, impacting women's decisions to give birth at community health centers).[466] As indicated, women's increased participation in decision-making, governance, and training could help to address the threats in this area. The UN Framework for Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (REDD+) aims

to address the harmful effects of climate change through financial incentives.[467] Integrating women into forestry policy, planning, and implementation is critical to achieving its goals of empowering women by developing more-sustainable processes and outcomes.[468] (See IR 1.3 for related discussion on the impact of climate change on women's livelihoods and resilience.)

Coastal fishing is vital to the economy and to a family's food security,[469] but the GOM does not promote small-scale fisheries where women are mostly represented. At the national level, the GOM is focused on the promotion and regulation of large-scale commercial fisheries, affecting women's economic prospects, which depend on small-scale fisheries. As a result, small-scale fisheries are poorly monitored.[470] Overall, few policies address women's roles in fishing communities, rendering them invisible.[471] There is an opportunity for women to increase their roles in governance, as conservation studies show overall governance improves with women's involvement, and specifically, engaging women in enforcing regulations of nearshore ecosystems.[472]

In the fishing sector, men perform large-scale fishing, while women stay close to the shore, gathering fish near rivers and lagoons (gleaning) to bring to market.[473] Gleaning can be done close to home and does not require expensive equipment.[474] Women also glean in mangrove areas, making mangroves a valuable resource for women's livelihoods. Gleaning in these areas can increase fish stocks available to men.[475] In southwest Madagascar, women are responsible for octopus fishing, a main source of local income.[476] When it comes to fish harvesting, Malagasy women are active in making decisions.[477] Men fish between the reef and coast in pirogues, bringing home fish to the women who use some for food and sell the rest. A portion of the money from the sales goes to household needs and a portion is used by men as spending money.[478] Generally men and women share their sales, and women are included in financial decisions.[479] However, men sometimes sell fish at sea and hide the money from their wives to increase their disposable income.[480] While women are active in the value chain for fisheries, they are employed at subsistence levels, hampered by access to credit and equipment and forced to balance these activities with household tasks.[481] Women's participation in the post-harvest sector is greater than men's, with processing their most-common activity, followed by marketing.[482] In female-headed households along the coast, women are mainly involved in artisanal crafts and trade—suggesting that women without partners are no longer able to participate in fish processing.[483]

Community groups are active, and women are somewhat involved in fisheries and environmental management.[484] Community groups are most engaged around income-generation and community events.[485] Women's participation, however, is limited by time and logistical constraints, which can affect their livelihoods.[486] In one case, in a remote village in southwest Madagascar, when the community was engaged in discussions around closing an octopus fishery, women were uncomfortable participating in the decision-making, even though they had the most-intimate knowledge of the sector.[487] Eventually, men and women in the community recognized the importance of women's participation and navigated around their discomfort by meeting separately and then presenting their vision to a larger group, giving women a say in their livelihoods.[488] There are some signs that awareness of the problem of women's participation in these groups has been increasing. One key informant stated, "Whatever the context, the gender aspect is always at the forefront. We are inclusive in all environmental management committees and services offered," including reforestation, watershed management committees, and coastal and marine management committees.[489]

GBV may take place when natural resources are degraded and economic opportunities are diminished. According to a recent study, GBV often is used to maintain ownership, access, benefits, and control over natural resources. The study explained that environmental issues and threats (such as, resource scarcity, deforestation, land degradation, environmental crimes, and unsustainable extraction) and their associated effects (for example, household stress over income loss, women and girls traveling longer distances to collect resources, land grabbing, and dispossession) together exacerbate GBV.[490] Potential manifestations of GBV in this context could include CEFM and coerced transactional sex, as resources become depleted and negative coping mechanisms are employed.[491] Efforts to address GBV in the environmental sector include securing land rights; championing women's collective agency as a means of protection and negotiation; empowering men and providing resources to support them; and encouraging organizations to adopt policies, safeguards, and standards that address GBV.[492]

More women leaders in natural-resource management could lead to less corruption and better governance. According to a 2020 study of women's roles in natural-resource management and corruption, women's leadership positions in the field have been limited. It also noted that increased female engagement (in particular, in governance structures) could result in less corruption. (See IR 2.1 for a more-detailed discussion on women's roles in governance, leadership, and decision-making and corruption).

Male and female youth face gender-specific challenges to full participation in the management of natural resources. The primary constraints for female youth participation in the management of natural-resource management largely are related to social norms that relegate them to the domestic sphere and the time poverty that ensues. (See IR 1.3 for related discussion.) For male youth, the constraints are due to schooling or work, which are competing priorities.[493] Climate change exacerbates these time constraints as families depend on the labor of youth when traditional farming practices become more difficult to sustain. Both male and female youth experience discrimination related to the management of natural resources due to their age.

IR 3.1 RECOMMENDATIONS

The recommendations below link to the following *USAID J2SR sub-dimensions*: open and accountable government, government capacity, economic policy, inclusive development, and civil-society capacity. The * notes priority recommendations.

- *Use legal approaches such as alternative dispute resolution, land claims courts, and legal aid to support women's access to legal recourse when their land rights are violated. **WE3**
- *Strengthen women's participation in the decentralized land tenure system and women's secured land tenure by: 1) using participatory governance methodologies such as community score cards; 2) engaging women as active participants in land inventory activities through the Local Land Offices and PLOFs; and 3) providing specialized assistance and awareness-raising on land rights, policies, and processes to women. **WE3**
- *Provide low-interest loans to the poor to purchase or rent land or to acquire or improve housing in urban areas. Ensure women are empowered by strengthening their interest, knowledge, and engagement in the services offered. **WE3**
- *Strengthen land rental markets and expand access to market opportunities in rural areas to increase the value of the land and asset holdings. **WE3**

- *Establish mentorship programs for youth to train other youth in the protection of coastal zones through reforestation and restoration of mangroves to fight erosion and climate change.
- *Increase women's roles in fisheries governance, as conservation studies show overall governance improves with women's involvement. Specifically, engage women in enforcing regulations of nearshore ecosystems. **WE3**
- *Empower women to participate in local forestry, natural resource, and coastal management through an integrated approach that focuses on the following:
  - Creation of income generating activities (IGAs) aimed at preserving the environment and natural resources (e.g., ecotourism, sustainable handicraft production and marketing, creation of new value-added coastal products that make use of primary products typically harvested from the sea by women such as seaweed and small fish).
  - Development of women-led social enterprises that will generate income and protect the natural environment and resources. This should include specialized training in social entrepreneurship and access to finance and credit through VSLAs, SILC, and/or other microfinance institutions.
  - Engagement of the private sector to support these environmentally-sustainable women-led IGAs.
  - Strengthening of the role of women's groups in community-led forestry, natural resource and coastal management initiatives through vocational training that focuses on leadership and resource management. See IR 1.3 Resilience for a related recommendation. **WE3**
- Examine factors that exclude women without partners from participation in the fish-processing area to determine if there are ways to engage them. **WE3**
- Use the Voluntary Guidelines for the Responsible Governance of Tenure of Land, Fisheries, and Forests in the Context of National Food Security (Voluntary Guidelines) to provide guidance to policymakers and program managers for encouraging investments in strengthening women's rights and access to land. The guidelines strongly support gender equality. **WE3**

5.3 IR 3.2: IMPROVED ENABLING ENVIRONMENT FOR PRIVATE SECTOR

IR 3.2 KEY FINDINGS

Private-sector–engagement policies and strategies partially integrate gender equality and women's empowerment. The President's five-year country strategy, the Madagascar Emergence Initiative 2019–2023, General Policy of the State (*Initiative Emergence Madagascar, Politique Générale de l'Etat*) has four strategies to address economic growth: increase growth by at least 7 percent; make economic growth more efficient through massive jobs; achieve full employment in 10 years, catching up with the delay in development over the past 58 years; and engage in a process that aims for ecological resilience. The plan focuses on Madagascar's role as a leader in natural-resources–management products, such as vanilla; upholding good governance in the sector; and having the country's national companies competing at the international level. The strategy lists "promotion, capacity building, and equity" as a general policy for women resulting in their participation in public life, entrepreneurship, and autonomy. For youth, the strategy states the government will work on capacity building, employability, decent work, and sports in return for a culture of excellence, professionalism, and patriotism. Priority 21 of the plan refers to "Developing the Spirit of Entrepreneurship and Innovation" and mentions empowering women and youth through financing small and medium-sized business startups, business

incubators, business centers, and the President's own Fihariana project (discussed later in more detail).[494]

A review of national employment policies rated Madagascar "gender positive," the highest rating, showing the country follows the decent-work indicators the ILO established[495] and attempts to standardize sex- disaggregated data collection to monitor progress in gender responsiveness.[496] Women's participation in the workplace is addressed in the Madagascar Labor Code (*Code du Travail: Loi 2003-044*). For example, women are prohibited from nighttime employment in any industrial establishment, unless it is a family business and only members from the same family are employed there. This policy includes construction, railways, ports, docks, gas factories, roads, and sewers. The law prohibits employment discrimination based on gender, as well as on sexual harassment. Regarding reproductive issues, a woman does not have to share that she is pregnant and cannot be terminated for being pregnant unless she is fired for professional misconduct. Women receive 14 consecutive weeks of paid family leave, including eight weeks after delivery. Men receive a minimum of ten paid days for paternity leave. Women are allowed one hour per day for breastfeeding in the workplace. The Labor Code stipulates that women in Madagascar have the right to work and equal pay.

The Labor Code also addresses child labor: the legal minimum age for employment is 15 years of age. Children under 18 cannot work longer than eight hours a day or 40 hours per week. Night work and overtime are prohibited up to age 18. The code also defines persons with disabilities as a population whose prospects for finding work "are significantly reduced due to a duly recognized physical, mental, or sensory handicap." Persons with disabilities have the right to work and to equal opportunity and treatment in employment.

Other notable regulations related to employment include Law 2007-022 (*Loi No. 2007-022 du 20 Août, 2007*), which states men and women have equal authority to sign contracts. The Social Security Code (*Code de la Prévoyance Sociale*) stipulates that men can retire with full pension benefits. Men and women are equally allowed to retire with partial pension benefits at age 60 and the mandatory retirement age is the same for both sexes. Women's pensions are fully covered at age 60 according to Decree 2013-337 (*Décret No. 2013-337 du 02 Juillet, 2013*).[497] Finally, those people who sexually harass employees face criminal and civil penalties under the Penal Code.

