

## **INTERGRATING GENDER INTO THE 5<sup>TH</sup> NATIONAL DEVELOPMENT PLAN**

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### **1.0 INTRODUCTION**

Zambia whose population is 10,757,192<sup>1</sup> attained its independence on October 24 1964. Since then there has been no explicit National Gender Policy. An effort to increase the role of women in socio economic development was made by the Government in the Fourth National Development Plan in 1989 – 1993, which included a chapter on Women in Development.

Government is aware of the Gender imbalances in social, economic, cultural and political spheres, which have prevented females, who comprise 51% of the population from contributing effectively to and benefiting to the development process. Zambia's constitutional and legal systems in the last 40 years have not addressed women's exploitation, discrimination and marginalisation. The Government's bureaucracy is itself, part of institutionalised gender inequality, under a dual system of law, which Zambia has. Many discriminatory practices are legal under customary law and serve to legitimise negative rules and norms practiced by Government departments. Obstacles to gender equality lie partly within government itself. These internal contradictions underlie the ambiguities found in Government's National Gender Policy (NGP). A good example is, where Zambia has (8) Members of Parliament appointed by the President and none of them as of now is female. This action of not nominating female MPs shows lack of commitment to Gender equality in Decision-making by the appointing authority, who in this case is the President. Zambia has not achieved the 30% minimum representation in decision-making positions stipulated by the 1997 SADC Gender Declaration (as of now the representation of women in Parliament stands at 12.1%).<sup>2</sup> Under these circumstances, it is most unlikely that Zambia will ever achieve by 2005 the 30% set by member countries.

Government recognises the importance of Gender and that Gender issues cut across all areas of development and involve multiple institutions and sectors. In the NGP, Government has decided to streamline the institutional framework for Gender mainstreaming, supposedly to ensure speedy and effective implementation, co-ordination, monitoring and evaluation of the NGP. The framework includes the following;

National level – GIDD and Gender Consultative Forum  
Sectoral level – Line Ministries – Gender Focal Points  
Provincial level – Gender Co-ordinating Points  
District level – District Gender Focal Points

Government has through the adoption of the NGP and its SPA committed itself to addressing gender issues and concerns at all levels of National Development. The SPANGP contains policy measures and interventions, activities, expected results and actors for specific sectors to facilitate its effective implementation. Each specific sector has a lead actor or/and actors and a set of Gender interventions that will be implemented.

Most Gender interventions were derived from sector policies and programmes with full participation of staff from these sectors making implementations of Gender interventions in specific sectors full responsibilities of the lead actors

The SPANGP contains policy measures and interventions activities, expected results and actors for specific sectors in order to facilitate its effective implementation. Much as the Government's intentions are good, there is no seriousness attached to the intentions, as most of these pronouncements are just on paper.

The purpose of this position paper is to ensure the inclusion of the Strategic Plan of Action for the National Gender Policy (SPANGP) into the 5<sup>th</sup> National Development Plan.

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<sup>1</sup> CSO Living Conditions, 2002-2003

<sup>2</sup> ZNWL

The paper identifies the following as the critical areas for considering gender in the 5<sup>th</sup> National Development Plan;

*1. Use of the quota system as affirmative action to ensure the attainment of the minimum of 30% by 2008.*

*2. Strengthening of the legal framework with consideration creating a Gender Commission.*

*3. Effective Gender mainstreaming at all levels of development (ensuring that a user friendly gender mainstreaming tool is developed)*

*4. Formulation of policy from Cabinet Office directed by specific gender guidelines at all levels if gender mainstreaming is to be achieved effectively.*

## **1.1 SITUATION ANALYSIS**

### **1.1.1 Institutional Framework**

The Government in 1996 upgraded the Women in Development Department (WIDD) to the Gender in Development Division (GIDD) at Cabinet Office. The establishment of the Gender in Development Division facilitated the development of the National Gender Policy (NGP); this was one of the steps that Government took in implementing the 1996 Beijing Conference outcome.

The parallel NGO structure established to fulfil the same objective is the Non Governmental Organisation Co-ordinating Council (NGOCC), which has member organisations spread throughout the country. These include Non Governmental Organisations (NGOs), Community Based Organisations (CBOs), and District Women's Associations (DWAs). GIDD identified NGOs as major players in the implementation of the Strategic Plan of Action for the national Gender Policy (SPANGP), which was drawn by GIDD through a consultative process with stakeholders, which included the Women's Movement led by NGOCC. This started well, but with the passing of time and the high staff turnover at GIDD, this collaboration faded away. NGOCC is not represented on any Sector Advisory Group (SAG), which makes it very difficult for NGOCC to input into the National Development machinery.

