

Pathway to equality: empowering women in rural Madagascar

A toolkit for an inclusive Territorial Planning Scheme

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From island to Island, the incredible journey.

The idea for this project was born in my thoughts as I was working with local communities in rural Madagascar. Today, as I am sitting at Háskoli Íslands (e: University of Iceland) to observe the magnificent Askja mountain, I am finalising the proposal for its concretisation. The past five months of learning with the Gender Equality Studies and Training programme have been, so far, the best experience of my life. So, first of all, I would like to thank the GEST team for believing in me. Dr. Irma Erlingsdóttir, Dr. Ghiti Chandra, Dr. Thomas Brorsen Smidt, Anna Guðrún Aradóttir, Védís Ólafsdóttir, Guðrún Eysteinsdóttir, I am carrying out the seed you planted in me as I am heading back to Madagascar.

My deepest gratitude to all the inspiring teachers who shared their knowledge during those weeks. It is true that my mental health has changed as much as the Icelandic weather did. Sometimes, I experience the icy Gulf Stream wind hitting my face, much like discovering five TQQs to complete for the week; at other times, I watch the snowfall during the night, similar to observing the readings landing on Ugla. In the end, it was more of fear than anything else, and the sun came out sooner than I thought, and the programme ended more quickly than I thought. I really miss Iceland already.

Dr. Anna Karlsdóttir, I am profoundly grateful for our connection. You have encouraged and supported me in crafting this proposal. Our discussions have taught me beyond the framework of this project. Our discussions have taught me that regardless of the spatial differences we have occupied during our lives, a Geography connection knows no boundaries.

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My thoughts are full of gratitude to my family and my closest friends, Mum, Liana, Solofo, Manel, and Landy, who keep me sane, inspired, and, most importantly, loved throughout the ups and downs of this period of distancing.

The sunshine of these five months has taken shape in Tawonga, Nina and Dina. Girls, you have enlightened the darkest days and made each other shine brighter. I leave the country bittersweet, really sad to say goodbye, but filled with joy that I have found homes in Malawi, Bosnia and Palestine.

Finally, I dedicate this work in loving memory of my father, Faliherizo Rakotondramboa, my grandmother Lalao Harisoa Suzanne, my aunt Patricia Ramboaniana and my uncle Zo Rakotoseheno, whose prayers still bless me every day.

EXECUTIVE SUMMARY

Madagascar's Decentralization policy aims to empower municipalities through self-developed Territorial Planning Schemes (TPS). While the goal is for Municipalities to work independently in this duty, the reality is that less than 10% achieve this due to the gap between theories and practical implementation, often coming from a lack of technical and financial means. The existing TPS guide provides a roadmap already, but it falls short in addressing the crucial need to integrate women and vulnerable groups into the planning process. This project directly tackles this gap by aiming to create a comprehensive guide that seamlessly integrates gender considerations throughout the entire TPS development process. Beyond simply including women in the planning, this guide will ensure their voices meaningfully shape the future of their communities.

The project proposal will look into the most adequate approaches to collect information and data that highlight gender inequality. Consider surveys that provide a clear picture of the challenges that women, girls and other marginalized groups face, or collecting data methods that capture the individual experiences. The project will look into alternative approaches to focus groups and participatory mapping activities to make sure that women's voices are heard. Is it necessary to use alternate meeting formats? How can municipalities effectively involve those who are presently marginalized in decision-making? The project will provide the tool needed for Geosystems to promote gender equality and raise awareness in local communities during the TPS process.

The final product is a guide that will be incorporated into Geosystems work methodology when elaborating Territorial Planning Scheme, enhancing the organization's ability to contribute to achieving Sustainable Development Goals. I plan to create a toolkit that is compatible with the Ministry of Territorial Planning's official methodology and aligns with international organizations partnering with Geosystems to promote inclusion. This toolkit will have a positive impact on rural areas in Madagascar. I will work on this project when I return, and it will serve as a reference point for all TPS elaborated by Geosystems. Through this toolkit, we aim to provide a more inclusive and successful technique for contributing to a better future for Madagascar's rural communities.

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List Of Abbreviations

Acronyms	Translation in English	Original in French if applicable
CCAT	Municipal Committee for Territorial Planning	Comité Communal d'Aménagement du Territoire
CRAT	Regional Committee for Territorial Planning	Comité Régional d'Aménagement du Territoire
GBV	Gender-Based Violence	
LOAT	Territorial Planning Orientation Law	Loi d'Orientation d'Aménagement du Territoire
LUH	Urbanism and Housing Law	Loi de l'Urbanisme et de l'Habitat
PUDi	Detailed Urban Planning Scheme	Plan d'Urbanisme de Détail
RGPH	General Census of the population	Recensement Général de la Population
SAIC	Territorial Planning Scheme inter-municipality	Schéma d'Aménagement Intercommunal
SDG	Sustainable Development Goal	
SLC	Local Structure for Territorial Planning	Structure Locale d'Aménagement du Territoire
SNAT	National Scheme of Territorial Planning	Schéma National d'Aménagement du Territoire
SRAT	Regional Scheme of Territorial Planning	Schéma Régional d'Aménagement du Territoire
TPS	Territorial Planning Scheme	Schéma d'Aménagement Communal (SAC)
UN	The United Nations	
UNESCO	United Nations Educational, Scientific and Cultural Organization	
WASH	WATER, Sanitation and Hygiene	

1. INTRODUCTION

1.1. Overview of the Malagasy context

1.1.1. An illusion of emptiness across the vast land

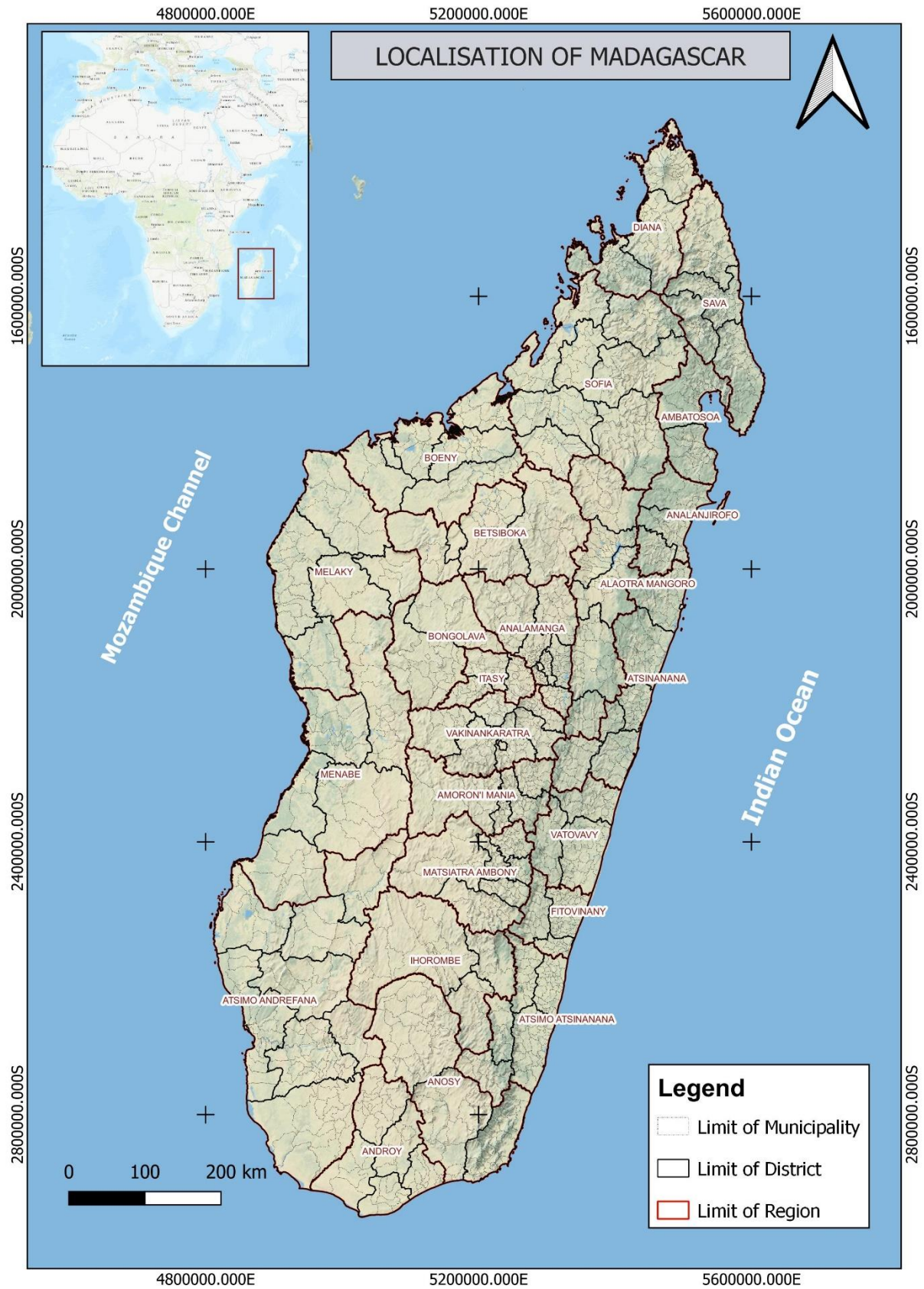
Madagascar, a vast territory of 587.040 km², predominantly consists of 581.540 km² of land and boasts a coastal line of 4,828 km. Located in south-eastern Africa, Madagascar stands apart, separated from Africa by a distance of 400 km, reinforcing its geographical island features, being land areas surrounded by the sea which are distinct and exceptional spaces in the world's geography (King , 2009, p. 53). When looking at the map of the world, visually, Madagascar seems to be separated from everything. “To the west, the island is surrounded by the waters of the Mozambique Channel and to the East – the Indian Ocean, the two bodies of water creating a natural barrier isolating Madagascar from the continents. In geographical terms the object is heavily isolated” (Jedrisuk).

According to the official numbers collected in May-June 2018¹, Madagascar's population is 25 680 342 with 12 666 952 men and 13 013 390 women. The majority of this population, particularly the 20 676 428 (80.5%), lives in rural areas, as opposed to the 5 003 914 (19.5%) in metropolitan areas, including 2,5826,111 (10.1%) in primary urban hubs and 2,421,303 (9.4%) in secondary urban centres. Women outnumber men in both rural and urban areas, with 10 415 721 women over 10 260 707 men and 2 597 669 women versus 2 406 245 men respectively. The most recent number is brought by the World Bank which estimates 30.3 million inhabitants in 2023². Despite this growth, the population of Madagascar is spatially unevenly distributed across the territory as 52% is concentrated in the Highland Centres and 24% among a few coastal areas, leaving the rest of the territory with the impression to be empty such as we see in Figure 2.

¹ Source : RGPH3, INSTAT 2019

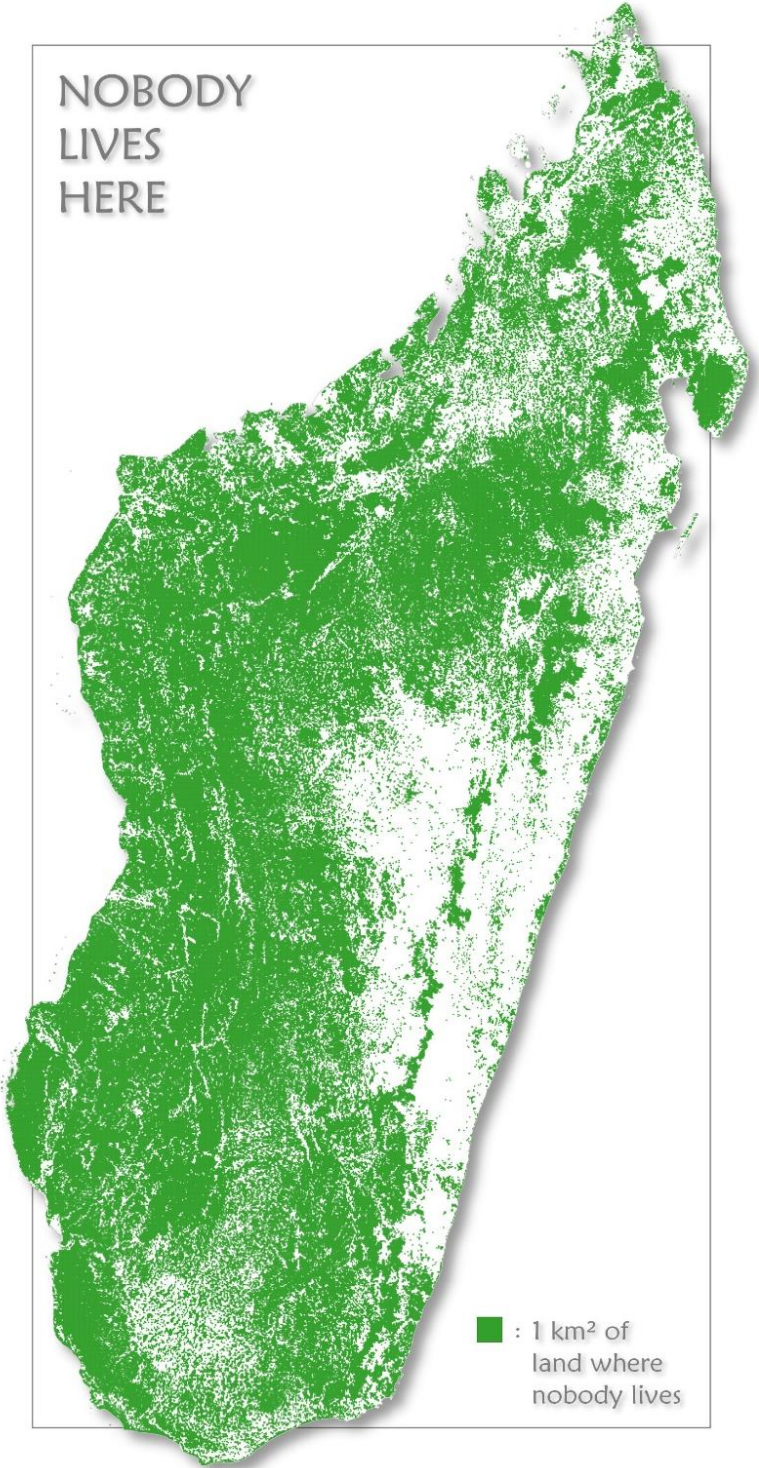
² Source : World Bank, datacatalog.worldbank.org, 2022

Figure 1 - Map of Madagascar location



Author : Conception of Geosystems et Développement

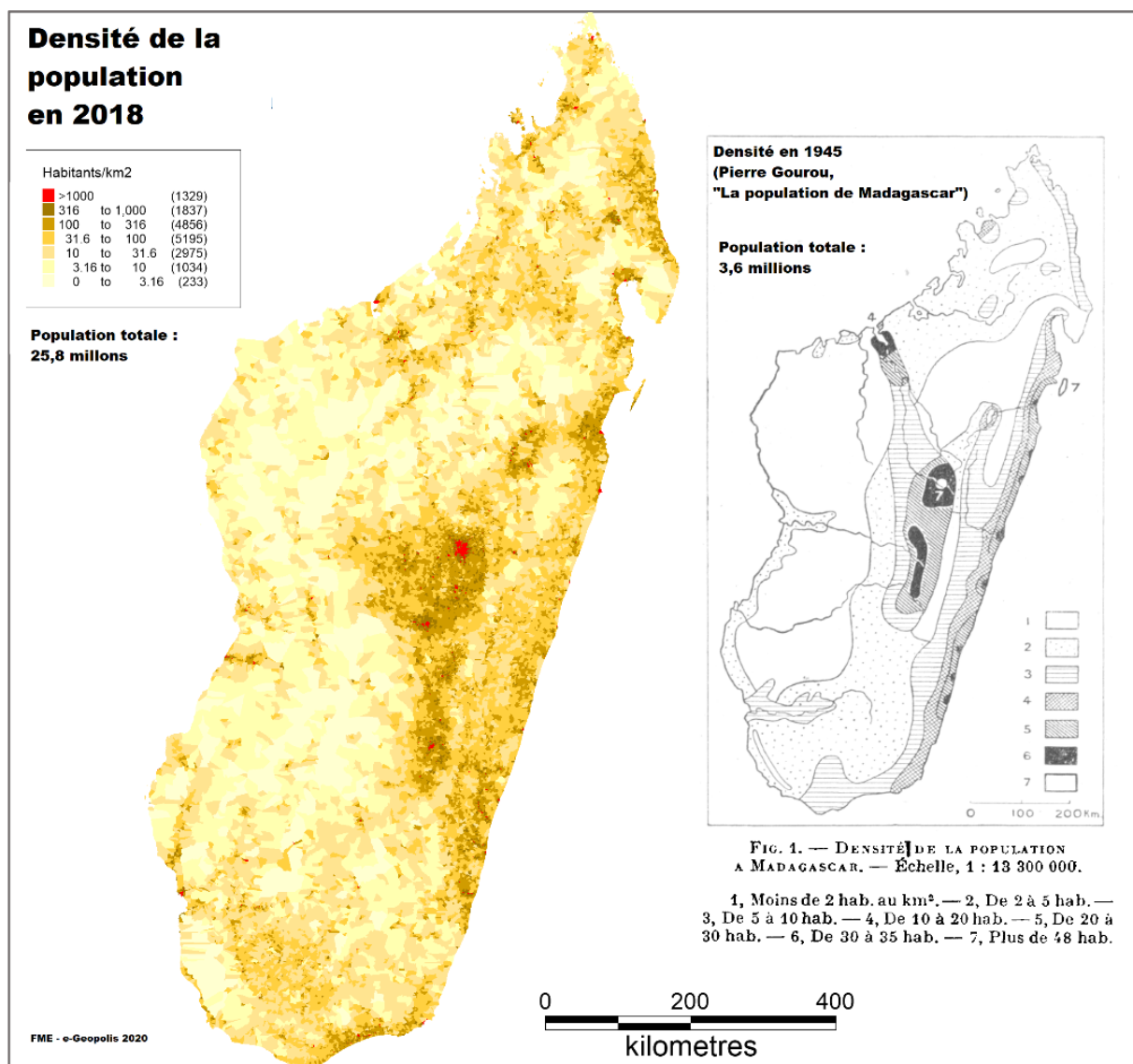
Figure 2 - Map showing sparsely human occupation in Madagascar