Gender parity in labor-force participation almost exists, but wage and unemployment gaps that favor men and discrimination continues. In terms of labor-force participation, women have close to gender parity with men (85 versus 90 percent),[498] yet still face pay discrimination.[499] Although wage inequality has been dropping in recent years, the *World Economic Forum Global Gender Gap Report* indicates that in Madagascar it is still higher than in other countries in the region (such as Kenya and Tanzania).[500] In 2012, the *Institute National de la Statistique de Madagascar*/the National Statistics Institute of Madagascar (INSTAT) found that 21.4 percent of women who worked in informal businesses outside of agriculture earned 59,800 Ariary while 14.6 percent of men[501] earned a monthly salary of 112,200 Ariary.[502] There are also wage disparities in the informal agricultural business sector, which employed 73.1 percent of working women and 77.1 percent of working men in 2012.[503] Men earned a monthly average of 47,100 Ariary while women earned only 19,600 Ariary.[504] Women in Madagascar generally earn $0.74 to every $1 dollar men earn.[505]

The numbers of unemployed are low overall, but further analysis shows major gender disparities. Only 3.2 percent of women and 0.3 percent of men ages 20–49 are unemployed (2015), while 13.5 percent of

women and 14.1 percent of men are employed without pay.[506] Women make up a substantial portion of the workforce at all levels within the formal business sector—one out of three workers is a woman.[507] Of the women who are working in the formal sector, women make up 40.9 percent of those who work in managerial, professional, and technical positions, 65.8 percent of those who work in clerical, services and sales workers positions and 15.9 percent of those who work in plant and machine operators positions.[508] Of those registered unemployed, 70 percent are youth.[509] Women and youth are affected the most by unemployment—six out of ten are women and half of unemployed women are youth.[510] Those with a university-level education have a higher rate of unemployment than those without a degree.[511] Every year, between 400,000 and 500,000 graduates join the labor force.[512] Persons with disabilities and LGBTI individuals are also subjected to hiring discrimination, which requires additional research and policy measures to address.[513]

Women participate in leadership positions in the labor force at a higher than average global rates but still lag behind men in Madagascar. Women's employment in leadership positions in the private sector stands at 28 percent (although it varies by the size of the enterprise), which is high by international standards.[514] In comparable countries, it is less than 16 percent.[515] The World Bank noted in its Country Economic Memorandum for Madagascar that companies that have women in top positions have greater labor productivity and more annual growth in employment and labor.[516] Additionally, women leaders can serve as role models for other young women seeking decent work opportunities. Women's associations are a key advance for women's leadership—one key informant stated that "now that gender is integrated, there is no big difference—it is almost women who take the lead."[517]

A high level of education is the strongest indicator for Madagascar female and male youth's transition into a stable job. Young women with a tertiary education are 1.9 times more likely to find stable work than those with a primary education and for young men, 1.6 times more likely.[518] In low-income countries, such as Madagascar, youth transition into the labor market after their education at a faster rate than wealthier countries.[519] Youth find their first job in less than one month; however, it is not the only one they will hold. In fact, after their initial first job, it can take youth more than four years to find a stable position in Madagascar.[520] The majority of youth in Sub-Saharan Africa generally tend to be engaged in "household production work" where they help out with the family enterprise or farm in their early years of employment.[521]

There are gender differences among young persons who transition out of the labor market for family reasons. While 46.6 percent of young females who transition for family reasons remain inactive, the same holds true for only 2.2 percent of young males. Early marriage and early pregnancy play a strong role in the dynamics of male and female youth participation in the labor market, in addition to the subsequent responsibilities that come with those roles, with 67.8 percent of females between the ages of 15-19 married or cohabitating.[522] The agricultural and fisheries sector is where the majority of female youth labor; in 2013, 59.4 percent of females were employed in these sectors versus 16.5 in elementary occupations (such as cleaners and personal care workers).[523] When examined by age groups, male and female youth were similar in their employment trajectory, with the highest numbers for both employed in stable positions by the time they reach ages 25-59.[524]

Access to financial services remains a challenge for most Malagasy people, but especially for women and youth because of limited collateral, limited financial literacy, and cultural

norms that require male permission for women to take out credit. Women can register a business and open a bank account, the same as men whether married or unmarried.[525] However, research shows that only 5.73 percent of all adults over 15 years of age have a bank account and 5.5 percent of women specifically have one at a financial institution (2014).[526] This lack of engagement with financial institutions is further reflected when it comes to borrowing money. As of 2014, only 2 percent of all Malagasy adults borrowed from a financial institution, with 1.83 percent of women borrowing and 2.19 percent of men (a difference of .36 percent).[527] Both sexes (again in fairly equal numbers) instead borrow money from family and friends.[528] To accommodate the needs of women and youth for greater financial inclusion, new laws passed in 2017 and 2018 including the Credit Bureau Law, to reduce collateral requirements for borrowers who need credit.[529] Both women and men typically have no means of collateral, which prevents them from accessing microloans.[530] The National Financial Inclusion Strategy of Madagascar (*Stratégie Nationale d'Inclusion Financière 2018-2022*) acknowledges that more financial education for youth and broader access and better use of financial services for women, youth and rural populations are among the most important challenges of the next five years.[531] The potential remains for greater capacity building for both men and women and for women, in particular, to increase their business skills and financial literacy.[532] Additionally, cultural barriers around money constrain women in rural areas, as they need men's permission to borrow.[533]

Women and youth are active entrepreneurs in Madagascar but require increased access to finance and credit, training, and coaching. In 2019, the female rate of entrepreneurs was greater than the male rate;[534] yet entrepreneurship in Madagascar slowed due to lack of access to finance as well as lack of supervision, training, resources, and knowledge for startups.[535] Madagascar is considered to have high levels of entrepreneurship and innovation in comparison with other countries, ranking seventh out of 54 countries and second to Vietnam in the low-income category.[536] It is estimated that 22 percent of the working population in Madagascar do entrepreneurial work. The country is also known for its innovation, scoring high for its ease of investment and for its regulatory environment, according to the Global Innovation Index.[537]

Efforts such as the *Fihariana* initiative highlight promising practices in support of entrepreneurship in Madagascar, especially among women and youth. In 2018, the President launched the *Fihariana* Initiative, which provides both technical and financial support to those wishing to start a business, with loans of 200,000 Ariary ($50 US) to 2 million Ariary ($50,000 US).[538] It offers entrepreneurship and entrepreneurial culture training, targeting sectors where women show more participation, such as raising chickens and beekeeping, although it doesn't state explicitly that women are targeted.[539] In 2018, of the 1,287 formal enterprises created, 83 percent were from the sector where there are the most women working.[540] In 2019, 48.29 percent of its projects came from the agriculture sector, with 12.83 percent focused on livestock and 8.5 percent from the food industry.[541] Its aim is to create 10,000 jobs annually and it has 23 information kiosks throughout the country.[542]

The country is also focused on encouraging youth entrepreneurship, in part to fulfill its commitment to the Sustainable Development Goals to promote youth employment, education and training.[543] For example, in 2019, youth participated in events such as a trophy competition for young entrepreneurs and student entrepreneur roundtables to share knowledge about Madagascar's entrepreneurship world.[544] Some research[545] suggests that the country could reach its 2020 target for SDG Goal 8 to "substantially reduce the proportion of youth not in employment, education or training."[546]

Credit opportunities for women and youth through mobile money platforms exist. Financial inclusion measures are showing signs of improvement as the percentage of adults using mobile money services or those with financial accounts doubled from 9 percent in 2014 to 18 percent in 2017 (yet still below the 43 percent average for Sub-Saharan Africa).[547] In fact, per 1,000 adults, mobile money accounts have risen from 11 percent in 2013 to 54 percent in 2016.[548] Still, in 2016, 41 percent of Malagasy households did not have access to financial services, with rural areas higher than urban areas.[549] Only 7 percent in rural areas versus 25 percent in urban areas had access to a bank.[550] Generally, women in developing countries are 20 percent less likely to have a formal bank account and 17 percent less likely to have informally borrowed money.[551]

Microfinance presents additional opportunities for increased access to credit in rural areas, especially for women. Women's participation in accessing microfinance loans has steadily grown to nearly 50 percent in 2017 from 46 percent in 2011.[552] There is a strong business case to be made for providing microloans to women as studies have shown they are more likely to repay and to contribute larger portions of their income to benefit the household, for example to cover school fees and provide better nutrition.[553] The country has worked to implement "fairly wide-reaching systems" to support the use of microfinance loans, particularly in rural areas, although consideration needs to be given to ensure that these loans do not encourage more women to create segregated markets already crowded with other women.[554] In rural areas, male farmers generally are concerned about participating in microfinance services due to the uncertainty of their production and potential inability to pay back loans.[555]

Village savings and loan associations (VSLA) and Saving and internal lending communities (SILC) present important vehicles to advance women's economic empowerment, especially by providing access to informal credit and capital. **This, in turn, leads to increased investments in health, education, resilience, etc.** USAID activities have supported SILC and VLSA, which have promoted women's economic empowerment. They have provided easy access to credit and other financial services for households and healthcare providers, especially women.556 These two approaches were mentioned by various stakeholders as best practices to enhance the economic empowerment of women in poor, rural areas, which in turn will translate into increased investment in IGAs, health, nutrition, education, and WASH by women.557 They also provide support to the poorest people, especially women, in communities to improve their financial security and resilience to shocks and crisis by facilitating savings.558 For example, previously, if someone fell sick in the family, farmers were forced to sell their vanilla crops early for less money than if they had waited until the crop reached full maturity.559 These savings schemes provide a better alternative for managing these types of shocks that force households to make negative coping decisions, allowing them to hold onto their assets.

IR 3.2 RECOMMENDATIONS

The recommendations below link to the following *USAID J2SR sub-dimensions*: inclusive development, economic policy, government capacity, citizen capacity, government capacity, and capacity of the economy.

* Integrate behavior change modules to support greater equality in sharing domestic labor tasks. A case can be made for greater financial security for the entire family when both women and men have time to perform income generating activities. Identify potential incentives that may help men to change their behaviors. **WE3**

- Engage women's associations, co-ops and women-led social and conservation enterprises to build business capacity for women. **WE3**
- *Explore scale up of the *Fihariana* project as a model for future activities related to the development of entrepreneurial skills, particularly for women. This should include linkages with existing business development service providers to support women's access, especially in rural areas, to financing and business training that includes adaptation and contextualization for illiterate persons and persons with disabilities. **WE3**
- Work with banks to encourage greater allocation of financial resources to the SME sector, particularly targeted to women, including the development of new products and services and improved capacity for assessing and managing credit to SMEs run by women. **WE3**
- *Identify opportunities to assist women-owned SMEs to make them more competitive, as well as address gaps in the marketplace. Target sectors that employ the largest number of women, including agribusinesses and textiles and identify the constraints that have held them back. Develop trainings that can take them to the next level and expand their impact in the marketplace. Develop vocational training that will engage women in entrepreneurship and income generating activities. **WE3**
- *Develop a working group of private sector companies to discuss strategies to address challenges to increasing their female employees in the workplace. Firms could examine ways to create a more female-friendly environment, empower female staff through leadership and mentorship opportunities, transparent career paths and salary structures, deliberately targeting occupational skill areas with significant female participation, building awareness regarding the benefits of hiring female employees and developing training materials to address issues of sexual harassment and unconscious male bias. **WE3**
- Make a business case for increasing female leadership in firms by working with the private sector to encourage firms to identify and promote female employees into more leadership roles. Support efforts to identify constraints and gaps in firms that prevent them from attaining greater positions of responsibility. **WE3**
- *Encourage secondary schools, technical and vocational education and training institutions and universities to match graduates with internships, apprenticeships and eventually employment. **WE3**
- *Build women's networks across companies to stimulate cross-learning, encouragement, and mentoring opportunities. **WE3**
- Work with government representatives and other influencers to address legal barriers that prevent women from working at night in potentially lucrative markets, such as infrastructure. If the country increases its jobs in the infrastructure sector to promote private sector investment, women would be left out of this potentially lucrative market. **WE3**