### **1.1.2 Development of National Gender Policy and Strategic Plan of Action for Implementation**

The first Strategic Plan called, Strategic Plan for the Advancement of Women (SPAW) was developed as one of the post Beijing Activities. This was the translation of Beijing Platform for Action (BPFA) over a period of five years from 1996 to 2001. It was meant to provide all principle actors with a workable plan of action for the effective implementation of the Beijing Platform for Action (BPFA); SPAW was the translation of BPFA into the Zambian reality.

The following were identified as the five priority areas and arranged in order of priority:

1. The persistent and growing burden of poverty on women and their unequal access to resources and participation in economic structure and policies.
  2. Inequalities in access to and opportunities in education, skills development and training.
  3. Women's unequal access to health and related services.
  4. Inequality between women and men in sharing of power and decision-making.
  5. The Rights of the girl child
- The SPAW was manageable, workable and had verifiable indicators for each priority area of concern. It meant to provide all principle factors with a workable plan of action for effective implementation of BPFA at country level. The success of SPAW was going to be measured on how equitably women and men participated and benefited from the development and implementation period of SPAW.

Unfortunately, The SPAW was never implemented; one would say that this was because it was mostly NGO driven.

The development of the Strategic Plan of Action for the National Gender Policy (SPANGP) was another process. Cabinet only approved the SPANGP, which covers the period from 2003 to 2007, in June 2004. The long drawn process of drawing up the NGP and SPANGP and adopting them does not only point to the lack of commitment on the part of Government, to seriously deal with gender issues, But also confirms the notion that this was largely a process steered by NGOs and the Donor community.

Consequently, this cast doubt on the implementation of the SPANGP. Therefore, it is this situation which strengthens the argument that the SPANGP should be integrated into the 5<sup>th</sup> National Development Plan. The Government's position on the implementation of SPANGP is so far unclear. The NGP and SPANGP processes have been a long drawn out process, which has lasted from 1996 to January 2004, when the SPANGP was adopted. This is a total period of eight years. This seriously contrasts the seriousness of the need for action on one hand, against the seriousness of policy intentions on the other, thereby demonstrating the gap between Policy and Action. Gender Needs Assessment Policy should match with serious implementation action in order to meet the need.

### **1.1.3 Implementation Mechanism for the Strategic Plan**

GIDD at Cabinet Office is responsible for co-ordinating monitoring and evaluation of the implementation of the NGP and SPANGP. The role of GIDD in the implementation of the SPA is therefore to provide leadership in the Co-ordination of the gender and development programmes and activities of all stakeholders in Zambia. Despite GIDD having all these roles, it has not adequately executed them due to, among other reasons:

- Inadequate funding
- Limited capacity in gender analysis
- Inadequate Monitoring and Evaluation systems to ensure that Gender is mainstreamed at all levels. Inadequate staffing high staff turnover and lack of continuity.
- No mechanisms for regular reporting on NGO interventions to address gender issues.
- Lack of gender disaggregated data
- Lack of gender sensitive Budgets

### **1.1.4 Gender Mainstreaming**

NGOCC has through its member organisations been advocating for mainstreaming gender into all endeavours of national development. Lack of understanding of Gender mainstreaming by various actors and in particular the Government has seen women now being marginalised more, even at the apex of Gender machinery like GIDD, which should be spearheading Gender (staff ratio between men and women, there are more men than women at GIDD. The term Gender Mainstreaming may seem innocent, but can be, and is being misused due to the National machinery inability and capacity to facilitate the mainstreaming of gender into various activities. Documents that are intended to serve as mechanism for gender mainstreaming have not adequately and seriously been implemented and disseminated. These include the NGP and the SPANGP.

There is therefore need for Government and the Women's Movement to seriously revisit this issue of Gender Mainstreaming. Gender training should be revived and should be done on continuous basis.