Author: Dolly Andriantsiferana

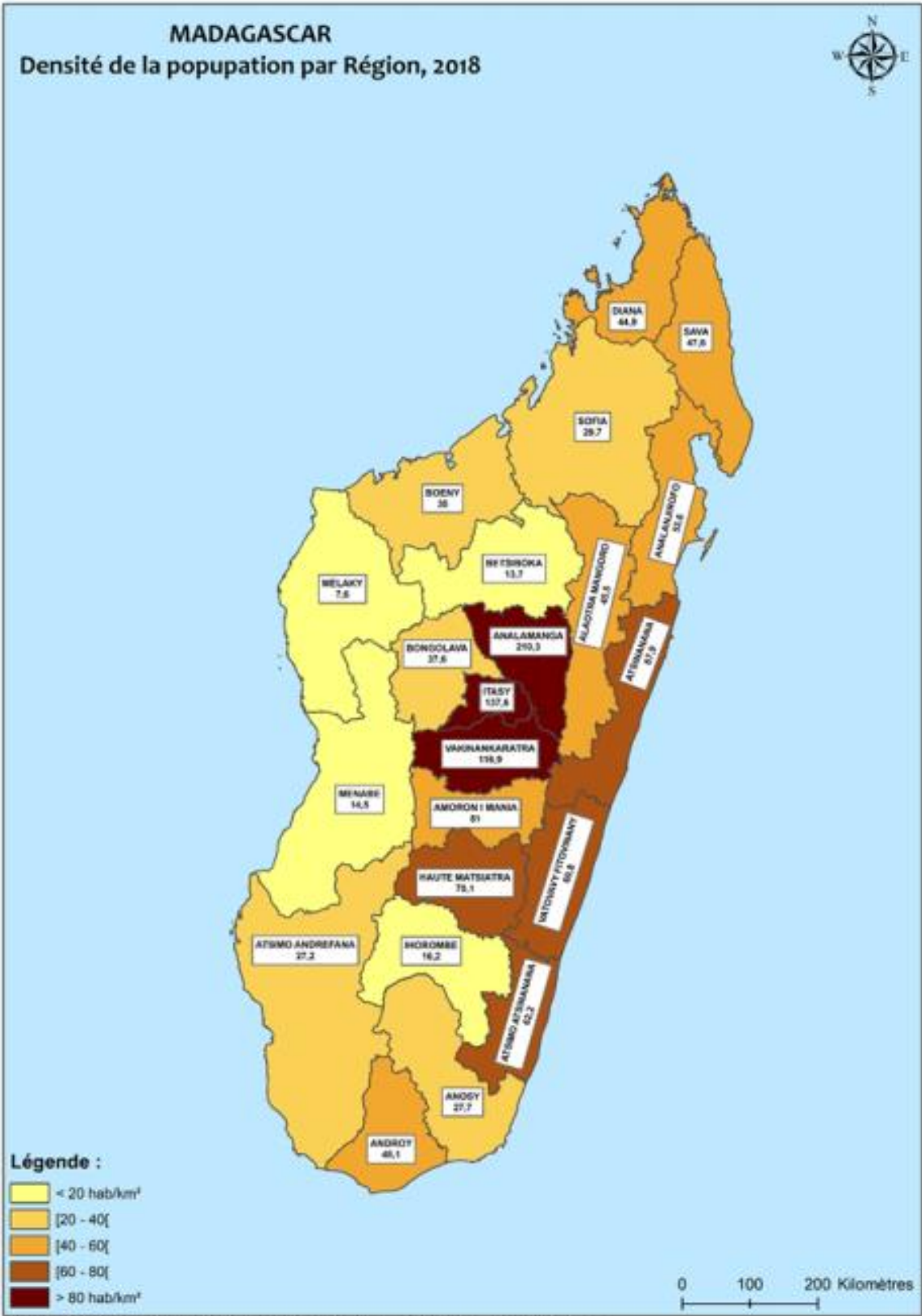
According to an important study about rural densification and spatial structures in Madagascar which focus on the history of settlement, the repartition of the population is uneven: Madagascar's central highlands are densely populated, mainly by people of Asian, Malayo-Polynesian origin, while the coastline is unevenly populated, with dense Arab settlements on the east coast and Indonesian and African settlements on the west coast. There are intermediate areas that are either empty or sparsely populated (Rakotonarivo, Martignac, Gastineau , & Ramialison, 2010). I appreciate the book's recognition of the transformative role that rural densification plays in contributing to development goals. The first maps of the repartition of the population in Madagascar was published by two French geographers, Emmanuel de Martonne (1873-1955) and Pierre Gourou (1900-1999). It is the first time in 2018 since, that Madagascar was able to represent an update map taking into account the grid of 17 953 Fokontany (smallest administrative divisions). The cartography *Figure 3 - Comparison maps of the distribution of the population (hab/km²) in 1945 and in 2018* showed stability considering the imbalance in the repartition (Moriconi-Ebrard, 2020). While the previous narrative was telling the painting of Madagascar as empty, it is important to keep in mind that the population is unevenly distributed. The last official census then confirms the average density is 43,3 inhabitant/km² but that number is almost irrelevant because of the imbalance in the distribution : Analamanga, the Region of the capital, has 210 hab/km² and the lowest is located in the mid west, in the Melaky Region with 7.6 hab/km².

Figure 3 - Comparison maps of the distribution of the population (hab/km²) in 1945 and in 2018



Source : Instat 2018 and Data base Geopolis/Africapolis.

Figure 4 - Map of the population density per Region, 2018



Source : RGPH 2018

1.1.2. The struggles of the society

With its estimated 30 million inhabitants, the Malagasy society persistently face the struggles of a high poverty rate (80.7% in 2023, \$2.15 per person per day)³. A recent socio-economical report of the World Bank has depicted Madagascar as “Navigating Two Decades of High Poverty and Charting a course for change”. Madagascar is one of the few countries that endured a long-term drop in real GDP per capita without civil conflicts (Razafindrakoto, Roubaud, & Wachsberger, 2020). First, an important factor leading to poverty in the Malagasy economy is the slow rate of structural transformation as it still mainly depends on agriculture in a degrading environment. Indeed, 82.3% of the households in Madagascar are farming households, out of which 88.3% are living in rural areas⁴, which are the main focus for this project proposal. 77.9% of the households are working in the agriculture sector, while 71.3% are working in farming and only 18.1% are in the fishery sector⁵ despite the 5 500 km of water area⁶. This population constitute the majority of the labor force as the activity remains dependent on subsistence which limits its influence on GDP growth and prevents the transition of the workforce towards more productive sectors like industry and services. Thus, the economy encounters challenges in diversification and in creating an adequate number of employment opportunities beyond the realm of agriculture, perpetuating the cycle of poverty (The World Bank, 2024).

Additionally, environmental degradation is a challenge for the economy. The rural populations rely heavily on natural resources such as forests for cooking purposes or construction materials, rivers for water supply, land for agriculture, and all other essential needs, putting nature and all livelihoods at risk of disappearance. With 90% of endemism, Madagascar's biodiversity is recognized as unique and rich but extremely fragile. One of the most alarming predictions is the loss of all forests within the next 25 years if deforestation continues (Vieilleden, 2022). When working with local communities on the ground, the effects of deforestation is seen to reinforce the status of poverty in rural areas. For instance, dryness

³ Source : The World Bank:

<https://worldbank.org/en/country/madagascar/overview#:~:text=The%20country%20is%20endowed%20with,%242.15%20per%20person%20per%20day>

⁴ Source : RGPH, INSTAT 2018

⁵ Source : RGPH, INSTAT 2018

⁶ Source: Fishery country profile, Food and Agriculture Organization of the United Nations, 2008

or flood, loss of soil fertility, and absence of clean water aggravate the conditions in which people live.

Furthermore, an overview of the education sector also gives an alarming signal of the struggles faced by the Malagasy society. One of the main challenges is the retention of children in schools despite having a good rate of 95% of primary schooling. The numbers prove that there are more girls completing primary and secondary school. However, access to schooling remains very limited: only 36.6 % of girls and 34.3 % of boys between the ages of 12 and 15 manage to complete their lower secondary education. As Ellen Johnson Sirleaf⁷ stated, "Education is the most powerful tool for empowerment and transformation." Nonetheless, even though education is supposed to be free in Madagascar, in reality, there are still significant costs. Families, especially in rural areas, struggle with all the expenses of buying school supplies or even food for the children during school days. Furthermore, the distance to walk from home is one of the challenges local communities mention when carrying out territorial diagnostics on the ground.

When considering the development of Madagascar, it is also imperative to consider the significant impact that road connectivity holds. As previously exposed, the extensive size of the territory, stretching across 23 'regions'⁸, presents a distinctive obstacle in the establishment of efficient transportation systems. The central issue at hand is the inadequate nature of road linkages. Internally, Madagascar relies only on connectivity routes across the country despite the vast size of the country. But the long distances and the bad road conditions worsen the access of rural areas where an estimated 17 000 000 people do not have access to roads (CPCS, Evolutis, 2023). This lack of inter-provincial connections blocks economic advancement and worsens social inequalities by constraining the accessibility to necessary resources and opportunities. Moreover, only 11% of the rural population is estimated to live within 2 km of an all-season road in good condition (The World Bank, 2024), reinforcing the urgent and vital need to find ways to secure connectivity to those areas.

1.1.3. The historical context of human settlement in Madagascar

It is useful to note that this project proposal's main concern is planning and therefore, should not cover the entire scope of historical settlement analysis. However, it is worthwhile

⁷ Ellen Johnson Sirleaf : former President of Liberia and Nobel Peace Prize laureate

⁸ The second of the five administrative divisions of the territory in Madagascar

to mention human settlement to understand the “uniqueness” of Malagasy people’s origins and understand the diversity in appearance but the homogeneity of the communication language. Madagascar’s history of settlement is the exclusive result of migration waves (Ramiandrasoa, 1975). From my geographer's eye, understanding the overview of the Malagasy historical context cannot be done without mentioning the origin of the Malagasy population on the island. Settlement in Madagascar is the result of a fusion of human groups from Asia, mainly Indonesia and Polynesia, Africa, mainly from South Eastern Africa, and Arabs, among other minor origins. Before the European presence, very long-distance migrations took place involving populations that had been separated since one of the major expansions of modern man out of Africa over sixty thousand years ago creating a unique melting pot in Madagascar. The cultural exchanges and interactions between these different groups have shaped the cultural diversity of the Malagasy population, making it a fascinating case study in the history of Madagascar’s human settlement. (Razafindrazaka, 2019).

Therefore, the population in Madagascar comes from a mix of diverse origins, creating a range of different cultural practices and beliefs across the island depending on the major influence. Along with this diversity, homogeneity remains across the nation with the existence of one national language allowing Malagasy people to communicate regardless of origin. Within the framework of this project, it is essential to acknowledge and consider the existence of different cultural practices across the territory depending on the primary influence of origin. This makes it very complex but also crucial to address the differences in perception and understanding of social justice if we want a positive impact.

1.1.4. Monarchy, Colonization, and the Republics: important eras for planning

Madagascar had several kingdoms and chiefdoms from 1500 to 1895, out of which the one in Central America between 1828 and 1895 was led by women, making it unique in the Indian Ocean region. However, the first Queen, Ranaivalona I (1828-1861), has always been painted by most literature as tyrannic or atrocious due to the methods she used to protect the Madagascar over the colonial power influences. This does not recognise the power dynamics at play and erases her leadership as a woman. After the succession of other queens and kings, the colonial period takes over in 1895 until 1947. Since 1960, Madagascar has been a succession of Republics. These periods have shaped the country’s territory regarding planning and infrastructures with important work taking place in strategic areas. In

Antananarivo⁹ for instance, major planning works started in 1575 until 1810 to construct the dike in the swampy plain of Betsimitatatra to protect the town during the monarchy. By the end of the nineteenth century, the French colony started settling and contributed to the development of the ongoing hydraulic system by constructing new reservoirs, channels, and canals (Hildebert, *Les Plaines de Tananarive* [The plains of Tananarive], 1955). The Betsimitatatra plains are currently part of one of the PRODUIR¹⁰, Madagascar's largest urban development projects, designed to protect the capital from the risk of flooding.

The History of big infrastructure continues with the colonial period as it was first mainly built to serve the interest of the colonial power to install hospitals, train rails, and stations in the six main towns of Madagascar and in the secondary towns where the Agricole exploitation where located. Indeed, depending on the geography, Madagascar was divided in six main areas where the French authority proceeded to the exploitation of natural resources through the installation of colonial concessions (Hildebert, *La colonisation agricole à Madagascar* [The agricultural colonisation in Madagascar], 1951):

- “The centrals plateau” where territory for rice growing where the French colonial authority installed mills, cocoa and meat factories,
- “The oriental coast” was mainly exploited for sugar cane, coffee, cloves, etc.,
- “The North” was planned for oil and soap manufactures,
- “The North-West” was one of the most important agriculture colony area as it was exploiting precious spices such as ylang-ylang, vanilla, pepper, etc.,
- “The plains of the west” where exploited for rice, sisal, tobacco
- “The South” was for sisal and tobacco where colonizers installed 8 650 ha of concessions

Moreover, in terms of infrastructures, economic exploitation aspirations significantly influenced the development of transportation in the colonized regions, as evidenced by the establishment of the first railway lines in Madagascar, which connected Brickaville, a town in the Eastern forest to Tananarive from 1901 to 1909 (Taraud, pp. 75-76). The issue of infrastructure development in colonial spaces—beyond serving primarily the ruler’s interest—

⁹ The actual capital of Madadagascar

¹⁰ *Projet de Développement Urbain Intégré et de Résilience du Grand Antananarivo* [Integrated Urban Development and Resilience Project for Greater Antananarivo] : <https://projects.worldbank.org/en/projects-operations/project-detail/P159756>

cannot be limited to merely counting roads, railways, and ports,... It must take into account the impact, on colonized societies, of the methods of their construction and use (reserved spaces based on criteria of colour, religion, and/or wealth). Thus, to give just one illuminating example of this disjunction between technological and economic modernization and social progress (Taraud), the only railways we have today are the ones inherited from colonisation, built in between 1901 and 1936. In post-colonial context such as in Madagascar, the railways where were seen as a step forward, accomplished thanks to the ruler (Garan, 2006). Madagascar is currently elaborating its National Strategy of multimodal transport. This project joins Jide Ehizele to reflect on the potential of railways to be a solution for rural development¹¹ for all the municipalities they pass through.

The history of planning and infrastructure in Madagascar has to be considered within this post-colonial context, where reminisces of colonialism are present. It is relevant to point out to this period within the framework of territorial planning because in the field of development we can easily reproduce colonial power structure and dynamics which impose a certain preconceived idea of amelioration and neglect local needs. Not being aware of this context could end up in a "Missed Modernization¹²" initiative which does not attain its objectives. Therefore, to give an overview of the chronology of planning in this context, the first document to mention is the "Rotival Plan", first planning document elaborated in 1953 during colonization, seven years before the Independence of Madagascar in 1960. The document sets the objective to promote the island (Patry, 1954) and reinforces the settled colonialism of the French Authority as they divided the country into six, installing the strategic main towns. Those six provinces remain one of the three decentralized authorities¹³ according to the law up. Drawing from that plan comes the "Decree No. 63-192 of March 27, 1963¹⁴", establishing the Urban Planning and Housing Code". Inspired by the French system that had made it mandatory for all towns in France to have their Planning document, this new decree implemented the idea of planning through territorial plans based primarily on zoning.

¹¹ Source : <https://www.linkedin.com/pulse/can-rural-railways-solution-development-jide-ehizele>

¹² Jean Frémigacci in « Les chemins de fer de Madagascar (1901-1936) : une modernisation manquée ». (Afrique & Histoire, 2006/2, n°6)

¹³ According to the Article 143 of the Constitution defining the three Decentralized authorities in Madagascar: Provinces, Regions, and Municipalities

¹⁴ This number indicates the classification order within with the law or decree was out with the year it was validated

1.2. Overview of the project topic

Considering the previous introduction on the general context of Madagascar, this project is about creating a toolkit to guide the design of an inclusive territorial plan and to streamline the territorial planning process for rural municipalities in Madagascar. It aims to bring innovation and improvement to territorial planning in rural Madagascar. Madagascar is mostly rural, 96% of municipalities are categorized as rural, and only 4% are urban. When it comes to knowledge, the literature and focus on territorial planning often prioritize urban areas, causing specific issues related to rural spaces and populations to be overlooked, particularly in the context of countries from the "Global South" like Madagascar. This imbalance can lead to a lack of attention to the unique challenges and opportunities present in rural areas, as Menealos recognizes that planning scholarship has its own knowledge politics – it is very much a Global North and Western project – although we tried to include as much spatial heterogeneity as possible (...). What was the motivation for writing an international book on rural planning? (Gkartzios, 2022, pp. vi-vii).