5.4 IR 3.3: CAPACITY OF ECONOMIC ACTORS ALONG VALUE CHAIN IMPROVED

IR 3.3 KEY FINDINGS

In rural areas, the roles and responsibilities for men and women are gendered, relegating women to agricultural tasks that are less valued and pay less. This challenges women's ability to become empowered and financially secure as active economic actors along value chains. Men are responsible for the "heavy" agricultural labor, seen as requiring more body strength, while women are relegated to "lighter" tasks.[560] Heavy labor might include production activities such as preparing the land for planting, equipment operation, repairing irrigation canals, or overseeing large farm animals.[561] Women's tasks include seed inventory, planting, maintenance and harvesting, as well as preparing and

selling the crops.[562] They might also have a variety of other duties outside fieldwork, such as raising domestic animals (chickens and pigs), conducting small-scale fishing and gleaning, or participating in informal artisanal activities such as basket-weaving during free time.[563]

While heavily involved in agricultural production, women are confined to cultivating their husband's property.[564] This forces them to obtain their husbands' permission to develop income-generating activities, make decisions, and even article their opinions. The differences between the heavy and light labor tasks also disadvantage women financially as often their tasks pay less. Additionally, as noted elsewhere, men control the family's finances and women have no decision-making authority regarding their incomes. As one key informant succinctly put it: "In production, women/girls are confronted with social norms that assign them the roles of free labor for routine activities."[565] Men and boys are not interested in performing these activities.[566]

Boys and youth are also affected by a lack of education and lack of supervision at the family nucleus level.[567] Additionally, their choice of economic activities and employment opportunities are limited.[568] In some cases, men and boys are not interested or have no opportunities to invest in production on their own land, preferring instead to migrate to areas of industrial cultivation or the rice-growing basin.[569]

Women face time poverty because of their domestic responsibilities which limits their participation along the economic value chain. (See IR 1.3 for a detailed discussion on gender norms, traditional roles and responsibilities, and women's time poverty and how it prevents them from dedicating time to IGAs and being an active participant along the agricultural value chain.)

Women lack access to productive resources. The FAO estimates that if women had access to productive resources equal to men, they could increase their farm yields by 20-30 percent.[570] According to one key informant, "Rural women are systematically discriminated against in their access to resources necessary for socio-economic development, credit, extension, input supply and seed services, and to generally meet the needs of male heads of households."[571] (See IR 1.3 for a detailed discussion on women's lack of access to productive resources.)

The lack of agricultural technical training, and access to financial and educational support, affects agricultural productivity and marketing especially for women. There are constraints that prevent women from enhancing their economic productivity and ultimately the market potential agricultural products. Women generally experience challenges and constraints due to limited access to farm inputs and technology, power imbalances during price negotiations with middlemen traders, low participation in seed multiplication and agri-business activities and reduced access to credit.[572] Women need support that will increase their ability to strengthen their skills in these areas, such as literacy training, numeracy training, negotiation skills, and methods for cultivation, storage and processing of goods. [573]

Advances such as promotion of conservation farming techniques, crop diversification, and increased agricultural task-sharing have supported the role of women and youth as economic actors in agricultural value chains of Madagascar. The promotion of conservation farming techniques has led to increased incomes.[574] Recent efforts in diversified crops and organic farming have created alternative sources of income other than the cultivation of vanilla, cloves and peaches. These efforts have also engaged women in market gardening, fish farming, and beekeeping and youth in the cultivation of improved vanilla and cloves.[575] Growing multi-vegetable gardens has led to

more regular market gardening and produce that was easier for women to sell.[576] There is also better management of farming production so that communities can better share tasks (including youth) and create sustainable activities together.[577]

There is a dearth of literature on the intersection of gender and the ecotourism industry;[578] however, understanding the different roles men and women play in natural resources management suggests that there is untapped potential for their engagement in the sector. Men are more likely to take on larger, more economically rewarding employment opportunities, for example serving as tour guides or managing ecolodges and women are more likely to be involved in informal activities such as handicrafts and other small businesses targeted to tourists. While ecotourism often impacts an entire community's access to resources and requires planning and negotiation, the social norm constraints surrounding women's decision-making and participation in community meetings mean their voices are sidelined, which can be detrimental to the whole industry. As well, women are disadvantaged due to their lower levels of training, higher levels of illiteracy, and the need to balance external employment activities with caregiving and household responsibilities. That said, there are three main reasons to include women in the strategy, planning and implementation of ecotourism activities: 1) to engage the community on a broader level and to ensure that everyone's interests are reflected and everyone benefits; 2) to maintain a standard of protection of natural resources among all stakeholders; and 3) to take advantage of the broad set of skills that each actor brings to the activity.[579] In particular, women's extensive knowledge of natural resources management could be a strength in this sector, as could their potential to better manage corruption through oversight and the monitoring of activities.

There is a dearth of data on how and the extent to which LGBTI persons and persons with disabilities participate in agricultural value chains. These persons, in particular LGBTI persons in rural areas[580], are typically marginalized or are "invisible". One key informant stated "If LBGTI participation exists in value chains, it is either they do not participate in the meetings/activities, because they were dismissed by the community, or they do not dare come."[581] The engagement of persons with disabilities is also not well documented in agricultural value chains, though anecdotal evidence suggests that they also have difficulties participating in or having access to implementing partner trainings within communities.[582]

Empowering women economically (e.g., through increased participation along the agricultural value chain) could mitigate the risk of GBV. In Madagascar, women's financial disempowerment creates an atmosphere conducive to gender-based violence. Women earn less money, have fewer assets, and have difficulty borrowing money due to discrimination or their husbands' interventions. Reducing women to complete dependency on their husbands for their economic survival is the very definition of "economic violence."[583] Poverty plays a key role in economic violence, both as a cause and a consequence.[584] Other consequences of economic violence include an unhealthy, stressful and at times, dangerous household environment, a perpetuation of inequality and vulnerability, particularly for young girls and women by older men, a reduction in educational opportunities due to incomplete education caused by economic factors and the perpetuation of violence by children growing up in violent households.[585] Empowering women economically is one potential way to combat economic violence, though careful analysis of any activities, and monitoring and evaluation of those activities, is necessary to ensure that it does not have the opposite effect.[586] (See IR 1.3 for related discussion on GBV and resilience.)

The recommendations below link to the following *USAID J2SR sub-dimensions*: economic policy, inclusive development, government capacity, and citizen capacity.

- *Implement a systemic approach to gender mainstreaming in value chains that alters the way the market performs.
  - Use the Market Systems Development/WE3, also known as Women's Empowerment and Market Systems as a model. This gender transformational approach to WE3 makes market systems (and not just individual women) the primary focus of development interventions. It aims for system change by altering the performance of supporting market functions and rules. The objective is to coordinate the transformation of informal- and formal-sector market actors to be more inclusive of women and bring them into and upward through value chains. This progress is achieved through a number of complementary interventions:
    - Conduct participatory gender analyses of the local value chains and the informal economy to understand where women are concentrated, where they bring added value to the production of goods and what are the binding constraints to their progress. Apply the findings of this research to programming the Market Systems Development/WE3 interventions. **WE3**
    - Stimulate and incentivize change in the behavior of market actors (public and private, formal and informal, such as government agencies for agriculture, trade, and industry; businesses of all sizes; research; vocational and business training and extension institutions; financial institutions; traders; processors; retailers; wholesalers; chambers of commerce and business associations; and NGOs and community-based organizations working with women entrepreneurs and producers) by increasing capacity and motivation to be more inclusive of marginalized women. Approaches can include grants, low interest loans, technical training, preferential treatment under procurement, and tax breaks. **WE3**
    - Bring more women into high-profit value chains. Increase their visibility and presence at higher levels of value chains through expanding existing women-run businesses. **WE3**
    - Support two cycles of production activity (instead of one) in the agriculture sector, including practical training and support for job opportunities for women.[587]
    - Promote the formation of women entrepreneur associations and women branches of chambers of commerce at the local level. Support them to reach out to remote rural women producers and entrepreneurs to bring more of them into formal-sector value chains and markets. **WE3**
    - Establish procurement linkages with female suppliers and entrepreneurs, and support the formation of women's sector-level associations.[588] **WE3**
- Integrate proven behavior-change modules focused on positive masculinities that emphasize sharing tasks, equitable decision-making, and sharing financial resources. Combat GBV in all activities in the agricultural sector. **WE3**
- Support GOM gender focal points' travel on exchange missions to other countries. "USAID's support for exchange visits to countries more advanced than Madagascar is necessary to broaden our vision and open up to new approaches and techniques to promote gender equality and the empowerment of women."[589]

- *Recruit women into the sciences to become extension agents, agro-economists, and agricultural researchers who can improve the quality of training and the visibility of women farmers. Women then can move up in the value chain and inspire other women to participate. Additionally, more female employees at the Ministry of Agriculture, Livestock, and Fisheries would improve women's visibility in the sector. **WE3**
- *Study the intersection of gender and ecotourism in Madagascar.

6. USAID/MADAGASCAR INSTITUTIONAL FRAMEWORK AND PRACTICE ON GENDER EQUALITY AND SOCIAL INCLUSION

6.1 KEY FINDINGS

Mission institution-level models and processes for gender and social inclusion (GESI) integration exist but require formalization and dissemination. The USAID/Madagascar mission has institution-level models and processes for GESI integration. The new model places responsibility for crosscutting issues with different technical offices: HPN, gender and youth; SEED, private-sector engagement; and IDEA, democracy, rights, and governance. The mission, however, has not formalized, operationalized, and disseminated the model to mission staff. Only about half of the 11 USAID/Madagascar mission staff surveyed mentioned the new model for gender integration in technical strategies and activities, which was instituted approximately ten months before this report's publication. Most mission staff were not able to provide details and information on the existence of a protocol or process that the mission uses to ensure GESI integration across programmatic portfolios (including the development of a gender strategy for each activity—a requirement in the 2018 WEEE Act).

Some staff who were aware of the model expressed uncertainty about how to operationalize it, possibly due to the lack of information and messaging they have received about the model. Another mentioned that there is no existing mission-wide plan for GESI integration or accountability, which most USAID missions address in a Mission Gender/Inclusive Mission Order.

Integration of gender equality in mission activities takes place but not consistently. Most staff that the research team consulted were able to provide examples of gender and social inclusion-sensitive aspects in activities they manage. Some components of what the GESI integration model emerged but as standalone actions and not part of a larger process.

A general consensus exists that GESI is partially integrated into USAID/Madagascar's strategies and programming but gaps exist. All mission staff consulted from the three technical offices—HPN, SEED, and IDEA—provided many concrete examples of how they integrated GESI. They include

- Carrying out a comprehensive gender analysis and assessment for most activities
- Including gender-sensitive activities (such as creating care groups targeting unique needs and vulnerabilities for men, women, youth, and girls as part of food security and livelihoods programming; regular community dialogues on household decision-making on health, agriculture, and livelihoods; and requirements to use gender-innovation technologies for implementing partners of climate change-related programming)

- Collecting and reporting of sex-disaggregated data and gender indicators
- Facilitating multi-actor dialogues (including as relates to gender equality)
- Creating gender-specific networks
- Encouraging participation of women in projects

Despite these examples, gaps exist. The following four findings discuss these voids in greater detail.