### **1.1.5 Issues not fully Addressed in the NGP and SPANGP**

The Logical Framework presented in the SPANGP (2004-2008) presents a list of activities to be done to enhance the progression of having more women in decision-making positions. The following are the gaps identified in the activities:

1. Chiefs and traditional leaders have not been included in any of the activities. These have to be among the target groups for sensitization activities as they have authority and are influential especially in the rural settings. Retrogressive cultural beliefs can be done away with if the chiefs

- are in the forefront of discouraging women and girl children to go into early marriages and focus on education which is a catalyst in the promotion of women to higher positions.
2. Allocation of quotas should include spheres of development. This should be mandatory to government, political parties and the private sector.
  3. Low wages means low savings; women cannot cope with economic shock and Women also have low asset base. Low savings compounded with lack of asset base means that women's resilience to shocks is low.
  4. Effect of TB; HIV/AIDS on women and children, this has to be included as women are vulnerable to these diseases because of the cultural belief that they have to be submissive to men.

### **1.1.6 Women and Poverty**

Although poverty affects both women and men, women are more affected. Government acknowledges the high levels of poverty in the country and the fact that women and children are more affected by poverty. In its efforts to address poverty, the Government, had drawn up, with the help of various stakeholders, a Poverty Reduction Strategy programme (PRSP) from 2002 – 2004. This was Zambia's National Plan for the reduction of poverty. The PRSP was targeted to work at two distinct levels;

- Put in place economic growth – stimulating interventions and;
- Put in place measures that cushion the poor against the adverse impacts of economic reforms and other internal and external factors.

An analysis of the PRSP reveals that gender had not been mainstreamed into the PRSP. This left the implementation of Gender concerns in the PRSP at the discretion of actors who are often gender blind, uncommitted to gender equality and equity, and empowerment of women. Again the PRSP failed to address Gender issues, related to poverty. There has been little progress recorded with regards to the status of women in the last 10 years. Women are poorer now than they have ever been. Women's lives have further been ravaged by HIV/AIDS pandemic. Women have been made aware of their rights, but cannot demand these rights because of crippling levels of poverty and HIV/AIDS.

### **1.1.7 Inequality between Women and Men in the Sharing Of Power and Decision Making**

Women continue to be marginally represented at all levels of decision-making. Women continue to be marginally represented at all levels of decision-making. The situation has not improved much in the past 40 years. For example, the number of female members of parliament from 1964 – 2005 shows an increase from 6.7% to 12.1%. This trend is replicated in political parties, specific committees, private sectors, government bodies and at local government level. Of late most women occupying strategic positions have been removed unceremoniously on flimsy grounds and replaced by men. This makes the requirement SADC member countries to attain the 30% minimum in decision-making position by 2005 a mockery. There is therefore, need to mainstream gender at all levels of development without further delay.

### **1.1.8 Education and Training**

Education is a right to be enjoyed by all and an important factor in enabling the individual to influence personnel, community, national and global development in social, culture and economic fields. The traditionally and culturally accepted image that the girl-child is a passive and submissive character remains unchallenged in most cultures in Zambia. Challenges of discrimination against the girl-child continue to be;

- Girl child pregnancies
- Child abuse in form of sexual harassment, forced labour and other forms.
- Stigmatisation of children with disabilities especially girls.

- Increased number of orphans which in turn increases their vulnerability to all forms of abuse and HIV/AIDS.

There is some advocacy now to change the traditional and cultural practices, which hinder girls from being empowered. More people are now aware of the rights of the girl-child. There has been a marked improvement in enrolling of girls and boys in schools. Despite this increase, participation and performance of girls in education has still lagged behind that of boys. This gender gap in enrolment remained at 2% between, 2000 and 2003.<sup>3</sup> Females have continued to be disadvantaged in accessing education and achieving their potential. Retention rates for females are poor although the enrolment in grade one is almost equal between girls and boys, the gender gap in completion rates remain at 14%. The gender gap is widest at tertiary level, both in terms of numbers and fields of study.

There is therefore need for;

- Affirmative action approach to address these gender imbalances and mechanisms for retention of girls in education.
- Introduction of gender responsive curriculum in schools.
- Government policy that compels parents and guardians to send their girl children to school and ensure their retention up to University level.
- Government to build more schools, especially in rural areas, to reduce on the distances that children have to walk to schools.
- Bill of rights to Education for All.

### **1.1.9 Women's Unequal Access to Health and Related Services**

Women and children are major users of health services in Zambia. However, only a small percentage of women and children have access to health services, even where services are available the medical fees required are prohibitive.