1.2.1. Understanding territorial planning

In geography, territory refers to a defined area of land or water over which a government, organization, or individual has jurisdiction, control, or ownership. Territories can range from local administrative units like municipalities to larger geopolitical regions like states or countries. They are often delineated by physical, political, or cultural boundaries (Knox, 2016). Territory sizes can vary in scale, from small administrative units like municipalities, to expansive entities like districts, regions, states or countries. Moreover, the existence of territories implies the existence of administrative boundaries which can be materialized by natural elements such as body water or mountain contour, but is can also be decided in between inhabitants with authorities. Therefore, territorial planning, also known as spatial planning or land use planning, is the process of analyzing, designing, and regulating the use and development of land and resources within a defined territory to achieve specific social, economic, and environmental goals. It involves the formulation of policies, strategies, and guidelines to guide the spatial organization of activities such as housing, transportation, industry, agriculture, and conservation in a manner that promotes sustainable development, equitable distribution of resources, and quality of life for inhabitants (Allmendinger, 2017).

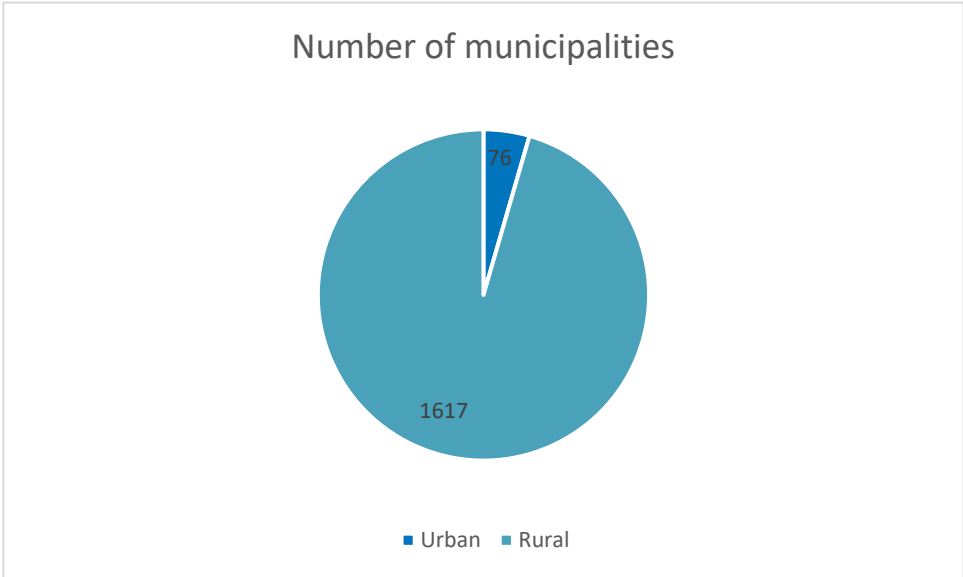
Accordingly, by promoting sustainable urban and rural communities, territorial planning is a key tool for authorities to contribute to Sustainable Development goals: it

advances Goal 11 and Goal 13 on climate action by carrying out mitigation and adaptation plans, moreover, it also helps achieve Goal 9 (facilitating the development of sustainable infrastructure), Goal 6 (ensuring access to clean water and sanitation), Goal 7 (promoting affordable and clean energy), and Goal 15 (supporting the protection of species and ecosystems). Territorial planning then offers a framework for combining social, economic, and environmental factors. Inclusive territorial planning is an approach to territorial planning that aims to ensure the active participation and equitable representation of all segments of society, including marginalized groups such as women, minorities, and people with disabilities, in the decision-making processes related to land use, resource allocation, and development initiatives. It seeks to address gender disparities, social inequalities, and exclusionary practices by integrating gender perspectives, promoting women's empowerment, and fostering social cohesion and diversity within territorial development strategies and policies (UN-Habitat U. P., 2015). Inclusive territorial planning can and should also reflect Human Rights principles if done effectively, throughout the elaboration of all the different tools. By incorporating a gender-sensitive lens in the process, it aligns with the Right to Participation as well as the Right to non-discrimination.

1.2.2. The importance of focusing on rural areas for territorial planning in Madagascar

As I was building on this project proposal, I witnessed the limited existing research and literature about the rural planning concepts I relate to in Madagascar. For me, it emphasizes the need to produce more in the area of study. When carrying out the literature review, most research and scholarship were focused on urban planning so it was even more challenging to define the field in between Territorial planning, land planning, spatial planning or urban planning and design, reinforcing the need to produce knowledge on rural areas, especially in Madagascar where the main available literature about planning is from the French literature and authors. Moreover, there are more rural municipalities than urban ones. The categorization of municipalities in Madagascar to be urban or rural is based on the number of populations. According to the Decentralization Law classifying the municipalities, all municipalities with a population inferior to 20,000 inhabitants are classified as rural (articles 5 and 7); the second criterion is a blurry definition stated as opposed to “urban agglomeration” and any municipality that is autonomously sufficient to provide services to its population. But overall, rural municipalities.

Figure 5 - Numbers and category of municipalities



Source: Decree 2015-592 of April 1st 2015 classifying municipalities as urban or rural municipalities

About 80% of Madagascar’s population is rural, out of which 77.1% has an education level up to primary school or lower. Only 72.7 % of the population above 11 years old can read and write in rural areas compared to 93,1% in urban areas. Those are the results from the last official census of the population in 2018¹⁵, out of which disaggregated data about those specific criteria are inexistent. Also, the rural areas are where we agriculture is practiced but farmers are trapped in poverty. The Weight of agriculture in Madagascar's economy is high in percentage but low in production; nonetheless, 82% of all households live from agriculture, mainly concentrated in the highland centres (Analamanga Region). According to the latest report of the Work Bank on Urbanization, migration is ongoing, pushing people from rural to urban areas due to a decline in agricultural output and increasing climate-induced disasters and shocks affecting rural areas (The World Bank, 2024). The report argues for the need to advocate for investments in urban areas. However, I see a contradiction in that argument as I believe the focus omits investing in rural areas, where that investment is sorely needed to help people sustain their lives within their space and not be forced to migrate.

Madagascar's landscape and its predominantly agricultural economy make it predominantly rural. While acknowledging this "rurality" of landscape for many of the Urban Municipalities, for analytical purposes and to align with the project's goal of strengthening

¹⁵ RGPH-3 : Recensement Général de la population by the National Institut of Statistics (INSTAT)

planning processes within rural areas, we will focus on the official administrative category of "Rural Municipalities"¹⁶.

1.2.3. A contribution to highlight the importance of gender equality

The first challenge I have witnessed towards gender equality in Madagascar is the difference in interpretations of the concept. Gender equality is sometimes misinterpreted as advocating for "marriage for all", which is seen as a problem because it is not in line with the conservative views of the dominant religions practised by the Malagasy society. The data about the demographics of religions varies, but the majority is Christian (more than 60%), mainly concentrated in the highland centres; the Muslim community is estimated to be between 3% and 25% of the population is predominating present in the coastal areas of the north-west and the south-east. Less than 10% do not adhere to any religion, and less than 5% are have traditional beliefs.¹⁷ Despite the disparity of religions, the dominant ones share in common the values of patriarchy, for instance the man being the head of the household, therefore placing the women in a position of 'the partner', some kind of secondary place in all areas of life and decision-making. Indeed, an old Malagasy saying defines women as "weak furniture"¹⁸, highlighting the consideration given to women. Though most of the time it is taken to take the position against gender, there is awareness of the concept of gender in urban areas. This is seen, for example, on social media platforms where people react and argue regarding the subject. In rural areas, gender equality is not as well-known, making the efforts to advance equality and to be needing a more specific approach.

Adding to that, building upon experience on the ground working for development project, gender equality can be interpreted as reaching an equal number of women and men attending workshops or as advocacy to women wanting to transform to men. However, gender equality does not necessarily include treating men and women or girls and boys equally or having an equal number of each in all activities. It refers to a society where men and women can have equally fulfilling lives and equality of opportunity. The goal of gender equality acknowledges that men and women frequently have distinct goals and requirements, as well as different limits and aspirations. Above all, the lack of gender equality has

¹⁶ Official category in Malagasy : Kaominina Ambanivohitra ; in French : Commune Rurale

¹⁷Source: <https://mg.usembassy.gov/fr/rapport-2022-sur-la-liberte-religieuse/>

¹⁸ In Malagasy : [fanaka malemy]

consequences for development and costs both men and women and represents a massive waste of human potential (Momsen, *Gender and Development*, Routledge, 2009).

Through the promotion of a more inclusive perspective of gender, the process of elaboration and implementation of this project seeks to disrupt the traditional narrative attributing the gender roles to men and women in the Malagasy society. Indeed, men are expected to be the only breadwinners, and the law relating to marriage¹⁹ confirms it, stating in Article 54: “The husband is the head of the family.” [Original : *Le mari est le Chef de famille.*] Only with the presence of a male head of the family the family carnet can be obtained, and yet, 1/3 of the households in the capital, for example, are headed by women (Urfer, 2012). When working on the ground with the local communities, the major presence of men in places of decision-making, such as the workshops organized for the territorial planning scheme elaboration, follows the logic of men being the ones who decide. The idea of gender is misunderstood, but the effect of gender inequality is strongly present in society. If the idea of gender is misunderstood or not accepted, therefore society does not justify the need to talk about gender inequality. Gender inequality is being suffocated and Gender mainstreaming is slowly making its way.

1.2.4. The toolkit as a solution

1.2.4.1. Main objective of the toolkit

The main objective of this project is to elaborate a toolkit which contains clear guidelines for gender mainstreaming in the methodology of TPS elaboration. The toolkit will seek to fill the gaps on inclusivity and gender equality in the official methodology. By offering precise and clear guidelines for the practitioners as well as for the municipalities elaborating on the TPS on how to integrate the gender dimension at every step of the TPS elaboration. It should give insights on means of monitoring and evaluation within the capacity of the tool. It specifically aims to address gender issues, particularly the limited participation of women and other marginalised groups in the decision-making process. I believe that every gender-sensitive policy is going to disrupt patriarchal ‘cultural beliefs’ and this toolkit aims to to mainstream gender and contribute to equality. Drawing on fieldwork experience, this project aims to develop effective approaches to confronting deeply rooted cultural norms in patriarchy and giving room to women and marginalised groups.

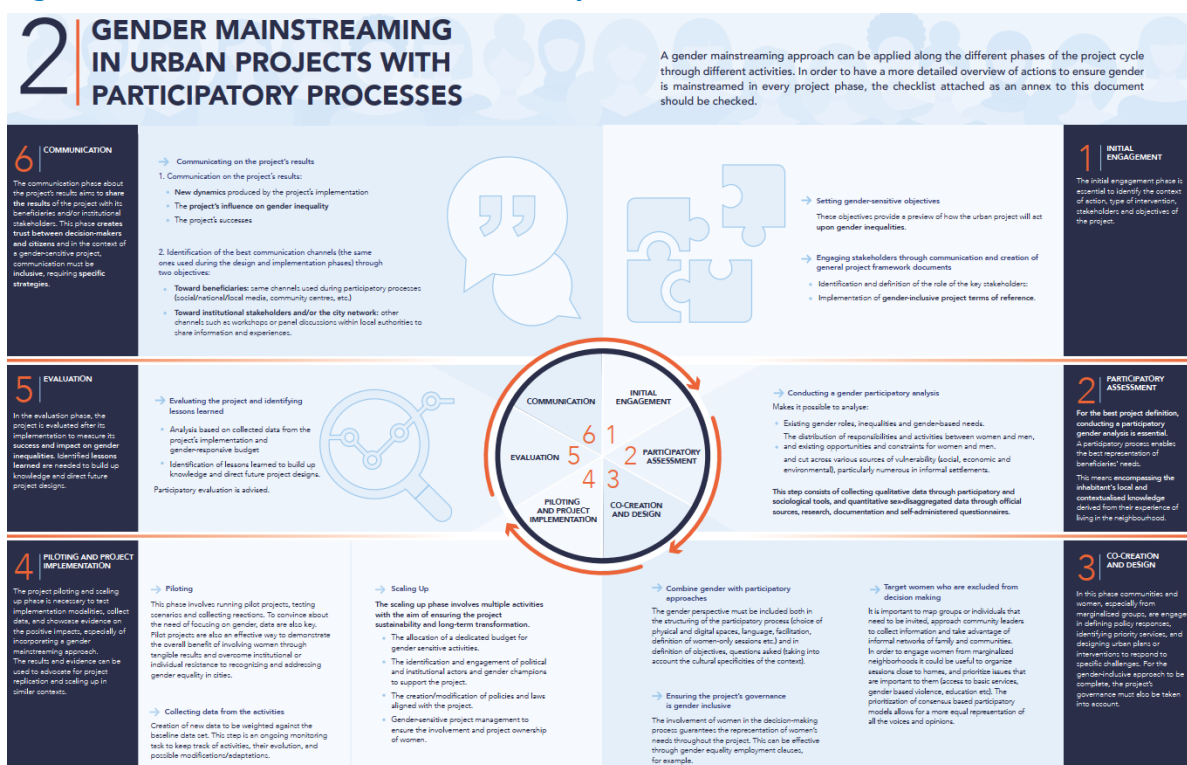
¹⁹ LAW n° 2007- 022 relating to marriage and matrimonial property regimes

1.2.4.2. To give an idea of the toolkit

Here is a list of toolkits and projects which serve the purpose of inspiration of the content and the format of the toolkit:

- “Women-Friendly Urban Planning: A toolkit from City of the Global South (Alliance, 2022)” : This toolkit is strongly relevant to our project, regardless of the fact that it was designed for cities. The document's format is clear and easy to read. It contains crucial information, including a section on making cities inclusive and gender mainstreaming with participatory processes. Additionally, it gives clear definitions of important terms such as gender or intersectionality, within the first few pages, which is definitely important to raise awareness and increase knowledge. Most importantly, this tool exists in French, which is the main working language in Madagascar.
- “Her4climate tool (Cities Alliance, 2022) : This tool gives very clear guidelines for assessing responses to climate impacts in cities and the visuals are beautiful.

Figure 6 - An extract of the Women-Friendly toolkit



Source : Women-Friendly Urban Planning: A toolkit from City of the Global South. 2022, Cities Alliance

1.3. Understanding the TPS document and its implication

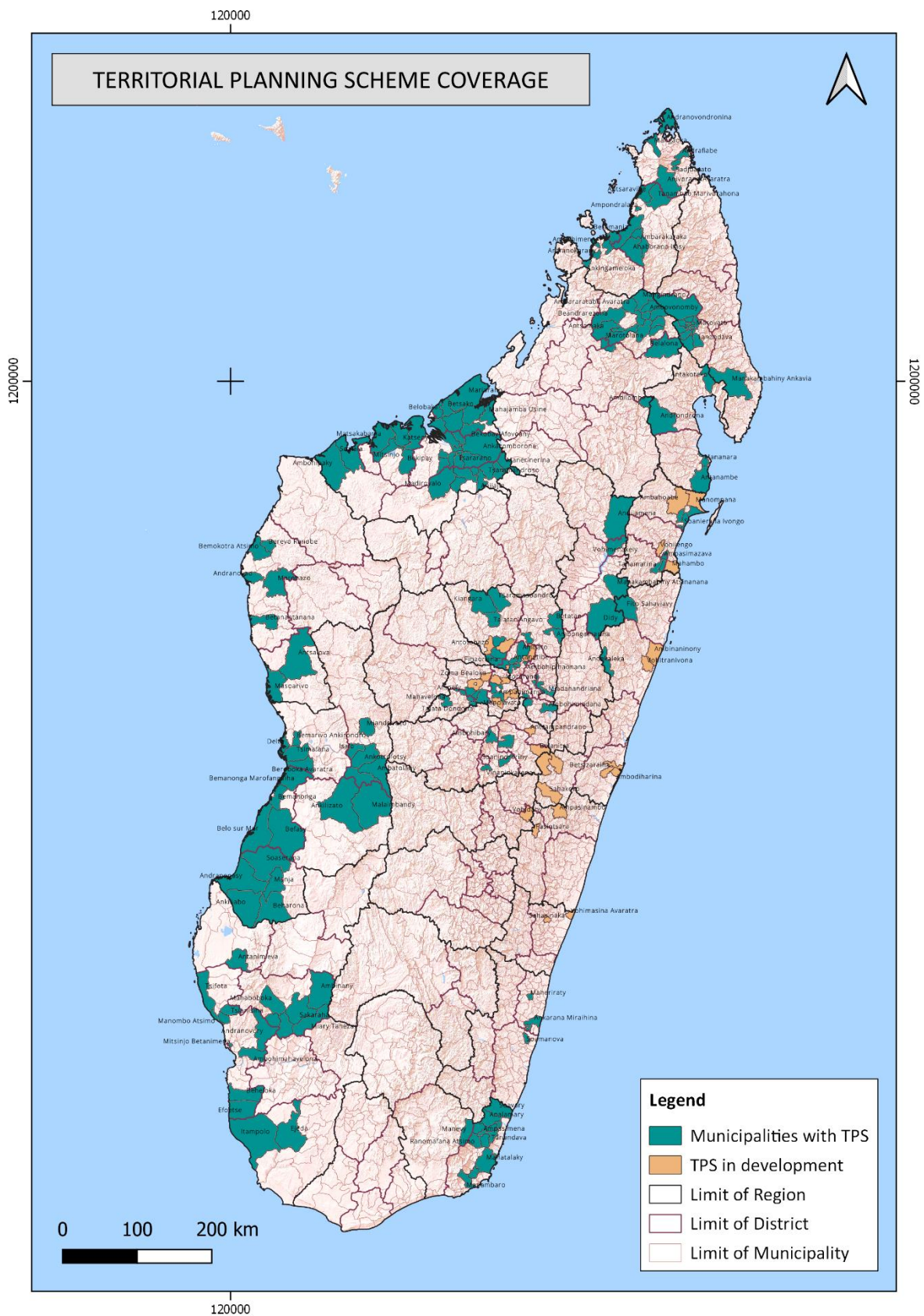
TPS is the acronym for Territorial Planning Scheme, translated from the French “Schéma d’Aménagement Communal,” which is the official name for the rural municipalities planning document. Understanding the Decentralization Policy under which the TPS process elaboration operates is necessary as it is the main subject of this project proposal.