A few projects lack a minimum level of gender integration. Staff mentioned that some activities do not have an intentional focus on gender integration. For example, the previous education programming pilot and its upcoming scale-up do not require looking at the potential differences between girls' and boys' needs and the gender norms that may impact learning. Also, the soon-to-be-funded governance programming does not include gender because the mission's research on the subject did not reveal it as a priority, per se.

Gender analyses typically inform the mission's project appraisal documents (PADs), but they could be improved by including more-comprehensive analyses and systematic consultations of project participants or members of targeted communities. In addition to being a requirement in the USAID ADS 205, the general consensus among staff is that carrying out a gender analysis is one of the foundations of developing a PAD. Some staff mentioned that the PAD-level gender analysis and subsequent gender integration in mission activities often is superficial and a like "checking the box." Other feedback was that too often gender analyses do not consult existing or potential project participants or members of the proposed targeted communities.

Foundational gender issues are insufficiently redressed in activity design and implementation because of budget and time constraints. Another core gap of gender integration in mission activities and strategies is that they do not tackle the underlying root causes of gender inequality and limited women's empowerment. Examples staff provided include insufficient focus on women's leadership, voice, and decision-making roles in the community; not addressing the gender dynamics of the health care system beyond providing FP or MCH to women; and not going beyond checking boxes to include deep analyses of why and how women are not empowered. One staff member emphasized that insufficient funding and time allocated from USAID to implementing partners to complete this long-term analysis and work is at the root of the gap in integrating gender in a transformative way. Another staff member explained, "I think we get wrapped up in terms of results in five-year timeline and results for the environment. Even though women and youth are critical to that, it is hard to take a step back and think through the political and social dynamics. Twenty-year timelines would be better. We at USAID could do more to prioritize and emphasize gender."

Social-inclusion integration, notably of persons with disabilities, is absent in USAID/Madagascar programming. Overall, there is not a significant focus on persons with disabilities across mission activities. One staff member shared that his or her office had the funding and intention to support persons with disabilities but experienced challenges making it a reality.

Many examples exist of current programming addressing GBV response and prevention, but systematic integration of GBV programming is not evident. Most consulted staff across all technical areas, with the exception of the environment sector, provided examples of how GBV has been integrated into mission activities. They include sensitization of police on GBV response and prevention; connecting women to resources and making them aware of their rights; training couples on joint

decision-making to ensure it does not lead to violence; creating an initiative involving community agents that work with couples to peacefully resolve disputes, which became popular and now is a component in two new Food for Peace projects; and community engagement to address gender norms that perpetuate CEFM. These examples, however, appeared to be standalone, activity-based initiatives that were not part of mission-wide efforts to ensure it systematically addressed GBV response and prevention in technical activities and programs.

Malagasy women and men may not want changes to gender norms and relations. USAID staff indicated that Malagasy women and men may not want to change gender norms and relations, because doing so goes against existing social norms or the immediate benefit is not apparent. Also, at issue is what happens once a USAID activity ends, and the community, with its existing social norms, is all women and men have to rely on.

> "Sometimes the changes we (USAID) think people want, are not actually the changes that Malagasy women (and men) want. So, in Madagascar shunning social norms is not common, and maintaining acceptance in the community is really the only social safety net because when projects have ended, the community is all the women and other vulnerable groups have. Many women do not want to change the existing gender norms. So, for example, even with projects that focus on improved agricultural practices over the last 20 years, people keep coming back to, 'that's not how my ancestors did it' and 'if I am not respecting my ancestors, then my community will shun me.' This is really difficult, especially in rural areas. In urban areas, there are opportunities for changing gender norms, but USAID is not working in urban areas. Even in areas such as health, even if the benefit is obvious most Malagasy still do not want to change if it goes again traditional norms, beliefs, practices, etc."
>
> – USAID/Madagascar key stakeholder interview

Mission activities collect and use sex-disaggregated data, but gender-sensitive monitoring, evaluation, and learning is limited. Mission activities largely collect sex-disaggregated data for all activities. One staff member, however, noted that these data often do not provide the information needed to understand the larger context as it relates to gender. One example included an education activity that collected sex-disaggregated data on school attendance. These data revealed that girls attend school more than boys. But the data did not provide any information about the specific barriers to learning for girls and boys. In another example, a health-sector activity used many service-delivery-like indicators, but the burden of reporting on so many output-type indicators did not permit measuring deeper changes to gender-related norms, relations, behaviors, and attitudes. In contrast, one mission biodiversity activity included an indicator to measure changes in gender-related norms, relations, behaviors, and attitudes with respect to power dynamics of gender and the decision-making roles of women and men related to natural-resource management.

The agreement officer's representative (AOR) and contracting officer's representative (COR) are identified as both primary opportunities and potential constraints to ensuring implementing partners integrate gender. A number of stakeholders identified the AOR and COR as a responsible party at the mission level for ensuring implementing partners integrate gender in USAID

activities. Constraints such as time limitations, competing priorities, and insufficient buy-in related to gender integration exist.

Examples of good gender integration in human resources practices, but gaps continue to exist, especially in procurement. Regarding human resources policy and practice, staff follow USAID and federal regulations for human resources management. One consulted staff member noted there was informal commitment towards ensuring a reasonable balance of male and female candidates to interview for positions, and as a result there was gender diversity among mission staff. Notably, there are both female Foreign Service Nationals (FSN) and Foreign Service Officers at the senior level: four out of six are women.

Regulations exist at the mission to ensure all recruitment announcements encourage women to apply, job descriptions include a reference to USAID's policy on gender equality, and there's equal pay for equal work regardless of gender. The mission has put the regulations into practice by no longer requesting salary history as part of the recruitment process given the long history of pay inequity. Human resources staff also received training on unconscious bias related to gender in the hiring process.

Efforts have been made to make staff of aware of sexual harassment and what to do in the event it happens. Consulted staff, however, note that overall, the mission has not experienced serious issues related to sexual harassment.

One staff member expressed the need to enhance gender equality in employment opportunities at the mission and have implementing partners do likewise. Another noted the existence of "soft stereotypes" among FSNs. Gender inequality in hiring practices at the mission, however, was noted. For example, one staff member remarked that when hiring for administrative positions, he or she has heard people say, "I think we should go with her because women are 'nicer' and more adapted to doing these administrative tasks."

On the procurement side, one staffer noted a lack of visibility with lots of rules and regulations that don't always translate into concrete integration of gender equality and women's empowerment.

The division of responsibility between the HPN's gender point person and the new FSN in the program office is unclear. Historically, there has been a gender point person embedded within the mission's program office. In the new model for gender integration, this person is a member of the HPN team, but the mission also will hire an FSN for the program office dedicated to supporting the integration of the aforementioned crosscutting issues. The model does not provide clarity the division of labor between these positions.

Roles and responsibilities for the gender point person in the HPN office are unclear. Staff members were unclear about the roles and responsibilities, including lines of accountability, for the gender point person within the HPN office (who will be responsible for integrating gender across the mission). Another identified challenge was the time limitation of the person assigned to this role, as he or she has a full workload beyond serving as point person. Furthermore, the large size and scope of the HPN office portfolio results in limited human resource capacity to support the integration of gender equality and women's empowerment across all mission activities.

The gender focal point needs to be vested with certain authorities and have time to carry out this role. Mission staff surveyed specified that the gender point person should have the authority to hold others accountable for gender integration. The person must be highly versed and capable of not just identifying gender-related gaps but also supporting mission staff to identify concrete solutions to those gaps. The identified roles and responsibilities for the gender point person include:

- Holding offices accountable for integrated gender
- Establishing systems and processes to ensure technical offices look at gender
- Providing guidance on the how-to of integrating gender
- Reviewing program documents, analysis, and reports from a gender perspective and providing recommendations
- Participating in specialized gender training and then conducting in-house sessions for staff
- Organizing and facilitating brown-bag discussions on key GESI issues
- Participating in portfolio review sessions

Most mission staff have participated in some, albeit limited, gender training but would like more. Most consulted staff have participated in some type of gender training, but typically it has been narrow or occurred many years back (with the exception of the short course called Gender Equality at USAID). Staff expressed interest in receiving general training on gender integration in the USAID project cycle and on sharing best practices and lessons learned by sector and across missions. For example, one staff member wanted to know more about what USAID considers the gold standard of gender integration into health programs. Other training topics of interest included unconscious bias, how it manifests, and its relationship to how discrimination happens, and what staffers can do to not fall into unconscious bias that leads to discrimination. GBV prevention and response also was mentioned as a desired training topic. A recommendation was made that in-house training (for example, conducted by the gender point person) likely would be better received than externally led sessions.

6.2 RECOMMENDATIONS

The recommendations below highlight opportunities for USAID/Madagascar to strengthen its institutional policy and practices on gender equality and women's empowerment integration. The * notes priority recommendations.

- *Formalize the new model of gender integration through written protocols and processes with clear roles and responsibilities for the gender point person in the HPN office and the soon-to-be hired FSN in the program office, as well as accountability lines and processes.
- Provide clear and consistent communication and messaging on the new GESI integration model that comes from the Mission Director, program office, and technical offices (HPN, SEED, and IDEA).
- *Ensure that social inclusion, notably of persons with disabilities, is an integral part of the new gender point person's job responsibilities.
- *Require the integration of social and behavioral change communication and other activities that tackle unequal gender norms, traditional roles and responsibilities, and other relational and structural barriers that impede gender equality and women's empowerment into all mission-supported activities. Increase dedicated funding and implementation time for activities and implementing partners to reach their objectives and results.
- *Support programs that bolster social safety nets for women and marginalized persons. This may include options for women and marginalized persons to go against tradition and norms if they deem

it beneficial for them and their families. Open support dialogue that addresses deeply rooted social norms.

- Promote deeper integration of gender in USAID programming and activities by requiring gender-sensitive monitoring, evaluation, and learning that goes beyond sex-disaggregation of indicators.
- Require comprehensive and quality consultations with potential project participants as part of gender analyses, COVID-19, crises, and natural disasters permitting.
- *Devise minimum requirements for GBV response and prevention and ensure all mission activities integrate it.
- *Ensure AORs and CORs are empowered to ensure gender integration by implementing partners. Improve the advocacy to get buy-in for GESI from AORs, CORs, and activity managers by requiring mandatory training and refresher courses on gender, having compliance on gender in the designation letter for AORs and CORs, and strengthening the support from the Mission Director on GESI.
- *Ensure the gender point person has a sufficient level of effort and support from the Mission Director and foreign service officers to fulfil his or her role and responsibilities. Make adjustments as necessary to the existing workload to accommodate increased responsibilities.
- *Establish a GESI training program that involves multiple professional-development opportunities annually. They could include brown-bag exchanges, best practices and lessons learned sharing with other missions, funds to participate in external gender trainings, and train-the-trainer sessions on gender conducted by the gender point person. Topics of interest include unconscious bias, how it manifests, its relationship to how discrimination happens, and what staffers can do to not fall into traps of unconscious bias that lead to discrimination; and GBV prevention and response. According to staff, in-house training (conducted by the gender point person) likely would be better received than external sessions led by people outside of the mission. The gender point person should coordinate and publicize the trainings, which should cover topics mission staff identified as part of this gender analysis.
- Conduct a gender audit of the mission's operations, notably related to procurement, to identify ways that they can enhance support for gender equality and women's empowerment (such as by prioritizing women-owned businesses or promoting bids to ensure diverse business owners have the opportunity to participate).

