## **Chapter 4: Gender**

## Introduction to gender and gender-related terminology

Gender: Biological or sex differences between men and women do not change, but the social roles that they are required to play vary between different societies and cultures and at different periods of history. "Gender" is the term used to describe this social differentiation.

Gender roles: Both men and women play multiple roles in society (e. g. productive, reproductive, and community management). While men are able to focus on a single productive role, and play their roles sequentially, women in contrast to men must play these roles simultaneously and balance simultaneous competing claims on limited time for each of them. Women's labour time and flexibility are, therefore, much more constrained than is the case for men. Because men and women have historically played different roles in society, they often face very different cultural, institutional, physical, and economic constraints, many of which are rooted in systemic biases and discrimination. Due to this differentiation in gender roles, women and men experience poverty differently.

Gender needs: Since men and women have different gender roles, they also have different needs. From both a policy and operational viewpoint, it is useful to distinguish between two types of gender needs. Practical gender needs are those needs of women (and men) connected with their existing roles in society; meeting these needs refers to actions to address inadequacies in the living conditions women (and men) experience. Strategic gender needs on the other hand are about changing men's and women's roles in society. Meeting these needs, through policies to improve women's status and to promote equity and equal opportunity, entails actions to overcome systemic biases against women derived from the socially structured subordination of women to men. The biases take the form of gender-based discrimination in the division of labour and in household management. The biases are also to be found in factor and product markets (including access to and control of assets and productive resources). In addition, they are to be found in legal statutes and basic human rights. Most prominently, the biases are found in the participation of women in decision-making at household, community, and national levels, and in access to public services. While acknowledging the importance of addressing practical gender needs, this paper will pay particular attention to addressing strategic gender needs.

#### Situation analysis of gender dimensions in critical sectors

## **Education**

Education is one of the most important factors for empowerment for women and men. Education and training of women in Zambia has been influenced by socio-cultural, economic and historical factors. Historically the colonial government adopted policies that favoured males to the exclusion of women. The initial integration strategies were to enable women learn how to be better mothers and wives and, therefore, tended to concentrate on the home economics and social etiquette training. In many, especially rural households, the limited educational resources are made available for boys' education and not for girls' education, the rationale being that the girls will eventually be married off and the husbands will look after them.

There are important male-female differentials in access to education in Zambia. At entry to the primary level, there are generally an equal number of girls and boys. Female dropout from school begins to assume significance in Grade 4, such that by the end of secondary school only about one-third of the students are female. At the tertiary level, the male-female gap widens further, with females representing only about 20% of students. Vocational and technical training reveals similar trends of low female enrolments, trends that date back to the earliest days of these institutions.

The education reforms in Zambia have gone a long way in bringing down gender barriers to the education of girls. The Ministry of Education is working towards reducing the barriers to the education of girls through the Programme for the Advancement of Girls' Education (PAGE). Initially, PAGE was being implemented in Lusaka and Chipata Districts only, as a pilot phase. It has now been adopted in ten schools in each province. This was decided after an evaluation revealed the positive impacts of what PAGE had achieved in the pilot schools, in terms of enhancing girl-child education. These reforms need to be reinforced. Adult women (and men) continue to exhibit high levels of illiteracy. This is particularly true in rural areas.

#### Health

Health is a very important social service for women and men. As a result of women's heavy workload and time burden, women's own ill-health assumes particular importance. This is especially significant when viewed in conjunction with the high total fertility rate at 5.8 live births, the high maternal and child mortality rates at 940/100,000 and 110/1000 live births, respectively, that still prevail (see ZARD, 1998b, p. 11). Women's low health status greatly constraints their capacity to provide for the health of their families, as well as for their economic productivity and potential.

The high levels of HIV/AIDS among women is also an indication that women are more threatened by the epidemic than men. The main threats stem from the fact that women have, in general terms, less control over their reproductive lives than men do. In Zambian tradition, a married woman becomes more or less the property of the husband; she has little or no say in the sexual relationship. The ravages of poverty also compel many young women into sexual relationships that expose them to HIV/AIDS infections. In terms of productivity, HIV/AIDS takes away not only the strength from those infected, but also from those caring for them (mostly women) as well.

#### **Agriculture**

The majority of Zambians derive their livelihoods from agriculture. Agriculture, therefore, offers the most immediate relief to poverty if properly tackled. Women are responsible for about 70% of the unpaid labour on small-scale farms, and provide substantially more labour than men throughout the agricultural sector. As a result of migration patterns over many years, women have been estimated to comprise about 65% of the rural population in Zambia.