The Decentralization policy of Madagascar aims at transferring central decision-making power to municipalities, either urban or rural. As part of their obligations, each municipality, including both the executives and the council is required to develop its own Territorial Planning Scheme (TPS) through consultation with the population, with the assistance of external advisors, as needed. The main objectives of the document are:

- To formulate the vision of development for the next fifteen years,
- To regulate use of lands,
- To determine the zoning of lands: for housing, agriculture, reforestation, implementation of basic infrastructures, economic investment areas,
- To precise lands for preservation.

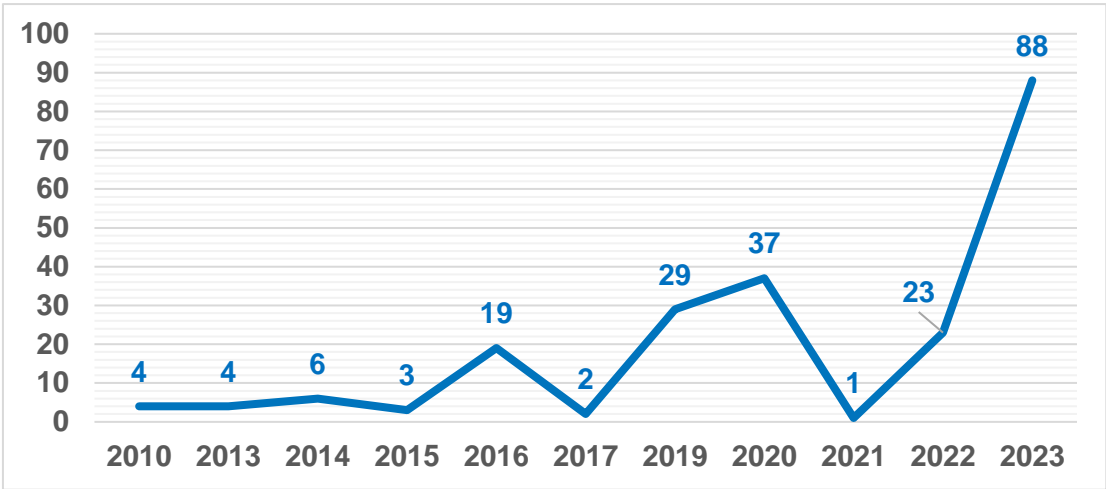
Only 203 rural municipalities out of the 1,617 have been able to elaborate their TPS until 2023. This year, 2024, 40 are projected to be designed.

Figure 7 – Map of Territorial Planning Scheme coverage in Madagascar



Source: Database Ministry of Territorial Planning ; Conception: Geosystems

Figure 8 - Evolution of the numbers of TPS validated in Madagascar



Source: Strategic and Territorial Planning Department [Original in French : Direction de la Planification Stratégique et Territoriale], 2022

1.3.1. The legal framework

In Madagascar, the two main laws regarding territorial planning and Urbanism, are the Territorial Planning Orientation Law (LOAT) and the Urbanism and Housing Law (LUH). These include the “Ordonnance 60-167” on urbanism and public utility expropriation, the “Ordonnance 62-023” on public utility declaration, and the “Decree 63-192” on the urbanism and housing code. In 2014, three new laws on Decentralization, including Organic Law No. 2014-018 governing the competencies, organization, and functioning modalities of Decentralized Territorial Authorities, as well as the management of their own responsibilities, were enacted. Law 2014-020 regarding the resources of Decentralized Territorial Authorities, electoral procedures, and the organization, functioning, and attributions of their bodies were also promulgated. These laws complement older Decentralization laws such as Laws 94-001, 94-007, 94-008, 94-009, and 94-010, along with Decree 99-952 on public inter-municipal cooperation organizations (OPCI), clarifying and strengthening the role of Communes in territorial planning with the assistance of the State. From 2005 to 2008, texts on land reform bolstered the legal foundations related to territorial planning, including Law 2005-019 on land status and Law 2006-031 on untitled property, which enhances municipal competencies in land management, along with Law 2008-013 on public domains and Law 2008-014 on private domains.

1.3.2. The institutional framework

Territorial planning in Madagascar is characterized by a series of initiatives aimed at promoting development and efficient land use. The State has firstly demonstrated a

commitment to advance the field with the National Policy of Territorial Planning [Original in French : Politique Nationale d'Aménagement du Territoire] PNAT and the National Scheme of Territorial Planning [Original in French : Schéma National d'Aménagement du Territoire] SNAT documents. The Ministry of Territorial Planning is primarily responsible for supervising territorial planning efforts by creating regulations and implementing territorial planning programs at the national level. Since 2006, Madagascar has had the PNAT in place, a policy which emphasizes the development of planning tools for every territory and defines the Strategic Development Orientations around four major principles: (i) National solidarity to ensure social cohesion and deliver support to the most vulnerable, (ii) Equity to ensure the same access to fundamental rights to all citizens, (iii) Equality in access to economic resources, and (iv) Anticipation of the socio-economic changes and act unto undesired developments. Moreover, between 2007 and 2013, Madagascar developed the SNAT, which has a time horizon of 10 years. Additionally, 13 Regional Land Use Planning Frameworks (SRAT) and three regional atlases were also developed during this period up to this day.

However, barriers remain to the effective implementation of these approaches, principally due to the weakness of Decentralization: the law establishes 3 decentralised authorities, the municipalities, the regions and the provinces with only the municipalities being effectively in place. The Ministry is also responsible for allocating some resources to local authorities for regional or municipal projects. Furthermore, through its branches, the Ministry is responsible for providing technical support through the Regional Territorial Planning Services, ensuring they respect existing standards. However, competencies and resources are not always effectively transferred to the municipalities, limiting their capacities. For instance, the only regular financial resources they have is the subvention given by the central state, only covering salaries. Municipalities are responsible to implementing development actions with taxes. Indeed, the tax collection rate is only up to 20% among municipalities according to the General Tax Directorate²⁰. Additionally, the approach of territorial planning has mainly focused on infrastructures for the last decades, highlighting a lack a consideration for the social aspects and integration of social development strategies, community engagement, and inclusive planning practices. This project proposal seeks to work towards activating the social dimension. However, for the following next 5 years, the human

²⁰ Source : [Original in French : Direction Générale des Impôts] 2017

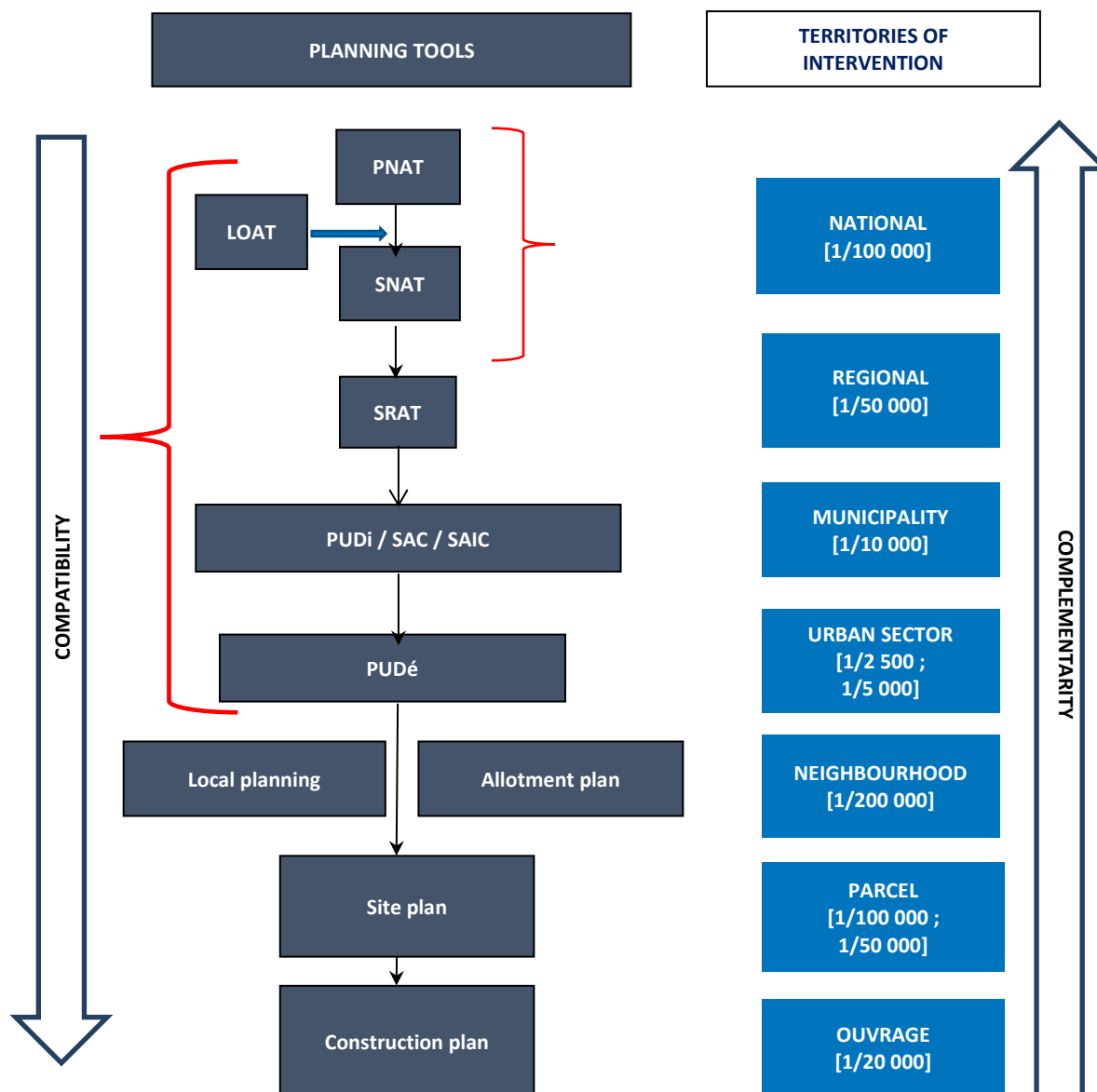
capital and governance are stated as the main pillars the General Policy of the State²¹, which is line with our project.

The functioning of the Territorial Planning field can be explained with the help of the following figure. It visualizes that each intervention on the territory has its own tool, depending on the scale. The state intervenes on the territory at a national scale with the PNAT tool. The Territorial Planning Orientation Law (LOAT) establishes the legal framework, the objectives, and the necessary tools to implement territorial planning at every scale: supranational, national, provincial, regional, and communal (municipality). All political, development actions need to be in accordance with sectorial orientations stipulated in the SNAT, which has defined the main axes of spatial development and aims to equip each region with a Regional Territorial Planning Scheme. At the regional and district levels, the Regional Territorial Planning Services plays a crucial role, supporting TPS processes and checking the conformity of resulting plans. State Representatives ensure the legality of municipal actions and initiate surveys or TPS procedures as needed. Encouraging collaboration across sectors, the National Territorial Planning Policy suggests forming Regional Territorial Planning Committees (CRATs) to coordinate stakeholders and develop Regional Territorial Planning Schemes (SRAT). These committees offer technical advice to municipalities during the validation of territorial and development plans, ensuring they align with overarching sectoral guidelines. This structured approach empowers local entities to effectively manage their territorial development processes.

Within this functioning, Territorial Planning Scheme should articulate with the SNAT orientations and also with the SRAT if the Regions has one.

²¹ Politique Générale de l'Etat 2024

Figure 9 - Articulation and hierarchy of territorial planning tools and regulatory urban planning schemes



Source: Direction de la Planification Stratégique et Territoriale

1.3.3. Understanding the TPS document

1.3.3.1. Content and aims

As a result of the powers conferred by Law 2014-018 on municipalities in terms of land administration and planning, with the help of a TPS document, the Municipality can mobilize public and private investment and thus assume its responsibilities, along with its own resources, if taxes are collected correctly²². The reality is that municipalities struggle with

²² 90% of Madagascar's population receives income from the informal sector. Moreover, 80% of the active population work in the informal sector, 41% women and 51% men (source: INSTAT, the National Statistics Institute, 2018). This leads to the deterioration of the State's coffers. Madagascar is also ranking 145 out of 180 in the corruption perception index. (source: Transparency International 2023)

limited capacity to raise resources, resulting in minimal financial prospects. The state's funding and subsidies are inadequate and inconsistent, amounting to less than 1% of the overall state budget. Communes primarily rely on local natural resources, yet they lack effective strategies for generating revenue through taxes and other means. Consequently, they heavily rely on state subsidies and assistance from various technical and financial partners (A2DM, CONFORME for Global Partnership for Social Accountability, SAHA, 2021). The programming of the municipality is based on the guidelines set out in the TPS to support the plan's implementation. Additionally, all the parties involved ratify a charter of responsibilities, marking their commitment to ensuring that the TPS's content is respected and applied.

Therefore, the purpose of elaborating a TPS is to achieve specific development objectives, including conducting a territorial analysis to gain a better understanding of the strengths, problems, issues, and needs of the entire municipal territory. Based on this analysis, strategic planning that is coherent and appropriate to the scale of the Municipality, the TPS defines (Eudora Group for the Ministry of Territorial Planning, 2018):

- (i) a clear and shared vision for the municipality, for a fifteen (15) year horizon, based on a participatory territorial analysis (ibid)
- (ii) the zoning plan indicating land uses, an atlas with several maps, and the infrastructure and facilities to be installed (ibid), and
- (iii) the land-use planning orientations, including :
 - The land vocations with respective prescriptions for each homogeneous zone, indicating appropriate and compatible uses in accordance with both its physical suitability and planning principles and standards. These define, on the one hand, the objectives for the allocations of zones of a certain scale to specific land statuses and/or management modes, but also already determine, throughout the territory, the permitted land uses to be respected by the municipality, the Territorial Development Scheme (STD), and every citizen (ibid).
 - Physical developments such as buildings and public works: public facilities (administrative buildings, sewerage and water supply networks, etc.), public transport, etc (ibid).

1.3.3.2. A development tool

TPS is be a powerful tool to leverage and accelerate development and contribute to Madagascar's commitment to achieving the SDGs, particularly Goal 5, which emphasizes gender equality and empowers all women and girls. However, the elaboration and implementation of the plan encounter challenges in terms of decision-making processes or the distribution of spatial resources such as health centres, schools, an extension of habitat zoning, determination of reforestation areas, etc. Once the municipalities have established its inclusive TPS, they can explore potential partnerships with projects that advocate for gender equality. This aligns with the current international aid discourse, which emphasizes the importance of promoting gender equality in all aid interventions. By promoting the use of the toolkit for the elaboration of their TPS, the municipality can ensure that aid interventions are grounded in a bottom-up approach that takes into account local needs and avoids a top-down method. This helps to ensure that aid interventions are effective, appropriate, and sustainable over the long term.

1.4. The extent of Madagascar's commitment to human rights and gender equality

The fundamental principles of Human rights in Madagascar are based on articles 1, 2, and 21, respectively, being the rights to Equality, Non-discrimination and Participation. Additionally, the Best interest of the child and Accountability, Transparency and the Rule of Law. Moreover, the fundamental values of the Malagasy society of "*fihavanana*²³" do not in any way contradict the promotion of gender equality, but the lack of awareness about the issues around gender and inequality contributes to the distortion of meaning.

1.4.1.1. International and regional agreements

Madagascar has signed and ratified several treaties regarding gender equality²⁴ and demonstrates at a state level some sort of commitment. One of them is the Beijing Declaration and Platform for Action adopted in 1995. The documents show the importance of considering gender perspective in policies and programs related to environmental sustainability, including territorial planning, land rights, and community engagement. It also encourages the participation of women in decision-making processes at all levels, including in environmental management and climate change adaptation initiatives. Moreover, the document emphasizes

²³ Fihavanana meaning cohesion

²⁴ Annexe 1 : Legal framewok for Gender Equality in Madagascar, a compilation of The World Bank 2024

the need to address gender inequalities in access to resources, including land and natural resources, and to ensure that women's rights to land ownership and control are protected. The Beijing declaration can provide a good framework to address the intersection of gender equality, environmental sustainability, and climate change invoked for the territorial planning methodology amelioration. In addition, Madagascar also ratified the CEDAW in 1989, since when eliminating discrimination against women in all areas of life is mandatory on different scenes including political, economic, or social, and cultural.