ANNEX A: SCOPE OF WORK

I. PURPOSE

Gender equality and women's empowerment are core objectives fundamental for the realization of human rights, and key to effectively achieving sustainable development outcomes. To ensure gender equality, women's empowerment and social inclusion issues are appropriately considered and integrated into the Mission's strategies, projects, and activities, USAID/Madagascar will conduct a Gender Analysis to ascertain the challenges and inequities citizens experience as a result of their gender identity. The Gender Analysis will inform the Mission's strategic and programmatic direction for the new five-year Country Development Cooperation Strategy (CDCS) as well as the Health Team's Project Appraisal Document (PAD). USAID/Madagascar will provide a holistic overview of gender- and social inclusion-related constraints to development, as currently identified through the development objectives in the mission's CDCS strategic framework.

II. BACKGROUND

Madagascar's population is around 27 million (2019 Census), of which 50.1 percent are women and over 60 percent are youth under the age of 25. The Government of Madagascar has made strides in gender parity in several critical areas; the USAID Roadmap to the Self-Reliance scores Madagascar at .72 out of 1 in terms of economic equality between women and men. This rating only shows part of the gender picture, however. While women's participation in the workforce and wage comparability is relatively equal with men's in similar sectors, especially in the formal employment sector, the overall poverty of Madagascar - where 75 percent of the population live in poverty – just means that women are relatively equal to men in their misery. Even in this women (and youth) are disadvantaged; the World Bank publication: The Face of poverty in Madagascar: Poverty, Gender and Inequality Assessment (March 2014) found that women's earnings were 34 percent lower than men's, and female-headed households have a higher incidence of extreme poverty than those headed by males.

The OECD's Social Institutions and Gender Index 2019, which measures discrimination in the family, restricted physical integrity, restricted access to productive and financial resources and restricted civil liberties, rates Madagascar as "high" in institutional gender-based discrimination (with a 48 percent rating; compare that to South Africa at 22 percent or Yemen at 64 percent). The index highlights legal discrimination as well as traditional cultural practices that disadvantage women and girls. According to the SIGI, the legal framework for land tenure is relatively equal, but due to customary law and traditional practices, 85 percent of land is held in men's names. Although the legal minimum age of marriage is 18 for both men and women, the prevalence of child, early and forced marriage is high; the latest data shows that 48 percent of women between 20-24 were married by the age of 18. Current enrollment rates in primary and secondary school remain roughly equal, but early pregnancy increases the likelihood of dropping out of school by 42 percent and decreases the chances of a young woman completing secondary school. The adolescent fertility rate in

Madagascar is particularly high at 115 births per 1,000 women aged 15 -19, compared to the global average of 44 per 1,000. While a law ensuring universal access to family planning (FP) was recently passed, young and unmarried women are frequently denied independent access to FP. In terms of

physical safety, 30 percent of women have experienced domestic violence in their lifetimes, and of all surveyed, women were much more likely to fear unsafe on the streets at night. Politically, 81 percent of parliamentarians and 95 percent of mayors are male, and access to and attitudes about the justice system are skewed towards men.

USAID/Madagascar lost mission status in 2009 following a Coup d'état and for the subsequent five years did not engage directly with the Government of Madagascar. During this time, only programs deemed humanitarian (including GH funding) were allowed. In 2015 it regained its Mission status and slowly began to receive funding in diverse areas. In 2020, USAID/Madagascar is programming $95.2 million USD in the following areas:

Health, Population, and Nutrition (HPN) Office: $62.2 million USD:

- GH President's Malaria Initiative (PMI): $26 million USD
- GH Maternal and Child Health: $14.2 million USD
- GH Family Planning: $14 million USD
- DA-Water: $8 million USD

Sustainable Environment and Economic Development (SEED) Office:

- Biodiversity: $7.9 million USD

Integrated Development Emergency Assistance (IDEA) Office:

- Food for Peace: $22 million USD
- DRG: $3.1 million USD

In addition to the above funding streams, USAID/Madagascar is requesting new funding for education, with its primary purpose strengthening early grade reading and math skills. The gender assessment should include education in its scope.

III.   OBJECTIVES AND TIMELINE OF THE GENDER ANALYSIS

Objective

To conduct a holistic Gender Analysis that considers opportunities for gender equality, women's empowerment, and social inclusion in Madagascar along the development objectives in the 2021- 2025 CDCS and the corresponding health, population and nutrition project appraisal document.

Purpose

To conduct a holistic gender analysis that identifies gender equality, women's empowerment, and social inclusion advances, gaps to inform the new USAID/Madagascar Country Development Cooperation Strategy (and corresponding health sector project appraisal document (PAD)) along

the following three mission strategic results framework development objectives (DOs) and corresponding intermediate results:

DO 1: Improved Human Capacity to Contribute to the Country's Journey to Self-Reliance

- IR 1.1 - Accelerate the positive impacts of healthy behaviors, access to services, resource mobilization, and health services governance and management.
- IR 1.2 - Improve early grade reading and literacy outcomes.
- IR 1.3 - Improve the capacity of government, communities, and individuals to manage emergencies and mitigate the impact of shocks.

DO 2: Government accountability and effectiveness improved in order to mitigate cyclical political instability

- IR 2.1 - Through targeted capacity building of government institutions in selected geographic and technical areas, support the GOM to better demonstrate its commitment to rule of law.
- IR 2.2 - Responsible and effective management of public resources.
- IR 2.3 - Democratic citizen engagement in government processes.

DO 3: More sustainable economic opportunities are available for poor populations (primarily within the Agricultural and Environmental Sectors)

- IR 3.1 - Support GOM and targeted communities to ensure sustainable management of natural resources and adaptation to climate change.
- IR 3.2 - Implement solutions to facilitate trade while easing access to financing, and secure land rights to catalyze the expansion of sustainable private sector activity.
- IR 3.3 – Improving access to markets and business opportunities with a strong focus on increasing agricultural yields and production.

*Gender and youth are salient elements of IR 3.1 and IR 3.3 due to inequalities in land ownership, a significant gender wage gap, and the need to foster income generation prospects for rural youth.

The following cross-cutting considerations and intersecting identities should be examined in the context of the gender analysis, specifically gender-based violence; the intersection between youth, disability and gender; gender and urban population; the role of private sector in improving the lives of women and girls; and the role of women and girls in Madagascar's Journey to Self- Reliance. Priority regions for data collection include: Analamanga (Antananarivo city); Androy (Ambovombe city) and Analanjirofo (Maronsetra city), where possible.

The gender analysis will identify current best practices and opportunities (programmatic and partnerships) for gender and women's empowerment to be further integrated into USAID/Madagascar's strategy and programming and identifying common cross-cutting gender- related opportunities to help the Mission to achieve priority behavioral outcomes. As well, it will leverage knowledge and data collected by other key players in Madagascar including but not limited to the private sector, civil society, academia, think tanks, and other key donor partners, especially adding behavioral knowledge and data as available.

METHODOLOGY

The gender analysis will comprise a blend of primary and secondary data collection structured around seven (7) key deliverables:

- In-Country In-briefing with USAID/Madagascar Mission Staff
- Secondary and Virtual Primary Data Collection in Madagascar
- Draft CDCS Gender Analysis Report
- Validation Workshop - Draft CDCS Gender Analysis Report
- Final CDCS Gender Analysis Report (incorporating mission feedback)
- Draft Health, Population and Nutrition PAD
- Final Health, Population and Nutrition PAD

In-Country In-briefing with USAID/Madagascar Mission Staff

During the first week of this task order, the gender analysis team will provide key mission staff with a presentation on the purpose and methodology of the gender analysis.

Secondary and Virtual Primary Data Collection in Madagascar

The gender analysis will comprise a combination of secondary and virtual primary data collection. Relevant indicators from national and regional statistical data bases and indices will be selected and updated, focused on the sector and region prioritized by each development objective. The research team will consider the following secondary data sources:

- Comprehensive review and analysis of pertinent literature and documents. See separate Google Drive.
- USAID/Washington documents including, but not limited to:
  a. The Automated Directives System (ADS) 201 and 205 (2019 and 2017 respectively)
  b. The 2012 Gender Equality and Female Empowerment Policy (2012)
  c. U.S. Strategy to Prevent and Respond to Gender-based Violence (2016)
  d. USAID Vision for Ending Child Marriage and Meeting the Needs of Married Children (2012)
  e. USAID Journey to Self-Reliance - Madagascar Country Roadmap (2018)
  f. USAID Policy Framework (2019)
  g. USG 2018 Act on Women's Entrepreneurship and Economic Empowerment Act
  h. U.S. Strategy to Empower Adolescent Girls (March 2016)
  i. Counter-Trafficking in Persons Policy (2012)
  j. USAID's Youth in Development Policy (2012)
  k. USAID Disability Policy Paper (1997)
  l. Advancing Disability-Inclusive Development
  m. USAID LGBT Vision for Action (2014)
  n. USAID Policy on Non-Discrimination (2011)
  o. Equal Employment Opportunity, Diversity and Inclusion (2011)
  p. Presidential Memorandum on International Initiatives to Advance the Human Rights of LGBT Persons (2011)

- USAID/Madagascar documents, such as, but not limited to:
     a) Activity-level gender analyses
     b) The Mission's most recently completed CDCS, results frameworks for the DOs,
     c) PAD Gender analyses for USAID-funded awards.
     d) Gender and social inclusion strategies developed by implementing partners.
     e) Studies and assessments concerning gender conducted by donors, NGOs, national governments, regional organizations, and the academic community;
     f) Gender & Social Inclusion Mission Order (2015), relevant evaluations
     g) National statistics on women from the national statistics institute and the UNDP Human Development Index Reports.
     h) Recent literature that addresses gender equality and women's empowerment issues in specific sectors and areas of strategic interest for the Mission.

Banyan Global will create a secured Google Drive Folder for all the secondary data sources, including those that are not available publicly (i.e., USAID/Madagascar CDCS documents, PAD gender analyses, as well as other relevant reports and information).

Following this, the research team will carry out primary data collection, including semi-structured key stakeholder interviews, with USAID staff, implementing partners, government counterparts, the United Nations System, national NGOs, and key civil society stakeholders. These will include where possible:

- Entry briefings with the Gender/Inclusive Development Advisor, the gender and social inclusion working group, the Program Office, the Front Office.
- Meetings with Office teams and implementing partners on specific sectors and areas of interest, to identify possible entry points for the incorporation of gender equality and women's empowerment into ongoing and future activities taking into consideration the current context of Madagascar, and to recommend how inclusive development considerations can be adequately treated in the Mission draft CDCS.