There are three major areas of health concern for women; Tuberculosis (TB), High Maternal Mortality Rate (MMR) and HIV/AIDS. Prevalence rates indicate that MMR has increased from 649 in 1996 per 100,000 live births to 729 per 100,000 in 2002<sup>4</sup> and that HIV/AIDS Prevalence rates are high in women (who are biologically receivers, while men are givers). The CSO *Zambia Demographic Health Survey 2003* indicates that 17% of women in the age range 15 to 49 years are HIV Positive compared to 13% of men in the same age group.

TB causes more deaths among women than all causes of maternal mortality combined.<sup>5</sup>HIV/AIDS is dramatically fuelling the TB epidemic in sub-Saharan Africa where up to 70% of the TB patients are infected with HIV/AIDS. For many years efforts to tackle TB and HIV/AIDS have been largely separate, despite the overlapping epidemiology;

There is therefore need for;

- (A) Improved collaboration between TB and HIV/AIDS programmes, will lead to more effective control of TB among HIV infected people especially women.
- (B) More collaborative action on TB and HIV/AIDS to address the dual TB and HIV/AIDS epidemic.

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<sup>3</sup> GRZ and UN (2003:6)

<sup>4</sup> CSO (2003)

<sup>5</sup> Political commitment to Sustain TB Control ([www.unaids.org](http://www.unaids.org))

- (C) An indicative mechanism to be put in place to measure whether the health needs of women and children are addressed or not.
- (D) Strategy to mainstream gender in the overall health system through development of planning manuals.
- (E) Construction of roads and health centres should be considered to improve reproductive health needs women.
- (F) Increased budget allocation for health and specifically reproductive health needs.
- (G) Measures to be put in place to decrease maternal mortality.
- (H) Budgetary allocation for gender action measures to be explicit.
- (I) Gender disaggregated data at health institutions to track down the budget access of both women and men.

#### **1.1.10 Legal Framework**

Cultural beliefs, customs and socialization processes have perpetuated gender imbalances. Zambia operates a dual legal system consisting of customary and statutory laws. Though unwritten and varying from culture to culture, one thing that is common under customary law is its legalised pattern of discrimination against women. Although Zambia has ratified most International and Regional Conventions and Agreements that promote human rights such as the CEDAW and SADC Gender Declaration, these have not been domesticated. At the moment the Zambian constitution has no provision for incorporating International treaties and domestic laws.

There is need to address these cultural related problems by;

- (a) Conversion of International instruments on gender into law – domestication of international instruments and conventions that promote Gender equality and equity and women’s full empowerment.
- (b) Encouraging family education in different forms with special focus on socialisation and on how boys and girls are raised.
- (c) Carrying out gender sensitisation programmes from state house down to the village levels continuously.
- (d) Amendment to *Article 23(4) d* of the Republican Constitution to prohibit gender discrimination.

#### **1.1.11 Agriculture**

Women contribute 70% of their labour to agricultural production and yet they have no control over their labour and they are disadvantaged by a lack of equal access to agricultural resources such as information, credit, land, technology and decision making as compared to their male counter parts.

There is need therefore to;

- Train more females in farming in local communities;
- Train agricultural and rural farmer groups, extension staffing in gender education, as a continuous process
- Train more female extension officers.
- Provide a policy that will enable women have access and control over factors of production.
- Provide opportunities for women to become ICT literate.

#### **1.1.12 Gender Violence and Child Defilement**

Violence against women and girls is rampant. The problem of gender violence has existed in Zambia for a long time and it is perpetuated by the increased poverty, which has become an issue of great concern. The effects of violence include HIV/AIDS, psychological trauma, physical defilement and death. All forms of violence should be criminalised.

There is therefore need to;

- Review, amend laws to criminalise gender violence and introduce stiffer punishment for perpetrators of violence against women and children;
- Enact a bill on violence against women and children.
- Provide support to Victim Support Unit (VSU) and ensure that data is sex disaggregated
- Interlink VSU with various areas of intervention like medical and legal sections dealing with cases that are reported.

#### **1.1.13 Land**

Land ownership and acquisition in Zambia continues to be a major hindrance to women's effective participation in national development. Here again, the Land Act is a major drawback. The current Land Act allows customary laws which confer land ownership to men. The provision of *Article 23(4) (C.D)* of the Republic of Zambia recognises the application of customary laws in matters dealing with property especially that it is under traditional rulers. Even the directive to allocate 10% of available land to women is a nightmare. The procedures of acquiring land and title deeds are still cumbersome and bureaucratic.