However, at the regional scale of The African Union (AU), Madagascar's commitment seems to be less affirmed as it is part of the 12 countries who have signed but not yet ratified the Maputo Protocol²⁵. This document was designed by the Women in Law and Development in Africa (WiLDAF) in March 1995, reinforcing its relevance for Madagascar as it was designed by a group of African women for the african continent and "remains one of the most progressive legal instruments providing a comprehensive set of human rights for African women²⁶". For the elaboration of the toolkit and its implementation, The Maputo Protocol is crucial because first, it aligns with Agenda 2063's vision "for a non-sexist Africa, where girls and boys can reach their full potential, where men and women contribute equally to the development of their societies"²⁷. The Maputo Protocol is a chance for Madagascar to establish legal framework, combat gender-based violence, promote gender equality, respect human rights obligations, and support regional integration initiatives. By not ratifying the protocol, there is a missed chance to hold the government responsible and fight for the rights and welfare of citizens, especially women and girls, people with disabilities, marginalised groups, criticism of this omission is imperative.

1.4.1.2. National commitment

Madagascar has signed and ratified several international agreements and conventions aimed at promoting gender equality and women's empowerment. At the African scale, the commitment is already less visible and on national wise, it is translated in the following

²⁵ Chapter 3 : Women and girls' right and SRHR in The African Union framework. The State of African Women, 2018.

²⁶ Women, Gender and Development Directorate of the African Union Commission. "African Year of Human Rights with a Focus on the Rights of Women." *Maputo Protocol on Women's Rights: A Living Document for Women's Human Rights in Africa*. Accessed August 28, 2023

²⁷ Source : Maputo Protocol on the Rights of Women in Africa: commemorating 20 years [maputo protocol on the rights of women in africa: commemorating 20 years. | african union \(au.int\)](#)

initiatives. In 2000, Madagascar has adopted the National Policy to Promote Women [Original in French : Politique Nationale de la Promotion de la Femme], followed by a 5 years action plan in 2004-2008 whichs aims to correct gender disparities. Moreover, in 2016, Madagascar has elaborated the Nationa strategy for Gender Based Violence (GBV), as well as a 5 years Nationa plan (2017-2021) which has not been yet renewed. Another big achievement is the adoption of the Law No. 2019-008 of 16 January 2020 on the fight against GBV. Lastly, the elaboration of the National Policy of Gender Equality ([Original in French : Politique nationale pour l'égalité Femme-Homme (PNEFH)]) is ongoing.

Nonetheless, despite the many regulatory and legal structures that promote gender equality, one of the main concern is the translation of those framework in practice. For example, women have less decision-making power in public spaces than males. In 2021, women held only 18% of seats in the national parliament, down from 21% in 2016. Women's involvement in decentralised authorities is likewise low. According to the country's National Electoral Commission, no women were leaders of regions in 2016, only 18% of district or prefect heads were women, and just 5% of mayors and 6% of local council members were women (The World Bank , 2024). According to a new report of the Afrobarometer, “among 39 African countries surveyed in 2021/2023, Madagascar ranks fourth in the share of people who think the government should do more to promote gender equality, far above the 63% average.²⁸”In 2022, the High Court deemed the law regarding women's involvement in decision-making roles as unconstitutional stressing that while gender parity is an objective in legislative processes, it's not inherently a constitutional right or freedom²⁹. It is also of our concern in territorial planning for women to be able to access to decision-making.

1.5. The role of the Ministry of Territorial Planning

The toolkit is going to be implemented with Geosystems et Développement. However, the Ministry of Territorial Planning plays the first key role in supporting, supervising, and coordinating activities related to the development of TPS to ensure the coherence of actions taken and the compliance of documents produced with legal and regulatory requirements (Eudora Group for the Ministry of Territorial Planning, 2018). While the Ministry promotes

²⁸Source: <https://www.afrobarometer.org/wp-content/uploads/2024/04/AD795-Malagasy-praise-government-efforts-to-promote-gender-equality-but-want-to-see-more-Afrobarometer-15april24.pdf>

²⁹ Source : National newspaper L'express de Madagascar : <https://lexpress.mg/22/09/2022/postes-de-decision-la-loi-sur-la-participation-des-femmes-rejetee-par-la-hcc/>

equity in the official methodological guide, this project proposal raises questions on the approach to promote and apply it effectively in territorial planning. The design of the toolkit will encourage discussion with the Ministry to elaborate more on the distribution of resources and consideration to marginalized communities' needs, such as women, people with disabilities, and the voice of Malagasy youth.

1.6. The role of Geosystems and Développement in developing TPS

Geosystems & Développement is a research and consulting firm that works for the development of Madagascar by specializing in geomatics, land use planning and local development. Geosystems puts spatial information at the service of social and economic development and enhance the value of geographic data by meeting the needs of local communities and territorial authorities. The company is recognized as a national leader in supporting Malagasy local governments (Municipalities) by assisting them on development issues related to land management, local governance, climate change and environment, education, and economic development. Geosystems collaborate with multiple local and foreign firms to deliver a wide range of projects bringing together international and local expertise.

Geosystems et Développement has contributed to the elaboration of over 50 planning documents, including those at National, Regional, and local levels, across the 6 provinces of Madagascar, making it a highly relevant leader in the implementation of this project.

2. PROJECT JUSTIFICATION

2.1. Project goal

The project's overall goal is the adoption of an inclusive territorial planning scheme tool for all rural municipalities in Madagascar. The first rural municipality elaborated its TPS in 2009, and even if the number of municipalities has increased, there are still around 90% of municipalities that remain without this crucial tool. This project targets, therefore, these municipalities, aiming to empower the population with an inclusive TPS. In accordance with national and international agendas, while prioritizing local needs, the focus on rural planning is particularly timely. As globalization's impact intensifies, concerns like climate change, future energy resources, food security, biodiversity, and ecosystem services are increasingly tied to rural areas (Hibbard, 2016).

This project proposal is all about addressing the main causes of gender equality when elaborating a Territorial Planning Scheme (TPS) tool in Madagascar and the effects that are coming out of it, therefore the need for an inclusive approach. "Inclusive urban planning seeks to address the various needs of all community members in the most equitable way possible. A gender perspective will give insight into the power disparities in society and enable them to better address issues of inequality and marginalization, both in terms of the planning itself, as well as in the participation of the community in needs assessments and consultations. Using a gendered approach in planning will also improve the level of commitment from stakeholders, thus improving the overall success of the process. (UN-Habitat, Cities for Girls Report from the Vinnova Innovation for Gender Equality Project, 2022)".

The project does not claim to solve all gender issues in Madagascar but rather to use territorial planning as a field to raise public awareness on inequalities and their impact on women's lives and other marginalized group. Additionally, the way women occupy the territories creates a different living space for them compared to men, which are the socially dominant group. This project challenges the narrative of the existence of only one space and by agreeing with Graça Machel's ³⁰ who states "Girls have no status, no protection and no prospects in many families and communities - and this is simply the way things are. Inequality is so entrenched that it isn't even questioned." The Territorial Planning Scheme (TPS)

³⁰ Graça Machel, an international, Mozambican politician and humanitarian, advocate for women and children's rights, quoted in UN-Habitat (2012), A Compendium of Case Studies on Gender Mainstreaming Initiatives.

document serves then as a powerful instrument for reducing inequalities but requires involving every citizen. Without citizen involvement, there is little likelihood of adherence to the outlined orientations. Therefore, it is essential for all inhabitants to comprehend the objectives, actively participate, and engage in the elaboration process.

2.2. Problem analysis

2.2.1. Problem narrative

The selection of gender inequality within territorial planning as the focal point of this project is the result of my comprehensive understanding of the problem landscape. The existing official Territorial Planning Scheme (TPS) methodology fails to address adequately and precisely gender equality and inclusion, resulting in the exclusion of women and marginalized groups from the planning process. For instance, the 114-page document mentions women three times. It is mentioned that women are encouraged to join the committee of the TPS elaboration and participate in the collection of information and data. Since territory encompasses the physical space where people reside, work, and engage in various activities, territorial planning affects everyone within that space. Regardless of age, gender, socioeconomic status, or other demographics, individuals within a territory are impacted by decisions related to land use, infrastructure development, environmental protection, and access to resources and services. Therefore, territorial planning should consider the diverse needs, interests, and perspectives of all inhabitants to ensure inclusive and equitable development outcomes. Additionally, despite a report of capitalization about good practices and gaps, published in February 2023, the absence of a gender dimension underscores the need for greater awareness.

As the voices and needs of these groups are not reflected within the zoning of the land and the prioritisation of projects, the actual methodology perpetuates inequalities and patriarchal structures that favour dominant groups, men. In practice, when elaborating the document, committee compositions predominantly consist of men, granting them authority and decision-making power. At the moment, people are not aware of the power imbalances and the negative impacts of gender inequality happening, this is why I chose to focus on awareness as one of the main outcomes of this project. I believe the change has to come from within the community as this project is also aware of decolonising development practices.

In addition to that, the TPS elaboration process aims to carry out a situation analysis of the territory, hand in hand with the inhabitants. Focusing on gender inequality awareness

is key for people to understand that the exclusion of women from productive activity has serious costs for national economies, as well as for individual households and women themselves. If we accept that the purpose of development is to improve human welfare, then it follows that the exclusion of half the population from opportunities to contribute to and share in the fruits of development must lead to suboptimal outcomes (Elson & Cagatay, 2000).

Moreover, in the context of territorial planning in Madagascar, the responsibility falls on municipalities to elaborate and implement planning tools using their resources. But when municipalities successfully have their TPS, the central government, in collaboration with the Ministry of Territorial Planning, can identify key infrastructure projects such as roads to be implemented. TPS is then a powerful tool that municipalities can use to form partnerships and leverage development opportunities. By choosing the problem of gender inequality awareness, this project aims to use the strategic power of organisations such as Geosystems to promote and tackle equity and inclusion in development processes. When stakeholders become aware of gender issues and the structural inequalities affecting gender, they are better equipped to make informed decisions and take actions that foster gender responsiveness (UN-Habitat, *Gender Mainstreaming in Urban Planning and Management: A Reference Manual for Practitioners*, Chapter 3: Promoting Equitable Spaces through Gender Responsive Approach, 2014, pp. 36-37).

2.2.1.1. Inherited Patriarchy

Mostly men take part in the decision-making process

A significant issue addressed by this project is the fact that the subject of gender equality has not yet been raised in the field of town and territorial planning in Madagascar among the stakeholders, either at the institutional level (Ministry of Territorial Planning) or at the local government level (Municipalities). One of the reasons is the embedded patriarchy, structuring the functioning system of decision-making in the Malagasy society. Every state upholds a patriarchal system. Men, at personal levels and through numerous mundane means, reap advantages from the pervasive and seemingly accepted nature of patriarchy that women do not experience (Seager, 2018). For instance, in Madagascar, the Law defines the husband to be the “Head of the family”, and that mainly justifies their presence during workshops to make the decisions during the workshops. This challenge extends from the local community level up to decision-making processes and strategic policy formulation. The

absence of gender consciousness blocks the recognition of the specific needs, roles, and contributions of women in these areas.

Exclusion of Women and Vulnerable Groups

One of the central problems this project seeks to address is the complete absence of an effective inclusive methodology for TPS tool elaboration in Madagascar. This lack results in the exclusion of women and vulnerable groups from the essential process of developing TPS in rural areas. Despite the significant responsibilities that women play in supporting households, contributing to the economy, and providing critical services in working-class communities, their opinions, concerns, and perspectives have not been effectively acknowledged or consulted during the planning process.

2.2.1.2. Gender blindness

Gender-Data Gap

One of the motivators that led to the elaboration of the project proposal was the challenge of showing the inequalities “observed” on the ground level and also highlighting what only my own “perception” or “feeling is.” “The key to this question was data. Specifically, in the context of TPS, data must be collected to diagnose the territory. This information will be used to determine the vision for the territory and guide future interventions and planning decisions. For TPS, qualitative data is analysed to describe the problems faced by the inhabitants and to identify “essential needs of the population currently and in the future” (Eudora Group for the Ministry of Territorial Planning, 2018). Mainly the diagnostic is carried out to understand the life of inhabitants resumed in these following themes: Physical geography of the territory, Structure of the territory, Demographic data, all about the environment, Land use, Land ownership, Education, Public health, Public infrastructures and public administration, Economy, the Main “development actors” on the territory.

However, only a few data out of these themes are obtained with disaggregation and makes us crucial question: “where are the women?³¹”. That question leads to our concern that “Data is a feminist issue³².” Indeed, what we choose to measure reflects what we value, and the fact that gender inequalities is not appearing in all areas of the elaboration of a TPS, shows that understanding and acting on gender inequality has not been a priority yet.

³¹ Source: Joni Seager in “The Women’s Atlas”, 2018

³² Source: <https://equalityinsights.org/mind-the-gender-data-gap/>

Additionally, data can also perpetuate inequality, injustice, invisibility, and oppression and those who hold the power decide what counts (ibid). For the elaboration of TPS, the Ministry of Territorial Planning who is in charge of the official work methodology as well as Geosystems, as an executive of that methodology, hold that power.

Underlying questions

As I dug more into the details of this project, a rush of questions arose, each revealing a pathway for its development. I also already had the answers, this project then aims to find the reason for the situation and comes as contribute for solving the issues:

- Who participates in the meetings? = men, elderly men
- How do we constitute the different committees? = mostly men, elderly men
- Who makes the decisions? = men, elderly men
- Who speaks? = men, elderly men
- How do we collect inputs during the meetings? = non-effective participatory approach
- Are there inequalities? = the situation analysis of the territory phase to highlight them
- Which inequalities? = the prospective phase to address them
- How do we analyse the gender-disaggregated data when collected?
- How do we integrate women and marginalized groups in the process?
- How do you highlight inequalities?

2.3. Theoretical framework

2.3.1. Main Theory

2.3.1.1. Feminist Geography

The project is developed from a geographical perspective, emphasizing the relationship between people living in rural Madagascar, the environment they live in, and the space created from that relationship. In this project aiming to contribute to Madagascar's development and equality, I also aim to use feminist theories to enhance the human-environment-space relationship (Bowlby, Foord, & Mackenzie, 1982) and craft a project proposal that supports women and marginalised groups through the elaboration of the territorial planning Scheme. I will rely on feminist geography to theorize the formation of gender, race, and ability across space and place by offering perspectives on how these social constructs intersect and shape individuals' experiences within the geographical contexts (Elledge, 2022) of rural Madagascar.

I am aware that the two lenses of feminism and gender approaches may diverge on certain levels. However, feminist geography highlights how spaces are socially constructed with gendered meaning and practices (Raju, 2005). It provides a lens into how important it is to include feminist geography perspectives in territorial planning in order to make sure that all viewpoints are taken into account when designing the territory and therefore. It will therefore help to foster a more inclusive and equitable approach. Feminist geography as a theory, also examines how gender intersects with other social categories to produce spatial divisions and inequalities (ibid). The elaboration of the territorial planning scheme is not an inclusive process and leaves women at the margins in meaning and practice. This manifests in how the dominant groups, in terms of race, class, and gender, have better access to certain services and opportunities in relation to various privileges. One such example is the means of mobility, where men in rural areas have more access to motorbikes distributed to project workers. This also goes for access to education, health-care, participation in public life, etc. Men in Madagascar have thus more manoeuvre space than women.

Feminist geography theory enriches the spatial approach stipulated in the official methodology for Territorial planning schemes by highlighting the necessity of addressing intersecting inequalities within territorial planning to foster inclusive and equitable spatial environments for all inhabitants. TPS's spatial approach uses satellite photos and Geographic Information Systems (GIS) to represent and analyse the municipality territory with the local communities through participatory mapping during which all socioeconomic data must be presented in thematic maps. Feminist geography theory explores how gender intersects with social categories, revealing spatial inequalities in rural areas. Integrating a feminist perspective enables a clearer understanding of how access to resources, services, and opportunities within a territory is influenced by gender, religion, ethnicity (Dixon & Jones, 2006).

Feminist geography has challenged and unsettled assumptions about women's and men's "places" (Bondi & Davidson, 2005). The division of space, such as that between public and private spheres, plays a crucial role in constructing gender divisions, making gender relations a significant geographical concern. Public spaces, such as the "Commune"³³ in our case, have traditionally been assumed as a masculine domain while the home and private

³³ Commune or Kaomina in Malagasy refers to the name of the Municipality Office.

spaces have been seen as female domains. A key focus of feminist geographical research is to uncover and challenge the connections between gender divisions and spatial divisions (McDowell, 1992). There is a strong emphasis on how power dynamics are expressed through space and how individuals may experience spaces and locations differently (Bondi & Davidson, 2005).