Draft CDCS Gender Analysis Report

The research team will prepare a draft gender analysis report will follow the structure and format of the CDCS gender analysis report template that Banyan Global prepared for USAID based on lessons learned from previous gender analyses.

Validation Workshop - Draft CDCS Gender Analysis Report

The research team will hold a virtual validation workshop with USAID/Madagascar staff that will include a presentation and discussion to validate the draft gender analysis findings and recommendations.

Final CDCS Gender Analysis Report

The research team will incorporate feedback from the mission to produce the final gender analysis report.

Draft Health, Population and Nutrition PAD

The research team will build upon the secondary and primary data collected and included in the gender analysis report to produce a draft HPN PAD, in line with USAID standard PAD-level gender analysis reports.

Final Health, Population and Nutrition PAD

The research team will incorporate feedback from the mission's health team to produce the final HPN PAD.

IV.   DELIVERABLES AND REPORTING GUIDELINES

Key Deliverables

The associated work will include the following deliverables:

	Deliverable/Task	Due Date (Period of Implementation)
1.	In-Country In-briefing with USAID/Madagascar Mission Staff	May 22, 2020
2.	Secondary and Virtual Primary Data Collection in Madagascar	May 22, 2020-June 19, 2020
3.	Draft CDCS Gender Analysis Report	June 19-June 30, 2020
4.	Validation Workshop - Draft CDCS Gender Analysis Report	July 6, 2020
5.	Final CDCS Gender Analysis Report (incorporating mission feedback)	July 6-July 23, 2020
6.	Draft Health, Population and Nutrition PAD	July 24 - August 14, 2020
7.	Final Health, Population and Nutrition PAD	August 24-September 4, 2020

Reporting Guidelines

Gender Analysis Reporting Guidelines

The Gender Analysis report should be approximately 35 pages long (excluding annexes), should follow the format below and be submitted electronically in Microsoft word and PDF versions. The report should include:

1.	Table of Contents (1 pp.)
2.	Acronyms (1 pp.)
3.	Introduction (1 pp.)
4.	Background (2-3 pp.)
5.	Methodology (1 pp.)
6.	Finding, by ADS205 domain (5 pages)
7.	Findings/Conclusions/Recommendations, by development objective, including a list of potential partnerships and key players working on gender in Madagascar. Recommendations for future USAID programming that highlight lessons learned from current programming with consideration of linkages to existing programs. (17- 20 pp.)
Annexes	
Gender Analysis SOW	
List of Key Documents	
List of Participants and Organizations Interviewed	

The Health, Population and Nutrition PAD Reporting Guidelines

The PAD should be approximately 20 pages long (excluding annexes), should follow the format below and be submitted electronically in Microsoft word and PDF versions. The report should include:

1. Executive Summary (2 pp.)
2. Table of Contents (1 pp.)
3. Acronyms (1 pp.)
4. Introduction (1 pp.)
5. Methodology (1 pp.)
6. Findings and recommendations (14 pp.)

V.   TEAM COMPOSITION

Team Leader

This position seeks an international consultant with core experience working with and knowledge of USAID programs and must be an experienced social scientist with expert level knowledge in conducting gender assessments in Africa (required), preference given for relevant Malagasy experience. Other qualifications include:

a. Minimum of 10 years' of experience in research, policy formulation and program design
b. S/he must have at least ten years of experience in gender analysis–including gender- based violence prevention and response.
c. Familiarity with USAID Strategic Direction and Program management; and
d. Exceptional inter-personal and inter-cultural skills.
e. Excellent leadership skills.
f. Sector expertise in one of the priority sectors areas (Health, Population and Nutrition;

Democracy and Governance, Education; Biodiversity and Climate Change; Livelihoods; and Food Security and Disaster Assistance)

Senior International Gender Expert

- S/he must have at least eight years of experience in gender analysis–including gender- based violence prevention and response.
- S/he must have formal studies in gender and/or social inclusion and a minimum of a master's degree in sociology, anthropology, economics, or relevant social science field.
- Excellent speaking and writing English language skills are required.
- S/he must have experience in the drafting and implementation of qualitative research instruments and possess working computer skills, particularly in Word and Excel.

National Gender Expert(s) [2]

The team must include at least one national Malagasy Gender Expert who exhibits complementary skills to the Team Lead and core experience conducting thorough evidence- based research gender issues in Madagascar. Other qualifications include:

- Minimum of 7 years of experience in conducting evidence-based research and expert knowledge on gender and women's economic empowerment issues in Madagascar;
- Knowledge in technical areas such as strengthening democracy and governance, education, health and economic growth;
- Knowledge of the Government of Madagascar's gender environment and development partner engagement in the gender space.
- Knowledge of socio-cultural beliefs and practices in Malagasy societies; and
- Exceptional inter-personal and inter-cultural skills

Examples of past analysis reports produced under the direction of the proposed team leader and National Gender Expert may be requested as well as character and professional references.

Other team members can be considered if the need presents itself.

VI. GENDER ANALYSIS MANAGEMENT

Logistics

USAID will assist the team to gather relevant contact information from those groups, organizations and individuals identified for interviews.

Scheduling

The expected period of performance for the assessment will be roughly 120 days per the outline below (extended timeframe due to end of year holidays). Note that this work order includes a six-day work week for the duration of the work order due to the compressed timeframe for completing the deliverables listed in Section 5.

ANNEX B: METHODOLOGY

METHODOLOGY DESIGN PROCESS

Due to initial delays caused by COVID-19, the research team, in conjunction with USAID, took the decision to forgo the completion of a formal inception report. Instead, the research team designed the methodology and developed the work plan while simultaneously conducting a desk review of secondary data and developing the primary data collection tools (Annex D).

SECONDARY SOURCE DESK REVIEW

The purpose of the desk review of secondary data was to identify major gender equality and women's empowerment (GEWE) advances, gaps, and opportunities in Madagascar related to USAID's ADS 205 domains and the three DOs in the USAID/Madagascar 2020–2025 CDCS. The desk review involved reviewing and analyzing data from secondary sources that include USAID/Madagascar activity documents and reports, academic articles, GOM reports and data, CSO and NGO reports, gender and women's economic empowerment indices (e.g., Gender Global Gap, USAID WE3 dashboard, FINDEX, and SIGI), and reports from international organizations. Please see Annex C for a complete list of consulted sources.

PRIMARY DATA COLLECTION

The research team carried out remote data collection due to necessary social distancing requirements that the GOM put in place. The research team collected primary data using an online Google Forms survey and remote interviews conducted by phone and online video conferencing platforms. In consultation with the respective USAID technical offices (HPN, IDEA, and SEED) at USAID/Madagascar, the research team developed unique sets of questionnaires to capture sector-specific and stakeholder-specific data on gender advances, gaps, and opportunities. The research team also developed a questionnaire to capture data from USAID/Madagascar mission staff on gender policy and practice. The team developed each questionnaire in English and French with the exception of the questionnaire targeting USAID/Madagascar mission staff, which was prepared only in English. See Annex D for the questionnaires in English. Each USAID/Madagascar program office provided a list of key stakeholders from each of the respective sectors and prioritized 15 from each sector in addition to identified Mission staff for a target of 60 responses. The research team used same questionnaire was used for interviews and in the online Google forms survey. USAID sent emails to all identified stakeholders on Wednesday, June 10, 2020 asking respondents to either respond to the survey online or request a telephone interview. The research team's two national gender experts in Madagascar conducted follow-up over the following days to ensure responses to the email request and coordinate telephone interviews, as needed. The research team met the July 19, 2020 deadline, with a total of 61 surveys and interviews completed:

PRIMARY DATA COLLECTION	
SECTOR	**SURVEYS & INTERVIEWS COMPLETED**
Health, Population, and Nutrition	• USAID Implementing Partners – 10 total • USAID Others (CSOs, NGOs, Research Institutes, etc.) – 6 total • USAID Government Officials (Local and National) – 3 total
Integrated Development Emergency Assistance (IDEA)	• Resilience – 7 total • Governance Strengthening – 5 total • Education – 4 total
Social, Environmental, and Economic Development (SEED)	• 14 total (same questions sent to all stakeholders)
USAID Staff	• Programs Office/Leadership: 2 • SEED office: 2 • HPN office: 2 • IDEA office: 2 • Operations: 3
TOTAL	60 surveys and interviews

DATA ANALYSIS AND INTERPRETATION AND REPORT PREPARATION AND VALIDATION

The research team analyzed and interpreted the primary data collected and delivered the draft gender analysis report to USAID/Madagascar on June 30, 2020. Upon completion of secondary and primary research and submission of first draft report, the research team provided a remote presentation of the preliminary findings and recommendations of the gender analysis to USAID/ Madagascar staff on July 6, 2020. The purpose of the presentation was to validate and expand upon the preliminary findings and recommendations. The research team delivered the final gender analysis report to USAID/Madagascar on July 23, 2020, which addressed USAID/Madagascar mission staff written feedback on the draft report, as well as from the validation workshop.

PROTECTION OF INFORMANT INFORMATION

The research team obtained free and prior informed consent at the organizational level and from all research participants, which included taking the following steps at the beginning of all semi-structured interviews:

- An explanation of the purposes of the research, how long interviews would take, and the procedures to be followed.
- A statement that participation is voluntary, that refusal to participate will involve no penalty, and that the subject may stop participating at any time.

- A statement that the subject may choose not to answer any question at any time.
- A statement describing that the data will be anonymous, but not confidential. Additionally, no personal information will be disclosed in any setting.
- Contact details for the research team in case of questions or concerns regarding the research.

For the surveys, an introductory paragraph explained these points related to informed consent and anonymity/confidentiality.

LIMITATIONS OF THE GENDER ANALYSIS

Limitations of this gender analysis include the following:

- The COVID-19 pandemic caused a delay in beginning data collection and therefore highly constrained production of the draft report.
- In-country in-person data collection was not possible due to travel restrictions related to the COVID-19 pandemic. The absence of in-country data collection prevented consultations with USAID project participants and community members.
- Internet and digital connectivity for key stakeholders in Madagascar was also a challenge.
- Elimination of the Inception Report due to time constraints, and an abbreviated time for a desk review which impacted the formulation of research questions related to gaps in secondary literature;
- Reliance on primary data collection through electronic surveys, which did not allow for probing for clarification or response follow-up.

ANNEX C: REFERENCE LIST

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ANNEX D: INTERVIEW GUIDES FOR THE GENDER ANALYSIS

Please note that what follows are survey guides, in English, targeted to the various stakeholders. Survey guides in French are not included in this document for the purposes of brevity. The interview guides included the same questions but had a slightly adapted introduction:

Thank you very much for setting aside time to talk with me today. As you know, our interview is part of the gender analysis that will inform the USAID/Madagascar 2020-2025 Country Development Cooperation Strategy.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Madagascar as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Madagascar activities.

The interview will take approximately one hour. Your participation in this interview is completely voluntary. If you would like to stop the interview at any time, please let me know. There are no right or wrong answers. Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

If you wouldn't mind, I will be taking notes to capture the highlights of our conversation to use in our analysis. Would that be alright? Let's begin.