A recent study found that only 26% of those who owned cattle were females (see A. C. Phiri *et al.*, 1998, p. 18). The same study further revealed that only 14% of the women had ever received a loan, while only 33% of the females used ox-drawn ploughs to cultivate their land compared, to 67% who used the hand hoe.

This evident marginalisation of women in agriculture is closely associated with the process of commercialisation of the sector. Men have principal responsibility for cash crops and the use of the money generated from that; women on the other hand have principal responsibility for subsistence agriculture, together with their responsibility for ensuring food availability for the household.

#### Trade and markets

Gender, trade and markets are new but fast expanding areas of concern in development thinking. It is important to identify how to make trade and markets work for women and other marginalised groups in society. At international level, the main link between trade and gender lies in the multi-national corporations' (MNCs) desire to exploit cheap labour in the developing countries. The cheapest labour is usually from the most vulnerable segments in society. These vulnerable groups are, for the most part, women and children. Women employed by MNCs work very long hours, are not allowed to unionise, and receive very low wages. This is particularly serious in export processing zones scattered all over the developing world and soon to be introduced in Zambia. At regional level, the Common Market for Eastern and Southern Africa (COMESA) Free Trade Area (FTA) has just been inaugurated. It is as yet unclear how this will affect the livelihoods of many of the male and female cross border traders in Zambia.

Additionally, small-scale farmers (especially women) often find it difficult to take advantage of market opportunities offered by these MNCs. This may be either because they lack the knowledge about the existence of such opportunities or because they cannot satisfy the arbitrarily determined quality and/or quantity standards. The absence of state marketing boards, effective private traders and co-operatives for input and produce marketing, as well as the disrepair of most rural infrastructure, compounds the plight of small-scale farmers' problems of access to markets.

## Some critical issues relating to gender

#### Women and the law

One of the critical legal challenges for women in Zambia is the dual system of law, which recognises both customary and statutory legal regimes - especially regarding marriages. Customary law varies with tribe, but it tends to be generally discriminatory against women. Customary law allows polygamous relationships with their complications, such as the payment of bride prices and other practices that entrench the perception of women as legal minors. Moreover, under customary law, women cannot access land and capital without being "accompanied" by male relatives or their husband.

In addition to the above, there is no constitutional requirement, or government policy, which stipulates that the provisions of international instruments should be incorporated within domestic law. Ratification of such instruments without adoption of their provisions into domestic law means, in effect, that the government is not bound by such instruments.

The ratification of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), therefore, has very limited effect. Following the provisions of CEDAW would require a radical revision of customary law, its status under the Constitution, and its administration under the Local Courts Act. No such reforms have ever been proposed, or even been contemplated, by government. Customary law is treated as being in the hands of traditional leaders - the chiefs, rather than in the hands of

government. It is treated as a sacred inheritance by all those interested in maintaining patriarchal rule in the country; it is to be preserved, and not to be interfered with by government. While customary law and the customs and traditions that go with it are treated in this way, there is little prospect of women obtaining equality under the law in Zambia.

Therefore, far from protecting women from discrimination, the Constitution legalises it in the area of customary law, and in all other areas of statutory law, in cases involving adoption, marriage, divorce, burial, inheritance and personal law. Many women are unable to access the justice system either because they are unaware, cannot afford to pay, or the relevant institutions are not available in their vicinity.

## Governance and decision-making

Women constitute 51% of Zambia's population. Their participation in public life is, however, consistently lower than of their male counterparts. This means that women's views, perceptions and needs are not adequately represented in decisions affecting their lives. Zambia ratified CEDAW and made commitments at government level in relation to other international agreements. Among other agreements Zambia has signed are the Dakar and Beijing Platforms of Action which came with the Strategic Plan for the Advancement of Women (SPAW), detailing the priority actions to be taken by government and non-state actors. Other commitments include the Cairo International Conference on Population and Development, the Convention on the Rights of the Child, the African Human and Children's Rights Charter, the Vienna Declaration on Women's Human Rights, the Copenhagen World Summit on Social Development, and the Southern African Development Community (SADC) Declaration on Gender and Development. At national level Zambia adopted the good governance document. Despite these commitments, however, the situation of women appears to be getting worse.

## **Gender violence**

Gender violence, especially violence against women, is a serious problem in Zambia. There are, however, inadequate figures on the true extent of this scourge. The few publicly known cases are derived from newspaper reports, the police, and the drop-in-centre at the Young Women's Christian Association (YWCA). Most reported cases include women killed by boyfriends, husbands in so-called "domestic disputes", women killed by other family members, women and girls killed by thieves, and children killed as a result of male violence. In recent years, there has also been an increase in reported cases on child abuse and incest.