2.3.1.2. Spatial justice

Drawing on Feminist geography, I use the theory of spatial justice to argue that TPS are a tool which can be used by municipalities to contribute to social justice and spatial equality. I will use the work of Emil Israel and Amnon Frenkel, "Social justice and spatial inequality: Toward a conceptual framework", which provides a theoretical foundation for understanding the relationship between the two. In the context of spatial justice, the TPS plays a crucial role in shaping the distribution of resources, opportunities and services within a rural territory. The authors use two concepts: "capabilities" and "habitus". First, "capabilities" refers to the ability of individuals' freedoms to achieve valuable functioning (Israel & Frenkel, 2018). Indeed, TPS can impact people's capabilities by shaping and designing the availability (or not) of resources and opportunities within a specific area. For example, by defining the zoning plan which prioritizes the extension of reforestation areas, the TPS improves the capability of the rural to access natural resources. Second, the concept of the "habitus" according to Pierre Bourdieu, represents individuals' deeply rooted habits, tendencies, and choices that are influenced by their social surroundings (Bourdieu, 1977). I reflect on the concept through the use of it in Israel and Frenkel's paper to argue that TPS can shape habitus by designing the physical and the social environment in which men, women, elderlies, young, and children live. In fact, if at the time of the drafting of the document, a grazing area is to be converted into a residential area, local people will be able to use the area in a different way.

2.3.1.3. Gender and development

"Development process affects men and women in different ways" (Momsen, Introduction : Gender is a Development issue, 2009). In the context of TPS elaboration, the power dynamics related to gender show in forms of decision-making in the public space when women are absent from the workshops and focus groups deciding the future of their territory, the future of the infrastructures, the becoming of the natural resources on their territory. In rural Madagascar, modernization of agriculture has not happened yet, and it is difficult to capture the workload division of labour. This project acknowledges the social constructions

attributed to each gender according to the Malagasy society but aims to disrupt the narrative with a positive message in order to leverage development through equality. Moreover, Gender equality as in the promotion of equal opportunities for every individual helps fulfil the well-being of the rural population. These projects acknowledge that men and women have different needs and priorities, and the implementation of an inclusive TPS addresses them effectively.

2.3.2. Critical theories

2.3.2.1. Decolonisation theory

I base my argument on David Johnson's essay (anno), Oxford English Dictionary (OED) and Taiwo's definition of Decolonisation (anno). It is defined as "The process of eliminating the effects or influence of colonisation or colonialism on the attitudes, assumptions, power structures, institutions, etc., of a people formerly made subject to colonial rule or (later also) of the society, nation, or culture of a former coloniser or colonial power; an instance of this³⁴". This project aims to initiate a critical examination of the impact of colonial power on Territorial Planning Documents in the contemporary context. It seeks to identify the individuals or groups who hold decision-making power in the planning process and analyze how marginalized communities are either included or excluded from the process. In this sense, the toolkit uses decolonial theory to address the main problem that has spatial impact, where men are mainly the only ones who are in a position to make decisions (they hold the power of agenda), putting women and other groups on the margins. Moreover, colonisation has left deep traces on land policy in Madagascar, for instance with the colonisation perimeters and urbanism plans influencing land structures, or land practices oriented towards exploitations of cash crops for exportation to the colonial power, or inequalities to land access and land tenure resources in the country (Raharison, Razafiarjaona, & Raparison, 2014). In the scope of this project, decolonisation theory aims to frame the work as a starting point of awareness.

Adding onto that, building upon Taiwo's definition of Decolonisation to be "Any aspect of an ex-colony that mirrors what was there during the colonial period is treated as evidence of continuing colonisation. This has also been termed Post-colonialism. Any institution that can be traced to colonial times must be shunned once colonisation has supposedly ended. The ultimate nebulous claim is that decolonisation is complete only after all forms of domination

³⁴ Source : Oxford English Dictionary

are overturned. In this way, decolonisation is equated with human emancipation ... (Táiwò, 2022)". I use this definition to criticise the aspect of language used in all the documents and laws, which I consider to be somehow continuing colonisation within the field of Territorial planning in Madagascar. Adding onto that, Madagascar is divided into 6 provinces, which were created during colonisation. These provinces were established based on the economic strategies used by colonisers for exportation. Overall, calling for the critical theory of decolonisation, therefore, will ask more questions than giving answers, but I find it crucial if we want to better answer the population's needs.

2.3.2.2. Intersectionality

This chapter investigates intersectionality and its relationship to understanding and addressing social inequalities. Starting from its definition, navigating to its importance in feminist geography, and potential uses in practice, especially in the context of the toolkit design for territorial planning in Madagascar. Intersectionality, a critical theory developed by Black feminist researcher Kimberlé Crenshaw, emphasises the interconnectedness of social identities (Mollett & Faria , 2018) .It claims that social categories such as race, gender, class, religion, ethnicity, and sexuality do not act independently. Instead, they interact and overlap to create distinct experiences of marginalisation and privilege for individuals and communities. Traditionally, social inequalities were often analyzed through a single-axis lens. For example, research might focus solely on gender or race without considering how these categories intersect. Intersectionality challenges this approach, highlighting the complex interplay between identities. Take the example of access to land ownership in Madagascar. Traditionally, land ownership rights have favoured men. However, I use intersectionality to call the audience to think beyond one single factor. Madagascar is diverse at many levels, making factors overlapping, such as ethnicity, religion, and gender. For example, a Malagasy woman from a minority ethnic group may face even greater difficulties in obtaining land due to the combined effects of gender and ethnicity. A rural Malagasy woman belonging to the major ethnic group would have a different experience than her. Intersectionality recognises these differences and the toolkit will invite the users to think about how the different social identities interact to create distinct experiences of marginalisation or imbalances.

Geographers argue that intersectionality is essentially spatial (ibid). Place and place are important factors in determining the experiences of marginalised populations. For example, a woman living in a rural remote area may confront different obstacles than a woman living in

a thriving urban centre. Similarly, social divides and power dynamics may alter dramatically throughout different regions of Madagascar, as seen previously in the context. This understanding of space is crucial for feminist geographers who study gender inequalities. By incorporating intersectionality, feminist geographers can move beyond simplistic analyses and develop a more nuanced understanding of how gender interacts with other social identities and spatial variations to marginalize certain groups (Hopkins, 2018).

Intersectionality is not a single method, but rather a framework for analysis. There's no single "right" way to incorporate it into the toolkit design. However, by acknowledging the complexities of intersectionality, the toolkit can be more inclusive and empower diverse communities within Madagascar to effectively plan their futures. The theory of intersectionality will help identify context-specific power dynamics, as space is never neutral. The toolkit design acknowledges how power relations and social divisions vary across different regions within Madagascar. This will reinforce the approach which is already used in the situation analysis of consulting with diverse stakeholders from the municipality to understand the specific needs and challenges they face. Moreover, prioritizing flexibility and Inclusivity to avoid a one-size-fits-all approach is important and to participatory methods during focus groups and community mapping exercises. In certain situations, some distinctions between groups may be more obvious than others (Nira, 2011). The toolkit should outline how to identify the most significant social divides for a certain planning process. This could be providing tools or indications to assist users in considering gender, race, religion, social class, and geographic area.

2.3.2.3. Feminist ecology

Feminist ecology originated in the late twentieth century as a critique of mainstream environmentalism, which frequently ignored the gendered dimensions of environmental degradation (Rocheleau et al., 1996). It argues that environmental control and resource extraction have an inherent connection to patriarchy and its social structure. Feminist ecology centres on the concept that women have a connection to nature. This is often rooted in traditional ecological knowledge and customs transmitted across generations, which is reflected within local communities in rural Madagascar. However, while feminist ecology emphasizes this connection which women often have with nature, it also recognizes how this link can become oppressive, especially when environmental disasters and climate change come into play. Women in rural areas, whose everyday lives depend on resource extraction

and food production, are frequently the most impacted (FAO, 2023). The Food and Agriculture Organization (FAO) highlights how social structures and discriminatory norms create a situation where women's vulnerability to climate change is significantly higher. This vulnerability gets worse by unequal access to resources, limitations in time caused by household duties, and limited access to support. These inequalities force women into sources of income that are more vulnerable to climate change, which means restricting their adaptation capacity. When we know that globally, in Madagascar, by 2099, the temperature will rise by between 0.5°C and 3°C, with average increases of 0.5°C, approximately every 20 years³⁵; working towards reducing the impact on the most vulnerable is crucial. For example, the time and effort needed for tasks such as fetching water or cooking with charcoal will become worse, which restricts women's opportunities for education, economic participation, and decision-making processes.

Furthermore, Feminist Ecologies provide a critical theoretical framework that challenges traditional environmental perspectives by emphasising gender, intersectionality, and social justice in ecological discussions (Ojeda, 2022). Feminist ecologies emphasise the interconnection of gender dynamics, power structures and environmental degradation, highlighting how oppression and exploitation are tightly connected to ecological disasters. This crucial point of view helps us to understand environmental issues in more detail and addresses the root causes of environmental injustice rather than just focusing on clichés about resilience or conservation. In addition, feminist ecologies emphasise the importance of different voices and views when developing policies or regulations related to the environment, especially those of women and marginalised groups from the Global South. Through an analysis of current power structures and the promotion of these voices and experiences, the theory offers substitute ideas for a more sustainable and equitable future. Feminist ecologies, as a critical theory, provide a transformative framework for visualising human-environment interactions, advocating for social and ecological justice, and encouraging inclusive and equitable environmental activism and governance.

Feminist ecology and feminist geography are closely related because both approaches challenge the idea of nature as a separate and passive entity. This highlights the complex ways

³⁵ Source: National Office for the Environment [Office Nationale de l'Environnement] 2019. Environmental and Strategic Assessment of Madagascar's REDD+ programme [Evaluation Environnementale et Stratégique du programme REDD+ de Madagascar],

in which social relations, power dynamics, and spatial variations influence environmental issues and women's experiences (Rocheleau et al., 1996). By relying on feminist ecology, the toolkit includes a concept that approaches environmental issues from a holistic perspective, taking into account how social and gender inequality intersects with environmental deterioration. Take the example of drought in the southern part of Madagascar; as the water sources are becoming rarified or depleted, women have to travel further distances to fetch water, adding significant time to their daily tasks. The usual approach would be to focus on adding more water pumps. With a feminist ecology approach, first, the toolkit will give guidelines on how to recognise that drought is impacting women’s labour. The toolkit could incorporate data to collect in order to show women’s needs in terms of water, insisting, for example, the travel distance.

2.3.3. Theory of change

The demonstration of the patriarchal values of one society may vary in different aspects. Within the framework of this project, it is crucial to pay attention to the impact of patriarchy on how the TPS is conceived and on people’s lives once the document is elaborated and throughout its implementation.

Figure 10 - Theory of change

Phases	Inputs	Outputs	Outcomes	Impact
Phase 1	Time and human resources allocated to the training and dialogues about gender equality	Output 1.1. Key learning shared among the technical experts on TPS elaboration at work organisation	Outcome 1. Increased Gender Equality and Inclusion awareness among the Ministry of Territorial Planning and Work Organization	The main stakeholders are aware of the importance of Gender mainstreaming in territorial planning to leverage development
		Output 1.2. Key learning shared with the Ministry of Territorial Planning		
Phase 2	Brainstorming among technical experts at Geosystems	Output 2.1. Gender-sensitive data collection	Outcome 2. Acknowledgement of issues arising from Gender Inequality in Territorial Planning to be used for the toolkit	
		Output 2.2. Gender-sensitive and inclusive diagnostic analysis		
	Human resources to advocate and work on the methodology	Output 3.1. Advocacy for gender equality and inclusion during "The preparatory phase" among the institutional	Outcome 3. Increased awareness and commitment to Gender Equality	

		key stakeholders (Mayor executive and council team, Elaboration Committees CCAT, SLC, ...)	and Inclusion among stakeholders on the local, ie the Municipalities	
	Human and financial resources to allocate to fieldwork	Output 3.2. Advocacy on the importance of inclusion and gender equality with the mayor and council prior to setting up the planning committee (CCAT)		
		Output 4.1. Inclusive scenarii design	Outcome 4. The Vision of the territory, elaborated by the municipalities and the Zoning of the territory reflects inclusion	TPS has leveraged inclusive development for the future of the territory
		Output 4.2. Identification of needs and projects Aligned with women's and marginalised group perspectives from diagnostic analysis		Women and marginalized group are integrated in the development actions and projects implementation on their territory
		Output 5.1. Establishment of an Inclusion Commitment Charter	Outcome 5. Demonstration of commitment to inclusion from the Municipality for the implementation of the planning	Increase of inclusive projects
		Output 5.2. Prioritisation of development projects reflects inclusion		
Phase 3	Human resources dedicated to the elaboration	Output 6.1 Validation of the Toolkit at Geosystems	Outcome 6. Demonstration of commitment to Gender	
	Presentation to the ministry of territorial planning	Output 6.2 "Validation" of the toolkit from the Ministry of territorial planning	mainstreaming in TPS elaboration from Geosystems and the Ministry of Territorial Planning	TPS elaborated by Geosystems are inclusive

Source : Conception of the author, April 2024

2.4. Methods and means of improvement for the project

TPS are a powerful development tool for rural municipalities as it elaborates a diagnostic of all the sectors, which leads to adequate zoning for the future of the territory. But more importantly, it also leads to the definition of all the projects necessary for the territory to develop, which would have been defined by the inclusive. For experts to be able to gender mainstreaming and shed light on gender blindness, the toolkit will first explain why it is important that women take part in territorial planning. Moreover, I am convinced women need to be considered as key actors, not just victims and oppressed. This is why I suggest highlighting the inequalities by disaggregating the data and empowering women to leverage development, both as a means of improving the work methodology that the toolkit is going to bring.

2.4.1. Disaggregation of data and Gender analysis

The toolkit will establish the main sectors to be specifically analyzed with a gender lens and explain why it is important to do so. This project proposal suggests a list of prior sectors but acknowledges the inputs of technical experts within the homework organization to consider other significant sectors from which women and marginalized groups are excluded.

2.4.1.1. Land ownership and land access

The current laws perpetuate disparities between men and women, particularly regarding inheritance, access to land ownership, and credit access. For example, Article 83 of Law No. 68-012 of 1968 on successions, wills, and donations stipulates that "co-heirs may agree that female heirs will receive their share of the inheritance in the form of a sum of money." This provision discriminates against women by limiting their access to land, real estate, and livestock. Regarding access to bank credit, a woman married under the community of property regime must obtain prior authorization from her husband, unlike a man for whom such authorization is not required. While crafting this project, the literature review revealed an important report on Rural land tenure and gender in Madagascar (Roberto, 2023). The toolkit will mainly rely on this very complete gender-sensitive analysis of the sector to indicate clear guidelines on (i) which data are the most relevant and can be addressed through the elaboration of the TPS and, therefore, (ii) how the TPS can reflect gender-sensitive orientations in terms of land ownership and land tenure to promote social justice in Madagascar. For example, it is indicated that female-headed households own as much land as male-headed households, but their land is of poorer quality, less productive, and less fertile,

mostly located on the twenty³⁶. This is a piece of crucial information to collect so that when defining land planning orientations and zoning, the TPS can specify and prioritize the land owned by women to benefit projects which support women's empowerment.

2.4.1.2. Environment, climate change and natural resource extraction and exploitation

The official methodological guide already specifies the integration of the climate change dimension for the elaboration of a TPS with the following principles:

- Integration of the climate change dimension for analyzing impacts and proposing adaptation measures
- Propose actions in response to the negative impacts of climate change and to risks and disasters including adaptation and mitigation measures
- Promote environmental conservation by applying ecological principles, even outside protected areas, to go beyond legal obligations.
- Follow a forward-looking approach to anticipate the development potential and constraints associated with climate change, and draw up scenarios to support desirable dynamics.

However, “while climate change is a global crisis, its impacts on different countries, communities and individuals are highly unequal” (FAO, 2024). Indeed, the impacts of climate change in Madagascar, as a low-income country, underscore the interrelatedness with poverty, gender disparity, and vulnerabilities associated with other criteria such as age, ethnicity or religion, within rural areas. Mitigating these issues necessitates tailored actions that consider the distinct requirements and situations of poor households, women, and young people. The same report stresses that women are likely to lose non-farm employment opportunities during climate shocks due to factors like care work responsibilities and limited. The toolkit will highlight the importance of looking at climate change impacts on women and marginalized groups and means of analysing those impacts to suggest gender-sensitive planning action in the TPS. Moreover, mitigation measure often includes reforestation, and the toolkit will require the involvement of women in the process to share their concerns on resource extraction and exploitation and its impacts on daily life.

³⁶ Tanety : Landscape unit to designate hilly areas, ferralitic soils with low fertility)

Furthermore, Madagascar implemented the REDD+ approach, which aims to reduce greenhouse gas (GHG) emissions from deforestation and forest degradation while increasing carbon stocks through sustainable management and reforestation. Its primary goals include reducing GHG emissions from the forestry sector by 14% by 2030, increasing forest cover, and preventing deforestation and forest degradation in investment regions (Ministry of Environment, Ecology and Forests , 2018). However, the main document is not gender sensitive; it does not address women's needs and marginalized groups specifically, so the toolkit turns over the Evaluation report of the strategy to give guidelines on how to highlight the relationship of women with natural resources. Here are the means of improvement :

- Providing resources and strategies for including women's voices in the planning process during the focus groups. The approach of participatory mapping, already used before, can be enhanced by capturing women's knowledge of local ecosystems and how environmental changes impact their lives. The toolkit will provide guidance on how women can participate in decision-making processes related to deforestation/reforestation. For instance, as defined by the official guide of TPS elaboration, the VOI committee will participate in the elaboration process. However, the toolkit will specify that women and marginalised groups have to be part of the discussion and bring their input.
- Defining sustainable practices that empower women and address the gendered impacts of environmental degradation when listing the development projects within the 15 years of the TPS's implementation. This can involve promoting agroforestry techniques that provide additional resources for women and calling for organizations working in the sector within the area.