1a. SURVEY GUIDE – USAID Staff

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Madagascar 2020-2025 Country Development Cooperation Strategy.

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Your participation in this interview is completely voluntary. You can choose not to respond to a particular question or stop completing the survey at any time. There are no right or wrong answers. Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 30-60 minutes.

1. In general terms, please describe the focus of your office's work.
2. How does your office ensure gender and social inclusion (GESI) are comprehensively integrated into strategies and programming?
3. How would you appraise the current level of gender and social inclusion (GESI) integration in your office's activities? Please provide concrete examples as possible.
4. To what extent has gender analysis informed the current Project Appraisal Documents (PAD) at your mission and/or will inform future PADs?
5. Do implementing partners carry out gender analyses and develop gender strategies to inform the activites in your office's portfolio? To what extent?
6. Do the monitoring, evaluation, and learning strategies (MELS) for the activities that your office manages address gender equality? Please provide information about the collection of sex-disaggregated data, inclusion of gender-related indicators (examples as available are welcome).
7. What are the main constraints your office faces to ensure that implementing partners integrate gender equality in a concrete and effective way? Any suggestions on what USAID could do to support them?
8. What kind of support do Implementing Partners receive from USAID to strengthen their gender integration capacities? How could this support be improved?
9. Which measures has your office taken to address GBV in past or current program implementation? Please provide any successful examples/good practices in addressing GBV as available.
10. How would you appraise the current level of integration of gender equality into the mission procurement criteria, human resources policy, and practice.
11. What type of gender training and/or professional development support have you received? What additional gender training and/or professional development support do you need?
12. Please share any additional thoughts or reflections on this topic.

1b. SURVEY GUIDE – HPN Government Officials (Local and National)

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Madagascar 2020-2025 Country Development Cooperation Strategy.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Madagascar as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Madagascar activities.

Your participation in this interview is completely voluntary. You can choose not to respond to a particular question or stop completing the survey at any time. There are no right or wrong answers. Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 30-60 minutes.

QUESTIONS:

1. Please describe in general terms what is the focus and the scope of work of your ministry/department/office? What is your role?
2. What are 2-3 key constraints that women/girls face to access quality health services, including sexual and reproductive health, water and sanitation, and nutrition?
3. What are 2-3 key constraints that men/boys face to access quality health services, including sexual and reproductive health, water and sanitation, and nutrition?
4. How do other conditions like age, place of residence (urban vs rural), education level, sexual orientation and/or gender identity, disability, etc. affect these constraints faced by women/girls and men/boys? As possible, please provide concrete examples for those who face compounded vulnerability (e.g., rural women; rural men; LGBTI women and men; etc.).
5. What are 2-3 recent advances in equal access to health services, including sexual and reproductive health and nutrition, and water and sanitation for women, men, boys, and girls and for vulnerable groups?
6. How do gender and social norms in Madagascar impact the experience of women and men accessing health, including sexual and reproductive health and nutrition, and/or water and sanitation services? Please provide concrete examples.
7. How does gender-based violence affect participation and access to your program's services? How has your ministry/department/office responded?
8. What has your ministry/department/office done to promote equality between women and men and the empowerment of women and girls in the context of your respective sector(s)?
9. What are the main challenges and opportunities—including potential partnerships—for your ministry/department/office or USAID to advance gender and the empowerment of women and girls?
10. How does your ministry/department/office coordinate with the Ministry of Population, Social Protection, and Women's Empowerment (Ministère de la Population, de la Protection Sociale et de la Promotion de la Femme) ?
11. What lessons learned and/or best practices has your ministry/department/office documented in relation to promoting gender equality and the empowerment of women and girls, especially related to health, including sexual and reproductive health, nutrition, and water and sanitation?
12. In what ways has USAID supported your work in relation to gender and the empowerment of women and girls? What kind of related support would be most useful for USAID to provide in the future?
13. Are there any issues related to gender equality and women's empowerment for which you would like to have guidance? If so, what kinds of issues?
14. In regard to your ministry/department/office, what recommendations do you have for changes in policy or approach related to gender and the empowerment of women and girls?
15. Please share any other final thoughts or feedback.

1b. SURVEY GUIDE – HPN USAID IMPLEMENTING PARTNERS

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Madagascar 2020-2025 Country Development Cooperation Strategy.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Madagascar as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Madagascar activities.

Your participation in this interview is completely voluntary. You can choose not to respond to a particular question or stop completing the survey at any time. There are no right or wrong answers. Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 30-60 minutes.

QUESTIONS:

1. Please describe in general terms what is the focus and the scope of your organization/project. What is your role?
2. What are 2-3 key constraints that women/girls face to access quality health services, including sexual and reproductive health, water and sanitation, and nutrition?
3. What are 2-3 key constraints that men/boys face to access quality health services, including sexual and reproductive health, water and sanitation, and nutrition?
4. How do other conditions like age, place of residence (urban vs rural), education level, sexual orientation and/or gender identity, disability, etc. affect these constraints faced by women/girls and men/boys? As possible, please provide concrete examples for those who face compounded vulnerability (e.g., rural women; rural men; LGBTI women and men; etc.)
5. What are 2-3 recent advances in equal access to health services, including sexual and reproductive health and nutrition, and water and sanitation for women, men, boys, and girls and for vulnerable groups?
6. How do gender and social norms in Madagascar impact the experience of women and men accessing health, including sexual and reproductive health and nutrition, and/or water and sanitation services? Please provide concrete examples.
7. How does gender-based violence affect participation and access to your program's services?
8. What is your program's response to this?

9. What has your team done to promote gender equality, the empowerment of women and girls, and the active participation of women/girls and men/boys within your project? Please include details about your project's objectives/activities and gender analysis and strategy, etc.
10. Does your project's monitoring, evaluation, and learning (MELS) plan address gender equality? Please provide information about the collection of sex-disaggregated data, inclusion of gender-related indicators (examples as available are welcome).
11. In your experience, what are the most important lessons learned and/or best practices in reducing gender gaps/constraints and promoting gender equality, the participation and empowerment of women and girls in the context of the health sector, including sexual and reproductive health, nutrition, and water and sanitation?
12. What type of technical support has USAID/Madagascar provided to the project related to the integration of gender and the empowerment of women and girls? What additional support would like to receive?
13. If you could re-design the project or design a new project today, what recommendations would you have for reducing gender gaps and promoting empowerment of women and girls?
14. What are opportunities—including potential partnerships—to address gaps and build on advances in gender equality in your sector?
15. What do you think that USAID should prioritize in the health, including sexual and reproductive health and nutrition, and/or water and sanitation sectors, especially related to gender equality and female empowerment?
16. Please share any other final thoughts or feedback.

1b. SURVEY GUIDE – HPN Other Stakeholders (CSOs, NGOs, Research Institutes, etc.)

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Madagascar 2020-2025 Country Development Cooperation Strategy.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Madagascar as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Madagascar activities.

Your participation in this interview is completely voluntary. You can choose not to respond to a particular question or stop completing the survey at any time. There are no right or wrong answers. Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 30-60 minutes.

1. Please describe in general terms what is the focus and the scope of your organization and project. What is your role?
2. What are 2-3 key constraints that women/girls face to access quality health services, including sexual and reproductive health, water and sanitation, and nutrition?
3. What are 2-3 key constraints that men/boys face to access quality health services, including sexual and reproductive health, water and sanitation, and nutrition?
4. How do other conditions like age, place of residence (urban vs rural), education level, sexual orientation and/or gender identity, disability, etc. affect these constraints faced by women/girls and men/boys? As possible, please provide concrete examples for those who face compounded vulnerability (e.g., rural women; rural men; LGBTI women and men; etc.).
5. What are 2-3 recent advances in equal access to health services, including sexual and reproductive health and nutrition, and water and sanitation for women, men, boys, and girls and for vulnerable groups?
6. How do gender and social norms in Madagascar impact the experience of women and men accessing health, including sexual and reproductive health and nutrition, and/or water and sanitation services? Please provide concrete examples.
7. How does gender-based violence (GBV) manifest in the health sector and/or your respective projects? How does your organization respond to address it?
8. In your experience, what are the most important lessons learned and/or best practices in reducing gender gaps/constraints and promoting gender equality, the participation and empowerment of women and girls in the context of the health sector, including sexual and reproductive health, nutrition, and water and sanitation?
9. What are opportunities—including potential partnerships—to address gaps and build on advances in gender equality in your sector?
10. What do you think that USAID should prioritize in the health, including sexual and reproductive health and nutrition, and/or water and sanitation sectors, especially related to gender equality and female empowerment?
11. Please share any other final thoughts or feedback.

1b. SURVEY GUIDE – Integrated Development Emergency Assistance (IDEA) Office: Governance Strengthening

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Madagascar 2020-2025 Country Development Cooperation Strategy.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Madagascar as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Madagascar activities.

Your participation in this interview is completely voluntary. You can choose not to respond to a particular question or stop completing the survey at any time. There are no right or wrong answers.

Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 30-60 minutes.

QUESTIONS:

1. Please describe in general terms what is the focus and the scope of your organization/project. What is your role?
2. What are three challenges related to the responsiveness of governance systems to the needs and priorities of women and girls (such as, for example, accountable leadership, gender-responsive budgeting, transparent budgeting processes, civil society participation)?
3. What are two advances related to the responsiveness of governance systems to the needs and priorities of women and girls (such as, for example, accountable leadership, gender-responsive budgeting, transparent budgeting processes, civil society participation)?
4. What are three challenges related to responsiveness of governance systems to the needs and priorities of men and boys (such as, for example, accountable leadership, gender-responsive budgeting, transparent budgeting processes, civil society participation)?
5. How do other conditions like age, place of residence (urban vs rural), education level, sexual orientation and/or gender identity, disability, etc. affect these challenges faced by women/girls and men/boys? As possible, please provide concrete examples for those who may face compounded vulnerability, especially young women; young men; women with disabilities and men with disabilities; urban women, rural women and rural men; any other vulnerable group.
6. To what extent do women have adequate roles and voice in governance structures? At what levels/regions are their advances and challenges?
7. How does gender-based violence affect women's advancement related to governance structures and their leadership roles in those structures in Madagascar?
8. What are two challenges related to the responsiveness of rule of law structures and systems to the needs and priorities of women and girls (such as, for example, legal frameworks, enforcement of the frameworks, judicial system and processes and enforcement)?
9. What are two challenges related to the responsiveness of rule of law structures and systems to the needs and priorities of men and boys (such as, for example, legal frameworks, enforcement of the frameworks, judicial system processes and enforcement)?
10. What are three best practices among NGOs, government agencies, and international donors in implementing programming to support governance and rule of law systems and structures that are responsive to the needs and priorities of women and girls?
11. What are opportunities for NGOs, government agencies, and international donors to enhance programming that supports governance and rule of law systems and structures that are responsive to the needs and priorities of women and girls?
12. What social norms affect women's ability to take on increased roles and responsibilities in governance structures at various levels (household, family, government, informal community

organizations, communities, commune government, ministries (civil service and elected), within NGOs, etc.,)?

13. Please share any other final thoughts or feedback.

1b. SURVEY GUIDE – Integrated Development Emergency Assistance (IDEA) Office: Resilience

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Madagascar 2020-2025 Country Development Cooperation Strategy.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Madagascar as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Madagascar activities.