There is need there fore:

- To ensure that 30% of available land is reserved for women is implemented and that women equally participate in the remaining 70%.
- Simplify all procedures for land acquisition and ownership.
- Sensitised women on Land rights
- Gender sensitise traditional rulers, streamline and enforce the legal frame work that will promote the ownership of land by women especially at community level.

#### **1.1.14 Housing**

Women continue to be disadvantaged in the housing sector. Cultural practices and traditional values have exacerbated women's poor access to housing. Their lack of control over land coupled by the costly building materials, prohibitive professional fees and poor access to loans and lack of control over land, work against house ownership by women.

There is therefore need to:-

- Use Affirmative Action to ensure equitable access to housing between women and men;
- Incorporate gender in the allocation criteria of housing units.
- Link women to various shelter providing organizations like Habitat for Humanity and National Housing Authority.

#### **1.1.15 Labour, Employment and Social Security**

One major factor explaining women's poverty is the prevailing gender-based discrimination in society at large and in labour markets in particular. For various reasons that are socio-cultural, women find it more difficult to access jobs and income, especially good quality jobs which are considered to be the most empowering and effective strategy to break out of poverty. Most women are in the informal sectors where wages are low.

The demand for women's labour has been further weakened by their reproductive and productive roles and the HIV/AIDS pandemic. As a result, they tend to be less favoured when it comes to recruitment, placement and promotion.

There is therefore need to:

- Lobby Government to address gender imbalances in labour, employment and social security at all levels;
- Gender sensitise employers, men and women on gender roles and issues pertaining to labour employment.
- Enact a minimum wage bill of rights
- Provide Small and Medium Enterprise (SME) programmes for women.

- Use the quarter system in ensuring that women access jobs and stay in employment.

#### **1.1.16 Tourism, Environment and Natural Resources**

The main areas of concern in Tourism, Environment, and Natural Resources are inadequate women's participation in Natural Resources and Environment management; inadequate co-ordination among key players; low levels of awareness and inadequate enforcement of legislation. Women and children are also vulnerable to commercial and sexual exploitation.

There is need to:

- Integrate gender into the environment impact assessment process
- Use Affirmative Action to facilitate effective participation of women in the tourism sector
- Formulate gender sensitive policies in environment and tourism
- Ensure gender is mainstreamed into policies, programmes, and projects dealing with environment and natural resources management and utilisation.

#### **1.1.17 Commerce Trade and Industry**

In the area of commerce trade and industry, women's participation continues to be minimal; this is hampered by limited access to commercial credit and loans from banks and financial institutions. This is one area which women are very cautious to venture into.

There is therefore need to:

- Sensitise women and the youth on the importance of their participation in commercial and industrial ventures
- Engender the commerce trade and industry policy

#### **1.1.18 Transport and Communication**

The majority of women have limited access to transport and communication facilities due to pursuing non gender responsive development strategies in the areas of transport and communication. There is inadequate infrastructure for Information and Communication Technology (ICT) facilities such as, cell phones, telephones, internet, road, and rail and air network in rural areas where the majority of women live.

There is need therefore to:

- Gender mainstream the transport system and engender its policy on transport and communication
- Provide continuous gender sensitive transport and communication.
- Provide tax incentives to institutions providing transport and communication facilities in rural areas.
- Provide tax incentives to institutions providing transport and communication facilities in rural areas.
- Gender mainstream the transport system and provide gender sensitive transport and communication.

#### **1.1.19 Media**

Media is one of the most influential structures for socialisation in any society. The new political climate in the country has brought about new media outlets both print and electronic. This has brought about an increase in the number of media outlets through which stereotyped images of women and men can be channelled. Women's participation in media management continues to be low and the Media policy is silent on the subject of gender.

There if therefore need for,

- Government to enact/pass the Freedom of Information Bill.
- Media institutions to be compelled to have policies that strongly advocate for gender issues.



- Government to fund media institutions to ensure that they have capacity for gender reporting.