2.4.1.3. Water, Hygiene and Sanitation, Health

TPS addresses the topic of Water in two forms: water management for agricultural purposes and water management for drinking water supply; both include locating all exploitable sources with the local communities for further planning. The topic of hygiene and sanitation is usually included in the discussion about infrastructures. However, I chose to address both topics together in the same section for this project proposal. Regardless of the purpose, it is important to highlight the impact of water management on women and other marginalized groups to ensure that responses are gender-sensitive. This is necessary to ensure also that TPS does not create further inequalities but instead contributes to spatial justice by

highlighting the relationship of women with water in their daily lives on the territory and the negative impacts of lack of resource management. For the topic of water, the toolkit will rely on existing reports “Gender-Disaggregated Data on Water and Sanitation” (Seager et al., 2009) which listed the indicators needed to highlight gender disparities. The toolkit will stress the following as means of improvement, in terms of qualitative data collection :

Figure 11 - Means of improvement for water/sanitation data collection

Objectif	Data to collect	Outcome for the TPS
Show Basic parameters of gender and water/sanitation use to	<ul style="list-style-type: none"> - Gender-specific water/ sanitation priorities - The use of water within households - Relationships between gender and modes of transportation in - Water collecting - Women’s and men’s views of the safety of the path/ road/ access to water supplies or sanitation facilities <hr/> <ul style="list-style-type: none"> - Time-related data must be collected on water access, distance, and time necessary to satisfy everyday needs, including waiting time. Collecting water is a crucial equity issue for women, as it reduces their time for other activities and blocks their chances to participate in productive labour and public opportunities, such as attending school. <hr/> <ul style="list-style-type: none"> - Women’s participation in safeguarding access to water (water associations or responsible of water pumps, etc) 	<ul style="list-style-type: none"> - Prioritise the construction of water supply infrastructure - Feature women as active stakeholders to adequate solutions to their problems
Show the nature of/state of sanitation provision in public places and especially the extent to which public/ private provision is made for women’s/ girls’ menstrual needs	<ul style="list-style-type: none"> - Prevalence of open defecation on water and land by male/ female - presence/absence of public and school facilities, but more importantly, ranked indicators of conditions, availability, and quality to “serve girls” 	<ul style="list-style-type: none"> - Prioritise the construction of public sanitation infrastructures adapted to women’s needs and women’s health

Source : Data from (Seager et al., 2009)

This project acknowledges that TPS operates at the Municipality level, which means that specific details on the location of infrastructure implementation at a Fokontany³⁷ level are not provided. However, during the focus groups for qualitative data collection, topics such as water management are discussed, which is a crucial step in raising awareness among the stakeholders. These discussions will help the stakeholders to advocate for the adequate location of the implementation of the infrastructure. By having these conversations, the stakeholders will understand the importance of having the infrastructure implemented in the right location, which will ultimately lead to a more successful project.

2.4.1.4. Access to education

During the development of a TPS, the sector of education is one of the few which benefits from a gender-sensitive analysis already. Indeed, the objective of the TPS is to identify, based on the population growth within the 15 years of the implementation, the number of schools necessary and where they need to be installed. When carrying out the analysis, we look at the number of students per school and per class and also compare the number of children attending schools with children of school age. The official data are gender-disaggregated. This allows us to see the dropout of school by gender. The toolkit will use intersectionality as a critical theory to emphasize the significance of addressing ethnicity, class, and migration criteria overlapping with location in order to prioritize education and serve the interests of girls and marginalized groups. It will also highlight the importance of considering people with disabilities when constructing schools, making this a priority that the Municipality should advocate for.

2.4.2. Value of the toolkit

The main purpose of this toolkit is to explain why gender matters in territorial planning in rural municipalities. First, it will highlight the impact of gender inequalities across the main sectors, with the use of storytelling from women and marginalized groups to value qualitative data. This is particularly important as there is a lack of disaggregated data available on a municipal level to start with and also to value the voice of the population. Moreover, the toolkit will explain how to apply the tool according to the official methodology. Finally, following the official steps which are stipulated in the official methodological guide, the toolkit

³⁷ In Madagascar, the fokontany is the smallest civil division below the Municipalities

will be exposed in a detailed manner, including giving practical guidelines during work with the municipalities on how to integrate the gender dimension in the elaboration of a TSP.

2.5. Capacity to implement the project

This project will be carried out by Geosystems et Développement, one of the leading firms in supporting local municipalities in their development. The elaboration of the improved methodology will be under the auspices of the Ministry of Territorial Planning, in consultation with other sectors when needed. Geosystems has a portfolio of technical experts willing to innovate the work on territorial planning. It has been agreed in accordance with management that knowledge acquired during the GEST program will be valued to bring about better solutions for the local communities along with the existing expertise. To lay a foundation for the project, a session of sharing the key learning for the GRO GEST Programme will be organized. To implement the project, there has to be a team composed of the following:

Figure 12 - Team to implement the toolkit

Personnel	Input and roles
Main experts	
Head of Mission, GEST fellow	Coordinate the team, ensure the Gender aspect is respected
Geographer	Provide geographical insights and analysis for the toolkit content
Rural planner specialist	Offer expertise in rural planning to inform toolkit content and strategies with experience of TPS elaboration
Environnement and climate change expert	Provide guidance on environmental and climate-related considerations within the toolkit
Behavioural Change expert	Offer insights and strategies for behavior change approaches to be integrated into the toolkit
Communication Specialist	Elaborate a comprehensive communication plan to effectively disseminate the toolkit's content and messages
GIS expert	Utilize Geographic Information Systems (GIS) to incorporate spatial data and analysis into the toolkit
Socio Organizer	Organize the meetings with the local communities

Personnel	Input and roles
Graphist	Design visually appealing and user-friendly layouts for the toolkit materials
Additional experts	
Land Use Specialist	Provide expertise on land use patterns, zoning regulations, and land management practices relevant to the toolkit's focus.
Socio-Economist	Offer insights into the socio-economic dynamics of the target communities and how they relate to the toolkit's objectives.
Qualitative Data Analyst	Analyze qualitative data gathered during community engagements and research to extract meaningful insights for the toolkit development process.

Source : Conception of the author

2.6. Collaboration with other stakeholders and actors in the field

This project requires the participation of stakeholders from six different levels to ensure its efficient implementation and long-term sustainability, regardless of Madagascar's political change.

Figure 13- List of stakeholders and their roles

Stakeholders	Role for the elaboration of the toolkit	Phase of Intervention
The Ministry of Territorial Planning	As a general supervisor of the elaboration of the toolkit	Phase 1, 2 and 3
The Municipality Executives and Council	To consult for the new approaches to be implemented	Phase 2
The official committees of TPS elaboration (SLC ³⁸ and CCAT ³⁹)	To consult for the new approaches to be implemented	Phase 2

³⁸ SLC: Local Concertation Structure (in French : Structure Locale de Concertation)

³⁹ CCAT : (in French : Comité Communal d'Aménagement du Territoire)

Stakeholders	Role for the elaboration of the toolkit	Phase of Intervention
Geosystems et Développement	To implement the toolkit	Phase 1, 2 and 3
Technical and Financial Partners	To fund the toolkit	Prior

Source : Conception of the author

2.7. Gender approach used in the project

2.7.1. Gender analysis

To be able to fill the gaps in the methodological guide, the tool needs to highlight the gaps, which can be done with a gender analysis of the elaboration process of the TPS document. Indeed, elaborating an inclusive tool needs to examine the differences in roles, norms and stereotypes involved in the process and, therefore, affect how marginalised groups experience the situation. With a gender analysis, the tool can highlight the perception of the different levels of power dynamics, the differing needs, constraints, and opportunities, and the impact of these differences on the lives of people in rural municipalities.

Figure 14 - Gender analysis to be carried out at every step of the TPS elaboration to capitalize in the tool

Phases	Gender analysis
Phase 1: Instruction phase where the mayor and its council decide to elaborate their TPS	
Phase 2: Elaboration phase or the technical phase	
Phase 3: Validation of the TPS	
Phase 4: Implementation of the TPS	

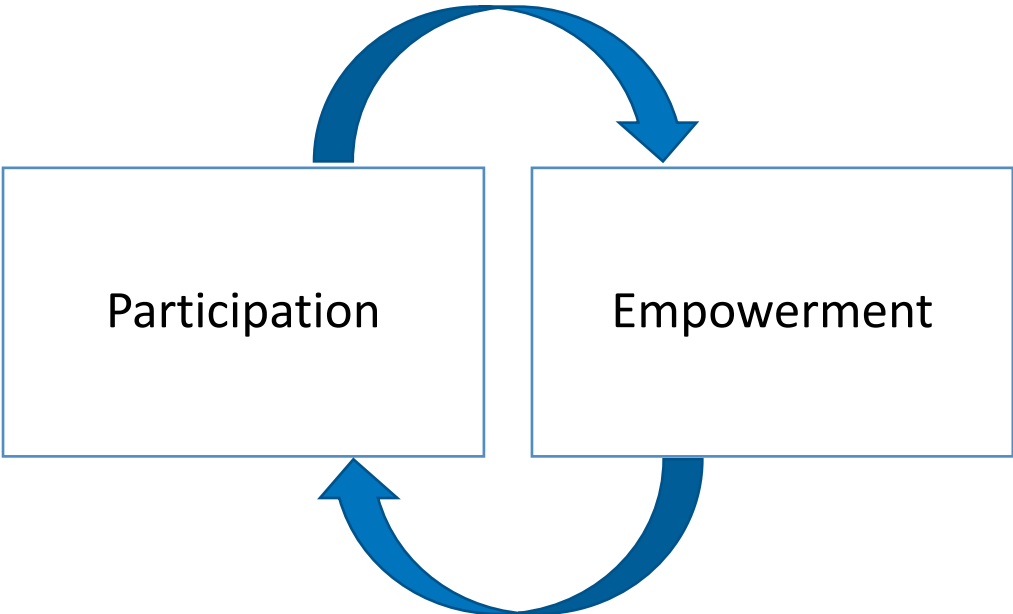
Source : Conception of the author

2.7.2. Empowering women

One of the main objectives of this project is to address the issue of women's absence during focus group discussions for TPS elaboration. Even when they are present, their participation levels are often low. The approach to TPS elaboration needs to be participatory when carrying out the situation analysis of the territory and also when defining the use of

lands and zoning. This implies focus group discussions with the local communities. However, for the 8 last TPS that Geosystems have elaborated, on average, there were 85% men for 15% women⁴⁰. A dive into the attendance records allows us to observe that most of the women indicate to be Community Agents, members of the Association of Women March 8th or farmers. Men are the Chief of Fokontany, Religious leaders, “Elderies of the village”, and farmers. The participation is heavily influenced by gender norms and expectations of the Malagasy society. Consequently, women may not always be present or adequately considered in citizen engagement, resulting in losing their input and influence. This inequality not only hinders women's participation but also perpetuates gender stereotypes in rural settings (Alliance, 2022). To engage with the audience, the toolkit will recognize these challenges and lead the reasoning to the need for empowering those who participate and for involving those who are excluded. However, participation only is not sufficient, and we need to create a space for women to be empowered enough and feel safe enough to speak their Voice; “Participation and empowerment are means and ends to each other, and promoting participation requires dismantling existing power relations” (Narayanan, 2003).

Figure 15 - "Participation and empowerment are means and ends to each other"



Source: conception of the author

⁴⁰ Source : Attendance record of 8 TPS elaboration by Geosystems during the consultations with the local communities for the situation analysis of the territory

2.7.2.1. Participation of women and marginalized group to empowerment

First, we need women, as well as other marginalized groups to actively participate during the situation analysis of their territory to share problems specific to them and their views on the territory. If we assess the sector of WASH, the toolkit will provide guidelines on how to create a space for women to share comfortably about menstrual issues, which can be addressed in terms of prioritization of adequate infrastructure. The decision to separate the focus groups in men and women or consult them together will be taken after testing the two methods. Based on sociology studies, when people actively participate in decision-making processes, they obtain a more powerful voice and influence over their lives and communities. This participation allows individuals to advocate for their own needs and interests. Moreover, participation and implementation processes allow people to learn valuable skills while also learning about their community and its difficulties. This knowledge and skill development allows them to take action and contribute more effectively. (Allah Nikkhah & Redzuan, 2009).

2.7.2.2. Empowerment of women as a means to participation

Additionally, we also need to empower women through their participation in the process of TPS elaboration. Individuals who are empowered develop the confidence and self-efficacy to overcome existing power imbalances that may have previously limited their ability to participate in decision-making processes. These imbalances can be social, economic, or cultural, and overcoming them necessitates individuals feeling empowered to challenge the current quo and urge for their voices to be heard. This enhanced confidence and sense of agency motivates individuals to actively participate, allowing them to make meaningful contributions to their communities (ibid).

2.7.3. Engaging men and youth

We usually use the approach of engaging men when it comes to combatting Gender-based violence. However, in societies where patriarchy is the norm, any development project should acknowledge the power held by the dominant group and leverage that power to promote them as allies for gender equality. For the case of this project, it is essential to note that the literature on a specific approach to engaging men in territorial planning in the “Global South” is rare. There are various reports and tools available on gender mainstreaming in territorial planning. Most of them are not addressed to the African or Global South context. However, we will use the expertise acquired during the GEST program, combined with the expertise at Geosystems, to identify the methods and approaches which will be relevant to

the Malagasy context. Guidance can be obtained from the following resources, adding to the ones already mentioned as resources for the writing in the other sections of the project proposal :

- “Gender and Urban Planning: Issues and Trend” (UN-Habitat, 2012)
- “Engaging Men in Gender Equality at the OSCE : A toolkit for OSCE Staff” (OSCE)
- “Gender Equality in Urban Planning. A crucial factor for real inclusive development” (Podestà, 2023)

Moreover, I rely on the basis of the approach to consider men to be both part of the problem and part of the solution (Flood & Howson , 2015). Considering the societal struggles depicted in the introduction part of the project, this project acknowledges the importance of using a comprehensive discourse when working with men of the locals: a team of the municipalities, council, Fokontany chiefs, etc.... For now, they are the ones in a position of power and decision, and this project aims to use that power to advocate for gender equality. For instance, by considering men to play a big role in perpetuating the inequalities and oppression, raising consciousness through a simple speech and argumentation at each step of the elaboration process will create opportunities for them to think critically about the impact of these social constructions. Men have an important role in sustaining gender norms and disparities, but they may also be effective partners in confronting and changing these conventions. It is possible to address the core causes of gender inequality and foster more equitable relationships and societies by actively engaging males in gender equality-focused talks, programmes, and projects. The success of involving males in community planning processes depends on men actively listening to and respecting the voices of women and marginalised groups (ibid).

Some traditional leaders in the region, however, expressed a certain openness with respect to the possible integration of women, especially when hearing positive examples of women’s social participation in other districts (The World Bank , 2024).

2.8. Advocacy and participatory method

2.8.1. Advocacy at the strategic level

The toolkit will not exist in a vacuum and the project acknowledges the pertinence of using advocacy and participatory to increase its positive impact. Gender mainstreaming is at its starting point for TPS, therefore, I chose to prioritize dialogues at a strategic level. Working

on opening the dialogue gradually, first, the discussion will start with the Head of Local Planning at the Ministry of Territorial Planning, which will take the form of lobbying about the importance of gender mainstreaming and gender equality. In the Guidelines for Gender Mainstreaming in Spatial Planning, the UN stresses that “advocacy along with legal and policy reform and capacity building, and awareness play a relevant role in gender mainstreaming.” Based on The Ministry of Territorial Planning being the Contracting Authority and the key actor to enable the changes, advocacy for gender mainstreaming and using the toolkit is assumed to be impactful if done through regular discussions, updating along the project implementation.

2.8.2. Participatory and inclusive approach at the local level

The toolkit will reinforce the participatory work method and inclusivity already stated in the official methodology. However, to avoid eclipsing women’s participation behind “community participation” as it usually happens in project-based commitments (Seager et al., 2009), the toolkit will stress the practical implication of the words “participatory” and “inclusive” approach. Based on existing tools, cross-cut with local expertise of Geosystems on rural development, the toolkit will highlight the best practices applicable to the Malagasy context for the method to be effectively participative and inclusive with women, marginalized groups such as people with disabilities and youth. Naming those terms will be one of the keys of the toolkit, and I will join Chimamanda Ngozi Adichie⁴¹ in a famous speech titled “We should all be feminist”, to reinforce my argument when she explains why is it important to use the term “feminist” instead of just “human rights” when it comes to advocate for the cause of gender inequality. Indeed, I agree with her that opting for broad terms such as human rights overlooks the specific issue of gender. It would imply disregarding the fact that women have historically been marginalized. In our case, for TPS elaboration, it would suggest that the issue of gender does not disproportionately affect women, people with disability or young people, and all of those on the margins. Throughout history, society segregated humans into two categories and proceeded to marginalize and subjugate one group. It is only just that any solution to this issue recognizes that (ibid). Therefore, the toolkit will give clear guidelines on how to include women, people with disability, and young women and men during focus groups and also how to identify key local representatives to do the advocacy.