Your participation in this interview is completely voluntary. You can choose not to respond to a particular question or stop completing the survey at any time. There are no right or wrong answers. Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 30-60 minutes.

QUESTIONS:

1. Please describe in general terms what is the focus and the scope of your organization/project. What is your role?
2. What is unique about how women and girls experience and deal with shocks in Madagascar? What are specific challenges that they face, which affect their resilience to these shocks?
3. How is this different for women of different ages, places of residence (urban vs rural), income, education, classes, ethnicities, abilities, sexual orientation, gender identity, etc.?
4. What is unique about how men and boys experience and deal with shocks in Madagascar? What are specific challenges that they face, which affect their resilience to these shocks?
5. How is this different for men of different ages, places of residence (urban vs rural), income, education, classes, ethnicities, disabilities, sexual orientation, gender identity, etc.?
6. What prevents women from participating in policy making, decision making, and community organizations focused on preparing for and mitigating the impact of community and household shocks in Madagascar?
7. How is this different for women of different ages, places of residence (urban vs rural), income, education, classes, ethnicities, abilities, sexual orientation, gender identity, etc.?

8. What are three areas of opportunities or solutions for women to enhance their resilience to shocks in Madagascar (by class, age, ability, rural/urban)?
9. What are the best opportunities to participate in or influence community organization and decision making related to disaster risk reduction at the community and household levels? How are these opportunities different for women and men?
10. For Bureau National de Gestion de Risque et des Catastrophes (BNGRC) and USAID implementing partners only: Along the project cycle, how is the gender aspect considered? Please provide details on gender analysis/assessments conducted, design, implementation, and monitoring and evaluation, including collection of data disaggregated by sex, age, social situation, etc.
11. For Bureau National de Gestion de Risque et des Catastrophes (BNGRC) and USAID implementing partners only: If gender has not been integrated throughout the project cycle, what are the challenges, and what do you see as the most effective solutions?
12. Please share any other final thoughts or feedback.

1b. SURVEY GUIDE – Integrated Development Emergency Assistance (IDEA) Office: Education

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Madagascar 2020-2025 Country Development Cooperation Strategy.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Madagascar as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Madagascar activities.

Your participation in this interview is completely voluntary. You can choose not to respond to a particular question or stop completing the survey at any time. There are no right or wrong answers. Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 30-60 minutes.

QUESTIONS:

1. Please describe in general terms what is the focus and the scope of your organization/project. What is your role?
2. What are three challenge areas for gender equality in education in Madagascar?
3. What challenges do students and teachers with disabilities face in the education system, and how does this differ for girls as opposed to boys?
4. What stereotypes affect women's ability to take on leadership positions at various levels within the education system, and to what extent do they face barriers to advancement within the system?

5. What changes need to be made within the content of the education curriculum to improve gender equality in Madagascar?
6. What changes need to be made to how teachers teach and manage the classroom to improve gender equality in Madagascar?
7. What changes need to be made to ensure the safety of all students, in particular to ensure that girls do not experience gender-based violence in the school environment or on the way to/from school?
8. What barriers, if any, are preventing these changes from being made?
9. What is the education system's current human resources capacity in the areas of gender and social inclusion? Please provide information for all levels (national and local Ministry level, CSOs, school level, etc.) as available.
10. What lessons learned and/or best practices have been documented related to gender equality and education in Madagascar?
11. What are three areas of opportunities for greater gender equality in education in Madagascar?
12. Please share any other final thoughts or feedback.

1b. Sustainable Environment, Education, and Development (SEED) SURVEY GUIDE – All Stakeholders

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Madagascar 2020-2025 Country Development Cooperation Strategy.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Madagascar as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Madagascar activities.

Your participation in this interview is completely voluntary. You can choose not to respond to a particular question or stop completing the survey at any time. There are no right or wrong answers. Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 30-60 minutes.

QUESTIONS:

1. Please describe in general terms what is the focus and the scope of your institution/organization. What is your role?
2. What are 2-3 key constraints that women/girls face when participating or receiving services in your sector (please specify your sector)?
3. What are 2-3 key constraints that men/boys face when participating or receiving services in your sector (please specify your sector)?

4. How does age, residence (urban versus rural), education level, sexual orientation and/or gender identity, disability, etc. affect this participation or access for women/girls face and men/boys? As possible, please provide concrete examples for those who face compounded vulnerability (e.g., rural women; rural men; LGBTI women and men; etc.)

5. What are 2-3 recent advances on gender equality in your sector? Please provide concrete examples as possible, including for those may face compounded vulnerability (e.g. rural women; LGBTI women and men; etc.).

6. How do gender and social norms and stereotypes in Madagascar impact the experience of women and men in relationship to your sector (e.g. stereotypes that negatively impact leadership roles for women, etc.)?

7. How does gender-based violence (GBV) manifest in your sector(s) and/or projects? How does your organization respond to address it?

8. What are the differences, if any, in the ways that women and men access productive inputs necessary for enterprise growth and entrepreneurship?

9. What are the three best practices and/or lessons learned from your work that have contributed to gender equality and/or the empowerment of women and girls related to your sector?

10. Which improvements in the agricultural sector helped the poorest women and men to gain better financial security through their employment in this sector? How have these improvements impacted male and female youth?

11. Which improvements in the environmentally sustainable sector helped the poorest women and men to enjoy better financial security through their employment in this sector? How have these improvements impacted male and female youth?

12. Does the private sector have a role/responsibility to promote gender equality and the empowerment of women and girls? If yes, how?

13. In what ways has USAID supported your work in relation to gender equality and the empowerment of women and girls? In your opinion, what kind of support in this regard would be most useful for USAID to provide in the future?

14. What are 2-3 opportunities—including potential partnerships—to ensuring equal access to services in your sector for women, men, boys, and girls and for vulnerable groups?

15. Please share any other final thoughts or feedback.

ANNEX E: LIST OF KEY INFORMANTS

LIST OF KEY INFORMANTS		
KEY STAKEHOLDER	NAME OF ORGANIZATION	POSITION
USAID STAFF		
Antal, Carrie	USAID/Madagascar	Director, IDEA
Dunlop, John	USAID/Madagascar	Mission Director
Norolalao, Odile Patricia	USAID/Madagascar	Maternal, Newborn, & Child Health Specialist
Rafanotsimiva, Serge	USAID/Madagascar	Acquisitions an Assistance Officer
Rajona, Hanitra	USAID/Madagascar	Deputy Executive Officer
Rajoelina, Leone	USAID/ Madagascar	Financial Analyst
Rasoanaivo, Eddy	USAID/Madagascar	Food Security Specialist
Razafimahatratra, Tiana	USAID/Madagascar	Senior Environment Specialist
Rideout, Jeanne	USAID/Madagascar	Director, HPN
Sector, Agathe	USAID/ Madagascar	Senior Environment Specialist
Stern, Mike	USAID/ Madagascar	Supervisory Program Officer
SEED		
Kofoky, Christian Félix	DRAEP Atsimo Atsinanana	
Lalaharimanitra, Holisoa	Pact/ HAY TAO	Gender and Youth Specialist
Manhes, Jean Benoit	UNICEF/ Country representative	
Rabearivelo, Hantalalao Zoelisoa	Ministry of Agriculture, Livestock and Fisheries (MAEP)	Gender Focal Point
Rabetaliana, Rova Harimboahangy	Ministry Of Population	
Raharijaona, Alain Liva	FAPBM	
Rajoelina, Sahondra	Conservation International (CI)	General Director
Rakotomalala, Vololoniaina Elysah	ADRA FIOVANA	
Ramaro, Gio	Regional Direction OF MAEP - ANDROY	
Randrenalijaona, Fanja	Tetra Tech/USAID Mikajy	Chief of Party
Randriantiana, Pierrot	DEFIS	

Rasoamanarivo, Rita	ADRA FIOVANA	Environmental Compliance Specialist
Ravelomanana, Lovakanto	BNCCC REDD+	
Ravelomandeha, Marie Paule	DRAEP Vatovavy Fitovinany	
IDEA		
Aliderson, Felana	UNICEF/MADAGASCAR	Education Specialist
Biteye, Mbaye	FHI 360	
Cichocka, Anna	UNDP	Governance Advisor
Désilets, Marie Claude	UNICEF	Chief of Nutrition
Morimoto, Minako	JICA	
Nirirna, Isabelle	FEWSNet	National Technical Manager
Rabetaliana, Rova	Ministry Of Population, Social Protection, and Women's Empowerment	
Raharijnatovo, Arisoa	World Food Programme	Emergency Program officer
Rakotoson, Rija	OCHA	
Randrianarisoa, Rija Haritiana	CARE	Specialiste - Resilience & Humanitaire
Raoniherijaona, Andriamiakatsilavo	MEN/DEB	
Rasolonjatovo, Jean Victor	National and Independent Committee for Election	
Razafindrakoto, Vio	PSP DRM / President PSP DRM	Project Officer
Razafintsalama, Noelle	Ministry of Interior And Decentralization	Director of Programs and Monitoring & Evaluation
Tokely, Justin	INDDL	General Director
Anonymous respondent to IDEA governance survey	Unknown	
HPN		
Albertini, Rossella	UNICEF/Madagascar	Gender Specialist
Andriamasy, Eugène	MARIE STOPES Madagascar	
Andrianaivo, Norohaingo	HP+	
Freeman, Luke	Catholic Relief Services	SBC Lead
Legonou, Blandine	World Food Programme	
Nantenaina, Sariaka	Capacity Building For Communities	CEO

Njatonirina Hanitra	CARE - USAID RANOWASH	Gender Specialist
Rabary, Malanto	PSI/ IMPACT	Gender Specialist
Rabetaliana, Rova Harimboahangy	Ministry of Population, Social Protection and Women's Empowerment	Directeur General de la Promotion de la Femme
Rahariniaina, Verohanitra	JSI / MAHEFA MIARAKA / Gender Specialist	
Rakotoseheno, Noro Haingo	Ministry of Youth and Sports	Directeur de la Santé de la Reproduction et Protection de la Jeunesse (DSRPJ)
Ramananjohany, Veroniaina	Catholic Relief Service	Gender and Youth Advisor
Ramanitrivonony, Sarindra	USAID SHOPS PLUS	
Ranaivoniarivo, Leja	World Food Programme	
Rasoazananoro, Tahina	MSH/ACCESS	Gender Technical Advisor
Tidahy, Sylvie	Ministry of Public Health	Directeur Santé Familiale (DSFA)
Tsibara, Manova	ONN	
Zafy, Martin	ADRA/Madagascar	Gender, Youth and Social Dynamics Lead
Anonymous respondent to HPN survey	Unknown	

ENDNOTES

[1] "Early warning" indicators are key indicators may provide insight into those students are most at-risk of dropping out. Examples include grades, attendance, and disciplinary action and/or classroom behavior-related indicators.

[2] Time poverty refers to a women's lack of time to participate in activities outside the home because of a heavy and disproportionate burden of household responsibilities. See further information in ADS 205 Gender, Roles, Responsibilities, and Time Use sub-section and IR 1.3, 2.3, and 3.3.

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