There is a prevalence of "property grabbing", as a consequence of the traditional and cultural norms. This is despite the existence of the Intestate and Succession Act of 1989. These issues have necessitated the establishment of the Victim Support Unit at Police Headquarters and at specific participating stations in Zambia.

## **Gender initiatives**

The above concerns have prompted the international community including Zambia, to take action to correct the situation. Immediately following the Beijing Conference, the Department of Women at the

then National Commission for Development Planning (NCDP) was, in 1996, elevated to a Gender in Development Division (GIDD), directly under Cabinet Office, Office of the President. This development is the administrative continuation of the earlier Women in Development (WID), a department set up by the previous United National Independence Party (UNIP) government in the mid-1980s.

The Gender in Development Division is the administrative unit given the responsibility of formulating and implementing government gender policy. The unit is mandated to liase with stakeholders, and network with organisations that have similar goals locally, regionally and internationally. Since its establishment, GIDD has facilitated the establishment of Gender Focal Points (GFPs) and the appointment of Gender Focal Point Persons (GFPPs) in line ministries and provincial administration headquarters; there are as yet no GFPPs at district level. Gender Focal Point Persons are supposed to be involved in formulating sectoral policies that are gender responsive. Within their ministries, they are supposed to monitor and evaluate the implementation of the policies and programmes and to ensure that they are gender responsive. The GFPPs are also supposed to see to it that gender is taken into account when the national budget is drawn up. GIDD also has the overall responsibility to co-ordinate the gender mainstreaming activities of all line ministries.

Parliament has a Legal Affairs, Governance, Human Rights and Gender Matters Committee. The Committee is responsible for scrutinising government policies and activities for gender responsiveness. Women Parliamentarians have themselves formed a caucus whose objective is to sensitise the legislators and make them aware of the need for gender equality and equity.

In 1996, in response to the Beijing Platform for Action (PFA), GIDD called together all stakeholders, including women's NGOs, for a meeting to formulate a National Gender Policy (NGP). This was a fairly radical step by Zambian standards, and it showed commitment to closing gender gaps in all provisions of government, as well as a commitment to ensuring 30% female occupation of higher decision-making positions in the public service by the year 2005. Among the recommendations submitted was that 50% of decision-making positions be reserved for women, and that 60% of all land available for distribution be allocated to women. In 2000, government passed the National Gender Policy, but in the process watered down some of the progressive recommendations mentioned above. The policy is weak in some key respects, such as lack of specific time lines for reaching certain targets. It is, nonetheless, a useful document in that it states government's position on gender and development in Zambia. It is worth noting that the NGP has now been translated into local languages.

In June 1996, Zambia prepared and published a comprehensive Strategic Plan for the Advancement of Women (SPAW) for the years 1996 to 2001. The Strategic Plan for the Advancement of Women recognises five critical areas of concern, which are given as:

- the persistent and growing burden of poverty on women and their unequal access to resources and lack of participation in economic structures and policies;
- inequality in access to opportunities in education, and to skills development and training;
- unequal access to health and related services;
- inequalities between women and men in the sharing of power and in decision-making;
- the rights of the girl child.

The SPAW was the result of a series of workshops, seminars and meetings held to translate the global PFA to local realities. The document was developed as an action plan to guide government, policy makers and NGOs in the implementation of the Beijing and national Platforms for Action (for details see ZARD, 1998b).

In addition to the state activities, non-state actors (organisations) have also taken up the challenge of uplifting the status of women. These organisations are active in the Women's Movement with many of them operating under the umbrella of the Non-Governmental Organisation Co-ordinating Committee (NGOCC). NGOCC's role relates to creating a framework within which gender and sustainable development interventions by member organisations and other players are effectively co-ordinated and supported. Without such a national framework and co-ordinated front, efforts will be dissipated, risk losing strategic focus and thus lack impact. The enactment of the Intestate Succession Act of 1989 and the adoption of the National Gender Policy are good examples of sustained lobbying and advocacy activities by the gender based NGOs. Table 4.1 below outlines some of the gender-based organisations and their areas of focus.

Table 4.1: Gender-based organisations and their profiles

Name of organisation	Partner profile
Non-Governmental Organisation Co- ordinating Committee (NGOCC)	The thrust is to service the member organisations by strengthening their capacities through training, donor linkages, networking, publications and lobbying.
2. National Women's Lobby Group (NWLG)	Promotion of women's equal representation and participation in decision-making at all levels through lobbying, advocacy and capacity building.
3. Zambia Alliance for Women (ZAW)	Improvement of the welfare of women and children in Zambia through advocacy.
4. National Legal Aid Clinic for Women (NLACW)	Offers legal aid to women and children.
5. Women for Change (WFC)	Vision is to contribute to the creation of sustainable economic and social systems controlled by and for the benefit of rural people through networking, training and advocacy.
6. Young Women's Christian Association (YWCA)	The mission is to empower women in order to achieve a better community.
7. Zambia Media Women's Association (ZAMWA)	To promote professionalism among female member media practitioners.
8. Women in Law and Development in Africa (WILDAF)	To promote the effective use of various strategies, including law, by women to achieve development.
9. Women and Law in Southern Africa (WLSA)	Gender based socio-legal action research, lobbying and advocacy. Offices in seven Southern African countries.
10. Zambia Association for Research and Development (ZARD)	Action oriented gender research, advocacy, lobbying, publishing and networking.