## **2.0 RECOMMENDATIONS**

For Zambia to attain the Millennium Development Goals by 2015 in line with the NDP, the following should be implemented;

- 1) There should be gender indicators for the NDP. The budget should be gender explicit and should respond to the needs of women and men.
- 2) Violence against women and children bill should be adopted to curb the scourge.
- 3) It is important to unpack "Gender Mainstreaming" as a concept and to adopt Gender mainstreaming and Rights based approach in Policy development and implementation.
- 4) There should be Affirmative Action and use of the Quota system and strong political commitment at all levels of policy making necessary to deal with gender issues and improve the situation of women and attainment of the minimum 30% women representation in decision making without further delay.
- 5) There should be a full Cabinet Minister in charge of Gender at Cabinet Office.
- 6) There is need for continuous monitoring and evaluation to ensure that Gender Mainstreaming is effected at all levels.
- 7) Collaboration of GIDD and NGOCC should be enhanced and NGOCC should be represented in all SAGS as key stakeholders in the implementation of the SPANGP for harmonisation.
- 8) HIV/AIDS should be treated as a cross cutting issue at all levels.
- 9) Establishment of the TB / HIV/AIDS Co-ordinating body to promote and coordinate the response of the two programmes at all levels.
- 10) Establishment of a Gender Commission for proper implementation of the NGP and its SPANGP.
- 11) 50% of the nominated Members of parliament should be women.
- 12) A much more aggressive approach is needed to address gender imbalances and mechanisms are needed for the retention of girls in education.
- 13) There is need to put gender responsive curriculum in place.
- 14) Budgetary allocations for gender action measures should be explicit.
- 15) To put through Affirmative Action to deliberately increase the number of women and youth accessing ARVs.
- 16) Review and amend laws that hinder women's access to control over factors of production such as land, technology and information.
- 17) Facilitate and strengthen the provision of agricultural services, credit, and extension research to women and youth farmers by the use Affirmative Action and a quota system.
- 18) Use Affirmative Action to ensure that there is equal acquisition of land, housing and farm inputs between women and men.
- 19) Government should consider giving women traders preferential treatment / special exemption.
- 20) Government should develop appropriate social safety nets, not those that are social welfare oriented but those that have an employment income generating component.
- 21) Empower women to participate in the designing and implementation of development programmes to meet their needs.
- 22) The issue of child labour - 16 years old and below, persons with disabilities and retrenchments should be addressed.
- 23) The existing tax policies should be revisited so as to ensure that they enhance productive capacities and improve the entrepreneurship of women and men.
- 24) Establish an institutional framework that will coordinate the activities and monitor the impact of complementary efforts by various stakeholders dealing with poverty alleviation and reduction programmes.
- 25) Promotion of the formation of women's development groups – where women can get together and work on income generating projects.
- 26) Attention should also be focused at the needs of the rural disabled and aged women.
- 27) "Women and men having equal opportunities in attaining financial independence" should be the cornerstone of Zambia National Gender Policy.
- 28) Period targeting women training in certain professions should be part of the development plan for the nation.

29) Reproductive needs of women need to be effectively articulated in the 5th National Development Plan.

### 3.0 PRIORITISATION OF EMERGING ISSUES

Absolute Minimum Priority	Explanation	Programme	Target	Actors	Performance Indicators	Time frame
<b>1. Inequality between women &amp; men in the sharing of power and Decision making.</b>	This is one issue which, if well addressed would bridge gender gaps in all areas of development. There is need to promote equitable gender representation in all areas of development through affirmative action.	<b>1.</b> Affirmative Action to achieve the minimum of 30% at all levels and use of a quota system.	Government through GIDD/MLA.	NGOs Parliament Religious groupings Media Political parties.	At least 30% of women in power and Decision making.	2006 – 2008
		<b>2.</b> Unpacking of Gender Mainstreaming (GM) as a concept and adoption of GM and a Woman’s Rights based approach in policy development and implementation.	GIDD NGOCC MoFNP	NGOs Media Line Ministries Parliament	By achieving at least 30% responsiveness at all levels of development.	2006 - 2012
<b>2. Eradication of Poverty among women</b>	Although poverty affects both women and Men, women are most affected.	<ol style="list-style-type: none"> <li><b>1.</b> Strengthen agricultural services, credit extension, and research to benefit women through affirmative action.</li> <li><b>2.</b> Ensure equitable distribution of agricultural inputs to both women and men headed households.</li> <li><b>3.</b> Economic empowerment for women.</li> <li><b>4.</b> Provision of easy credit facilities.</li> <li><b>5.</b> SME development programmes for Women.</li> </ol>	MACO GIDD MFNP MET  MACO GIDD  MFNP MET	NGOs ZARD Credit institutions Traditional Leaders Local communities Religious groupings Media  “	30% women in Decision Making structures in Agriculture SME Economic Empowerment  At least 50% women Accessing Agricultural Inputs and food security Empowerment created for Women.  30% women in decision making Structures in Agriculture SME and Economic empowerment ventures.	2006 - 2012
<b>3. Crosscutting Issues.</b>	Mainstreaming all the stated all levels of development and all areas of human endeavours.	<b>1.</b> Gender mainstreaming	GIDD NGOCC MIBS	Line Ministries NGOs Traditional Leaders Parliament Local communities Media Religious groupings	All development Programmes effectively Gender mainstreamed to attain equal access of development.	2006 – 2012
		<b>2.</b> TB; HIV/AIDS Collaboration	MOH GIDD	Line Ministries NGOs Traditional Leaders	Reduction in TB; HIV/AIDS related deaths	2006 – 2012