41 Chimamanda Ngozi Adichie is a Nigerian writer, novelist, poet, essayist, and playwright of postcolonial feminist literature.

2.8.3. Prerequisite for Geosystems

To be able to undertake advocacy, Geosystems will need to :

- ✓ Share the knowledge acquired from the GEST programme among the technical experts
- ✓ Exploit the learning materials about Gender⁴², conceived by the UNESCO for Licence programme in Madagascar combined with the materials acquired during the GEST programme to carry out the gender-awareness activity
- ✓ Demonstrate dedication to gender mainstreaming in the work methodology
- ✓ Demonstrate commitment to promote equality at all levels, from management, and raise awareness about equality.

⁴² Curriculum on Gender, developed by Unesco for Licence programme in Madagascar

3. PROJECT FRAMEWORK

3.1. Project purpose

This project will aim to fill the gap of gender sensitivity and lack of intersectionality consideration in the official methodological guide. While the TPS is a tool aiming to leverage the development of the territory and improve its people’s life conditions, there is, therefore, a need to think critically about the participatory approach to positively impact all inhabitants, including women and other marginalized groups living on the territory, while keeping in mind the value of decolonial thinking in the rural context.

The project will deliver a toolkit with clear guidelines. This toolkit will accompany the official methodology addressed for technical experts at Geosystems to implement an inclusive approach when assisting rural municipalities in elaborating their TPS. The toolkit’s design will ensure future replicability among all territorial planning technicians.

3.2. Objectives

3.2.1. Project Outcomes

Figure 16 - List of project outcomes

Outcome 1.	Increased Gender Equality and Inclusion awareness among the work Organization Geosystems et Développement and among the Ministry of Territorial Planning
Outcome 2.	Acknowledgement of issues arising from Gender Inequality in Territorial Planning among Geosystems and the Ministry of Territorial Planning
Outcome 3.	Increased awareness and commitment to Gender Equality and Inclusion among stakeholders on the local, ie the Municipalities
Outcome 4.	The Vision of the territory, elaborated by the municipalities and the Zoning of the territory reflects inclusion and gender mainstreaming
Outcome 5.	Demonstration of commitment to inclusion from the Municipality for the implementation of the planning
Outcome 6.	Demonstration of commitment to Gender mainstreaming in TPS elaboration from Geosystems and from the Ministry of Territorial Planning

3.2.2. Project Outputs

Figure 17 - List of project outputs

Output 1.1.	Key learning shared among the technical experts on TPS elaboration at work organisation
Output 1.2.	Key learning shared with the Ministry of Territorial Planning
Output 2.1.	Advocacy for gender equality and inclusion during "The preparatory phase" among the institutional key stakeholders (Mayor, Municipal Council, Technical Team, Elaboration Committee, ...)
Output 2.1.	Advocacy on the importance of inclusion and gender equality with the mayor and council prior to setting up the planning committee (CCAT)
Output 3.1.	Gender-sensitive information collect
Output 3.2.	Gender-sensitive and inclusive diagnostic analysis
Output 3.3.	Gender-sensitive interpretation of spatial data
Output 4.1.	Inclusive scenarii design
Output 4.2.	Identification of Needs Aligned with women's and marginalized group perspectives from diagnostic analysis
Output 5.1.	Establishment of an Inclusion Commitment Charter
Output 5.2.	Prioritisation of development projects reflects inclusion
Output 6.1	Validation of the toolkit at Geosystems
Output 6.2	"Validation" of the toolkit from the Ministry of Territorial Planning

3.3. Target group

3.3.1. Description of project sites

The toolkit's implementation targets the 1593 rural municipalities yet to have their TPS. At first, the toolkit is elaborated for technicians at Geosystems et Développement to use for the TPS they are responsible for. In the long run, the toolkit aims to be spread for all territorial experts to use, targeting the national scale.

3.3.2. Target beneficiaries

The beneficiaries from the toolkit are divided into 2 levels: Direct and Indirect.

Figure 18 – List of Target beneficiaries

Targeted beneficiaries	Interests
Direct beneficiaries	
Women living within the territory in which the TPS is being elaborated	Share perception of the living experience within the territory Gender-responsive projects
People with disability living within the territory which the TPS is being elaborated	Share perception of the living experience within the territory Gender and inclusive-responsive projects
Municipalities	Inclusive territorial planning scheme Get to define gender-sensitive local projects
Indirect beneficiaries	
Geosystems et Développement	Adoption of an inclusive methodology, setting a prior stone for all other work
Ministry of territorial planning	Update in the work methodology

Source : Conception of the author, April 2024

4. PROJECT IMPLEMENTATION

4.1. Project administration

- **Phase 1: « Planting the seed of Gender equality awareness within the field of territorial planning”**
 - Activity 1: Share key learnings about gender equality within the workplace
 - Activity 2: Share key learnings about gender equality with Ministry of territorial planning
- **Phase 2: Conception of the toolkit**
 - Activity 3: Building on the existing methodology, drafting an inclusive methodology
 - Activity 4: Carry out a gender analysis of sectors during the elaboration a TPS onsite
 - Activity 5: Capitalize the results of the inclusive methodology
 - Activity 6: Draft the toolkit
- **Phase 3: Validation of the toolkit**
 - Activity 7: Presentation of the toolkit with the Ministry of Territorial Planning
 - Activity 8: Readjustments and comments
 - Activity 9: Validation of the toolkit at Geosystems et Développement
 - Activity 10: Validation of the toolkit with the Ministry of Territorial Planning

4.2. Cost-saving measures on the project

The implementation of this project is designed to kick in without needing an external budget for Phase 1, as it is a low-cost activity led among and with Geosystems coworkers within the framework of the work programme. The implementation of Phases 2 and 3 will try aim to reduce cost on environmental impact such as unnecessary printing, aligning with Geosystems Environment charter.

Figure 19 - Activity and resource plan

Resources	Activity	Outputs	Outcomes	Impact
Time and human resources allocated to the training and dialogues about gender equality	Share key learnings about gender equality within the workplace	Output 1.1. Key learning shared among the technical expert on TPS elaboration at work organisation	Outcome 1. Increased Gender Equality and Inclusion awareness among the Ministry of Territorial Planning and Work Organization	The main stakeholders are conscious about the importance of Gender mainstreaming in territorial planning to leverage development
	Share key learnings about gender equality with Ministry of territorial planning	Output 1.2. Key learning shared with the Ministry of territorial planning		
Brainstormings among technical expert at Geosystems	Building on the existing methodology, drafting an inclusive methodology	Output 2.1. Gender-sensitive data collection	Outcome 2. Acknowledgment of issues arising from Gender Inequality in Territorial Planning	
		Output 2.2. Gender-sensitive and inclusive diagnostic analysis methodology		
Human resources to advocate and work on the methodology Human and financial resources to allocate to fieldwork	Carry out a gender-sensitive methodology during the elaboration of the TPS	Output 3.1. Advocacy for gender equality and inclusion during "The preparatory phase" among the institutional key stakeholders (Mayor, Municipal Council, Technical Team, Elaboration Committee, ...)	Outcome 3. Increased awareness and commitment to Gender Equality and Inclusion among stakeholders on the local, ie the Municipalities	
		Output 3.2. Advocacy on the importance of inclusion and gender equality with the mayor and council prior to setting up the planning committee (CCAT)		

Resources	Activity	Outputs	Outcomes	Impact
		Output 4.1. Inclusive scenarii design	Outcome 4. The Vision of the territory, elaborated by the municipalities and the Zoning of the territory reflects inclusion	TPS has leveraged inclusive development for the future of the territory Women and marginalized group are integrated in the development actions and projects implementation on their territory
		Output 4.2. Identification of needs and projects Aligned with women's and marginalized group perspectives from diagnostic analysis		
		Output 5.1. Establishment of a Inclusion Commitment Charter	Outcome 5. Demonstration of committment to inclusion from Municipality for the implementation of the planning	Increase of inclusive projects
		Output 5.2. Prioritisation of development projects reflect inclusion		
Human resources dedicated to the elaboration	Capitalize the results of the inclusive methodology	Output 6.1 Toolkit	Outcome 6. Demonstration of committment to Gender mainstreaming in TPS elaboration from the Ministry of territorial planning	All TPS elaboration in madagascar are inclusive
	Draft the toolkit			
Official presentation to the ministry of territorial planning	Present the toolkit to the ministry of territorial planning	Output 6.2 Validation of the toolkit from the ministry of territorial planning		

Source : conception of the author, April 2024

4.3. Project timeline

Figure 20 - Project timeline

	Phase	Short term M1, M2	Mid-term M3, M4, M5	Long-term M6, M7
Phase 1 June 2024- July 2024	The planting seed phase: Gender equality awareness			
Phase 2 Aug 2024- Oct 2024	Conception of the toolkit			
Phase 3 Nov 2024- Dec 2024	Validation of the toolkit with the Ministry of Territorial Planning			

Source : Conception of the author, April 2024

4.4. Risk analysis

Figure 21- Risk analysis

Risk	Probability	Severity	Mitigation
Lack of funding	Low	High	Donor appeals
Low receptiveness from the Ministry of Territorial Planning	Low	High	Lobby through discussions
Low receptiveness from the municipalities about gender equality	Low	High	Find alternative narrative

Source : Conception of the author, April 2024

5. BUDGET

Personnel	Unit	Quantity	Remuneration exp/day	Total in USD
Head of Mission	day	70	200	14 000
Geographer	day	70	100	7 000
Rural planner specialist	day	70	100	7 000
Environnement and climate change expert	day	30	100	3 000
Behavioural Change expert	day	30	100	3 000
Communication specialist	day	30	100	3 000
GIS expert	day	10	100	1 000
Socio Organizer	day	30	100	3 000
Environnement and climate change expert	day	30	100	3 000
Graphist	day	20	100	2 000
Sub-Total				46 000
Equipment	Unit	Quantity	Cost	Total in USD
Communication	Unit	8	300	2 400
Reports	Unit	5	50	250
Maps printing	Unit	400	50	20 000
Workshops	Unit	20	1 000	20 000
Toolkit printing	Unit	1	100	100
Sub-Total				42 750
TOTAL in USD				88 750

6. PARTICIPATORY MONITORING AND EVALUATION

6.1. Project sustainability analysis

This project is about elaborating a toolkit as guidelines to implement an inclusive methodology for the elaboration of TPS in the rural municipalities of Madagascar. To ensure the sustainability of the use of the toolkit, monitoring and evaluation must be participatory and be carried out at two levels:

- ✓ Within Geosystems: to what extent has the toolkit been used after adopting it?
- ✓ Within the results of the TPS documents: to what extent are the TPS that have used the toolkit for their elaboration inclusive?

Therefore, monitoring and evaluation will use different approaches: Assessment, gender audits and gender mapping of the situation.

6.1.1. Analysis 1: Assessment of the toolkit usage

Once adopted by Geosystems, monitoring and evaluation will focus on the use the toolkit. A participatory assessment of the toolkit usage among the technicians who elaborated on the TPS will be carried out every after-mandate.

6.1.2. Analysis 2: Gender audits of the TPS

To assess the outcomes of the toolkit, a gender audit will need to be carried out to track the TPS elaborated with the use of the toolkit. Gender audits are highly efficient for tracking changes made in favour of gender within a document.

6.1.3. Analysis 3: Gender mapping of the toolkit usage

To assess the usage of the toolkit, a gender mapping of the toolkit usage will be carried out to measure the inclusion of the situation:

- ✓ How gender inclusive are the stakeholders who have participated in elaborating the document?
- ✓ How inclusive are the results of the document?
 - the primary development guidelines for a 15-year period
 - the zoning plan indicating land uses, an atlas with several maps, and the infrastructure and facilities to be installed

7. REPORTING

The progress of the implementation of this project, depending on the phase of the project, will follow the structure of the work organisation but also following the public hierarchy of the Ministry of territorial planning. Considering the complexity of the public administration, this project sets a reporting system that attempts to simplify the communication among the actors and prioritize the results. This will assess all the phases of the project implementation, the stakeholders involved, and outputs and the outcomes. Phase 1 will mainly be an internal system of reporting among Geosystems. The phase 2 and 3 will be a reporting system in between Geosystems and the Ministry of Territorial Planning.

Figure 22 - Internal reporting system



Figure 23 - External reporting system



Source : Conception of the author

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ANNEXES

Annexe 1 : Legal framework for Gender Equality

Title of key policy or plan	Year	Description of gender content	Madagascar's status
Malagasy Nationality Law*	1960	<ul style="list-style-type: none"> • Gives men and women equal rights to pass on nationality to children. • Helps spouses and children to retain their nationality if a partner or a parent loses theirs. 	Amended on January 2017 (Law No. 2016-038) allowing women to transfer their nationality to their children
Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)*	1980	<ul style="list-style-type: none"> • Although the CEDAW was adopted in 1980, the CEDAW Committee adopted General Recommendation No. 244 in 1994 on health services, recognizing that child and maternal mortality rates and declining life expectancy were unacceptable, and recommending the next report indicate what effective measures were being taken by the government to counter the alarming situation in women's health. • Article 4 calls for a "25 percent quota for women in the National Assembly." 	Ratified on March 17, 1989
Convention on the Rights of the Child (CRC)*	1990	<ul style="list-style-type: none"> • Defines a child as a person below age 18. • Commits state parties to protect children from all forms of mental and physical violence, as well as sexual exploitation, child marriage, abuse, harmful traditional practices, and prostitution. 	Ratified on March 19, 1991
African Charter on Human and Peoples' Rights*	1991	<ul style="list-style-type: none"> • Calls for the elimination of discrimination against women and protection of rights of women and children • Prohibits all child marriage. 	Ratified on March 9, 1992 Ratified in 2005
CRC Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution, and child pornography*	2000	<ul style="list-style-type: none"> • Commits state parties to protect children from economic exploitation and any form that can interfere with a child's education and can cause harm including to health and physical, mental, spiritual, moral, and social development. • Commits the prohibition of the sale of children, child prostitution, and child pornography. 	Ratified on September 22, 2004
Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa*	2004	<ul style="list-style-type: none"> • Calls on states to protect several rights of women and girls, including property rights, rights to a consensual marriage, protection against child marriage, widows' rights, inheritance rights, and protection against all forms of violence. 	Ratified on May 20, 2019
Labor Code*	2004	<ul style="list-style-type: none"> • Discrimination of all forms, including based on gender, religion, race, political affiliation, disability, or trade union membership, is prohibited in the workplace (Article 64). • Law prohibits women from working in positions that would pose a danger to their health or safety, includes working at night in the industrial sectors such as mining (Labour Law, Article 85). 	
Marriage and Matrimonial Act*	2007	<ul style="list-style-type: none"> • Increases the legal age for marriage to 18 years old for both women and men. 	Although marriage under 18 is prohibited, parental consent is permitted under the judicial authorization for "serious reasons."
Gender and Elections Strategy (2015–2020) (Genre et Elections à Madagascar 2015-2020)*	2015	<ul style="list-style-type: none"> • Commits to improving women's political participation at all stages of the electoral process and strengthening the capacities of women candidates in politics. • Lists specific measures to mainstream gender in the legislation on political parties and elections. 	
Madagascar's National Health Policy (the Plan de Développement du Secteur Santé) (PDSS)*	2015	<ul style="list-style-type: none"> • Commits to improving the supply and quality of health care services at all levels and encouraging the population to use them, as well as improving maternal and child health outcomes. • Intends to increase the utilization of family planning and share of assisted deliveries through improved accessibility and affordability of respective services. 	

Title of key policy or plan	Year	Description of gender content	Madagascar's status
Family Planning Strategic Plan (2016–2020) ^l	2016	<ul style="list-style-type: none"> Securing reproductive health products that include targets, indicators, and a road map for addressing maternal mortality by taking a multisectoral approach. 	
National Land Program (2016–2020) ^a	2016	<ul style="list-style-type: none"> Secured land rights access to all persons regardless of sex, age, and wealth. Implemented legal interventions to address discrimination against women in terms of violence and access to resources and agency. 	
National Policy on Community Health (PNSC) in seven regions: Analanjirofo, Boeny, DIANA, Melaky, Menabe, SAVA, and Sofia ^l	2017	<ul style="list-style-type: none"> No clear policy recommendations for addressing gender equity or social inclusion in the health sector. The policy does not clearly define who qualifies as vulnerable or a strategy to reach groups with different needs. 	
Reproductive Health and Family Planning Law ^m	2017	<ul style="list-style-type: none"> Permits girls—for the first time—to access contraception without parental consent. Aims to reach 50 percent prevalence of contraception use by 2020 by targeting youth, and girls in particular who are more susceptible to early and forced child marriage, violence against women and girls, and school dropout. 	
Madagascar's National Strategy for Combatting Gender-Based Violence (2017–2021) ^l	2018	<ul style="list-style-type: none"> Introduced policy to address discrimination against women in terms of violence and access to resources and agency. Established a National Bureau for Sexual Gender-based Violence (free legal aid, psycho-social services). 	
National Strategic Plan on Child Marriage (2018–2024) ^l	2018	<ul style="list-style-type: none"> The overall objective of the strategy is to reduce the prevalence of child marriage from 41.2 percent to 21.2 percent over the seven years and ensure that all villages are declared free of child marriage. 	

Source : The World Bank compilation, Unlocking potential for women report, 2024