			ZAMWA	Parliament Local communities Media Religious groupings	especially among women and children.	
		3. Promotion of Human rights of women	GIDD MLA WLSA ZLDC HRC Ministry of Justice (MJ)	WILDAF WfC Parliament NGOs All line Ministries ZAMWA	Increased levels of domestication.  Increased awareness on Women's Rights.	2006 – 2012
		4. Establishing Gender Commission	GIDD NGOCC MDD	Line ministries.	Gender responsive services in all departments, programmes and institutions.	2006 – 2012
		5. Need for Gender desegregated data	CSO GIDD	Line ministries NGOCC	All data gender Desegregated. Gender responsive Planning and decision Making.	2006 – 2012
		6. Institutionalised monitoring and evaluation	GIDD	NGOCC Line ministries WLSA ZARD MOH	Gender mainstreaming effectively implemented and the NGP well integrated in the NDP.	2006 – 2012
		7. Women's Rights with a focus on gender violence, and review and amend laws to criminalise gender Violence.	MHA Parliament GIDD WLSA	YWCA NGOs Police (VSU)	A Gender violence bill adopted to curb the scourge.	2006 - 2012
		8. Education and Literacy				
<b>4. Labour, Employment and Social Security</b>	One major factor explaining women's poverty and vulnerability is the prevailing Gender-based discrimination in society at large and in labour markets in particular	1. Gender sensitisation to be mandatory and continuous at all places of work and adherence to International Labour Organisation rules and regulations and its domestication.	MOL GIDD	NWL NGOCC ZFAWIB Line ministries Labour organisations	Gender mainstreamed at all levels pertaining to Labour employment and social security.	2006 – 2012

<b>5. Legal framework.</b>	Cultural beliefs and socialisation processes have perpetuated gender imbalances and violence. Legal framework still does not adequately guarantee women's rights	1. Domestication of International instruments and conventions that promote Gender equality and equity and women's full empowerment.	MLA WLSA GIDD Parliament. YWCA	NGOs Donor Community WILDAF	Gender Equality and Equity observed by all.	2006 – 2012
		2. Enactment of a Bill on violence against women & children. 3. Amendment of Article 23 (4) d of the Republican Constitution to promote Gender equality.	MLA WLSA GIDD Parliament	NGOs Religious groupings	Women fully empowered and contributing effectively to the economy	2006 – 2012
<b>6. Other important priorities</b>	<p><b>1) Health</b> Women and children continue to lack access to medical facilities, and the TB; HIV/AIDS pandemic, malaria, maternal mortality have worsened the health situation of women.</p> <p><b>2) Commerce, Trade and Industry</b> These are areas in which women are still inhibited.</p> <p><b>3) General comment</b> Young women and children's issues are not addressed.  Media needs to stand alone.</p>	1. Deliberate effort through Affirmative Action to increase numbers of women and the youth accessing ARTs.	MOH GIDD CBOH	ZAMWA NGOCC ZAN CHAZ NAC	Equality achieved Between women and men accessing ARTs.	2006 – 2012
		2. Establishment of TB; HIV/AIDS Co-ordinating body to promote, co-ordinate the response of the two programmes at all levels ensuring that Gender is mainstreamed at all levels.	MOH GIDD CBOH	MWAZ NGOCC CHAZ ZANAN NAC	Gender mainstreamed at all levels and TB; HIV/AIDS related death Minimised.	2006 – 2012
		1. Engendering the Commerce, Trade and Industry Policy.	MCTI GIDD NGOCC	ZARD ZFAWIB NWL	More women venturing into the Commerce, Trade and Industry sector.	2006 – 2012
		2. Affirmative action in giving women traders preferential treatment / special exemption.	MCTI GIDD NGOCC	ZFAWIB YWCA	More women venturing into the Commerce, Trade and Industry sector.	2005 - 2011
<b>7) Monitoring &amp; Evaluation</b>	In order to monitor the and evaluate the Implementation of the NGP, Government Should establish an integrated system of monitoring and evaluation and implementation of the NGP and SPANGP.	Establishment of an integrated system of monitoring and evaluation and instruments for the implementation of the NGP and SPANGP	GIDD NGOCC	ZARD WfC	NGP and SPANGP Effectively implemented and operational.  All programmes on course.  Gender monitoring and evaluation Mechanisms established and Implemented at all levels.	2006 – 2012

#### 4.0 CONCLUSION

The SPANGP was approved only in January 2004 and since then no meaningful progress has been evidenced in its implementation. The long process of drawing up the NGP and adopting it, not only points to the lack of commitment on the part of government to seriously deal with gender issues, but also confirms that this process is largely steered by NGOs and the Donor Community in turn and casts doubt on the implementation of the NGP and SPANGP. It is not likely that Zambia will achieve the 30% SADC Gender Protocol commitment by 2005 and the Millennium Development Goals, as currently the position stands at 19% women in public decision making positions. In comparison with male-headed households, there are 70% extremely poor households among the female households as compared to 57% among the male households.<sup>6</sup> This is why the Women's Movement feels strongly that unless the SPANGP is included in the 5<sup>th</sup> NDP, implementation will never be done effectively, and gender equality and equity will not be achieved for women's empowerment in Zambia. It can be stated emphatically here that issues of empowerment have not resulted in any real changes on the ground for women, but exist only on paper.

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<sup>6</sup> CSPR, 2002:28

## **ACRONYMS**

**AIDS** – Acquired Immune Deficiency Syndrome  
**ARTs** – Anti-Retroviral Therapy  
**ARVs** – Anti - Retroviral  
**BPFA** – Beijing Platform of Action  
**CBO** – Community Based Organisation  
**CBOH** – Central Board of Health  
**CHAZ** – Churches Health Association of Zambia  
**CSO** – Central Statistical Office  
**GIDD** – Gender in Development Division  
**HIV** – Human Deficiency Virus  
**ILO** – International Labour Organisation  
**MACO** – Ministry of Agriculture & Cooperatives  
**MCTI** – Ministry of Commerce, Trade & Industry  
**MDD** – Management Development Division  
**MHA** – Ministry of Home Affairs  
**ML** – Ministry of Lands  
**MLA** – Ministry of Legal Affairs  
**MMR** – Maternal Mortality Rate  
**MOE** – Ministry of Education  
**MoFNP** – Ministry of Finance & National Planning  
**MOH** – Ministry of Health  
**MOL** – Ministry of Labour  
**MWAZ** – Medical Women’s Association of Zambia  
**NAC** – National AIDS Council  
**NGOCC** – Non Governmental Organisations Coordinating Council  
**NGOs** – Non governmental Organisations  
**NGP** – National Gender Policy  
**PFA** – Platform for Action  
**PRSP** – Poverty Reduction Strategy Paper  
**SPA** – Strategic Plan of Action  
**SPANGP** – Strategic Plan of Action for the National Gender Policy  
**VSU** – Victim Support Unit  
**WfC** – Women for Change  
**WID** – Women in Development  
**WILDAF** – Women in Law and Development in Africa  
**WLSA** – Women and Law in Southern Africa  
**YWCA** – Young Women Christian Association  
**ZAFAWIB** – Zambia Federation of Associations of Women in Business  
**ZAMWA** – Zambia Media Women Association  
**ZARD** – Zambia Association for Research & Development  
**ZLDC** – Zambia Law Development Commission  
**ZNAN** – Zambia National AIDS Network  
**ZNWL** – **Zambia National Women’s Lobby**

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