## **Challenges**

The above mentioned gender disparities in Zambia, if left unattended to quickly, comprehensively and in a co-ordinated manner will mean that the country will remain in poverty. The gender disparities highlighted above can be summarised under six inter-related headings. These are:

- *Imbalances* in the rights and responsibilities of men and women, as reflected in a highly asymmetrical gender division of labour, which while it has evolved, has done so largely to the detriment of women.
- *Insecurity* of women, in contrast to men, related to the precariousness of women's social/economic status. The lack of control over economic resources and the lack of autonomy in decision-making have worsened the situation.
- *Immobility* of women, in both its spatial and cultural/social dimensions. Women are "supposed to" be indoors, managing the home while men are outdoors managing the economy and the nation.
- *Inattention* to the diversity of households in Zambia and to critical issues of intra-household resource allocation and decision-making, as well as lack of attention to the implications of these factors for economic outcomes.
- *Inequity* resulting from the systematic bias against women in access to social services (education, health, water and sanitation), economic resources (land, capital), and from the institutional rigidities that lead to failure to recognise and respond to women's particular needs.
- *Invisibility* of women in economic analysis and policy-making, in the partial and misleading definitions of work and labour force participation that undervalue and ignore women's work.

#### **Recommendations**

Gender analysis must be an integral part of design of (sectoral) policies, programmes and national budgets, aimed at promoting economic growth and alleviating poverty. This must enable systematic attention to be given to the gender issues highlighted above, and their implications. Women must be part and parcel of the process of gender analysis and priority setting.

The need to collect and disseminate gender-desegregated statistics is very important. This means that the work of the gender statistics section at CSO and GFP at all levels must be up graded. The CSO statistics should include intra-household aspects of access to resources.

Sensitisation, awareness-building, skills development, and capacity building in addressing gender issues must be undertaken across the full range of institutions

responsible for development. This sensitisation should include but should not be limited to households, CBOs/NGOs, local authorities and national institutions. Men and women should both be targeted with appropriate messages.

The time constraint that women face must be addressed through the introduction of labour saving technologies. It is quite clear that women play their multiple roles simultaneously, and must seek to balance competing claims on their limited time. This seriously compromises their ability to take on economic opportunities that may arise. Technologies such as electrification, piped water supply and agricultural labour saving devices should be explored.

## **Gender strategic objectives**

The main goal of the gender strategic objectives is to strengthen gender based and women's organisations for the purpose of mobilising women and strategic allies into a critical mass, to contribute to the achievement of gender equality and equity in all areas of national development from the year 2002 and beyond.

The thrust of the proposed gender strategic objectives is to tackle the real causes of gender inequalities (strategic gender needs), and not the symptoms (practical gender needs). The strategies are based on the assumption that an appropriate structure exists within the gender based NGOs that can be developed to take charge of the programme management and co-ordination. The total programme budget amounts to US\$9,947,000 for three years. The annual breakdown of costs for each subprogramme budget reveals the priority areas.

# Programme goals, activities and budgets

Table 4.2: Budget for governance and capacity building

The goal of the sub-programme is to transform and strengthen the gender based and women's organisations and their initiatives into a strong women's movement.					
	Activities	Year 1 (US\$)	<b>Year 2 (US\$)</b>	<b>Year 3 (US\$)</b>	Total
1	Establish and facilitate the work of the programme management committee and sub-	5,500	4,500	4,500	14,500
	programme group.				
2.	Facilitate recruitment and placement of both long and short-term programme staff.	2,000	1,000	1,000	4,000
3.	Plan and undertake restructuring exercise of provincial offices so as to strengthen these	32,000	-	-	32,000
	structures.				
4.	Conduct orientation programmes for NGOCC, implementing NGOs' members of staff	20,000	-	-	20,000
	and Boards.				
5.	Facilitate annual programme review meetings.	4,200	4,200	4,200	12,600
6.	Identify and procure equipment.	646,000	646,000	100,000	1,392,000
Sub-tota		709,700	655,700	109,700	1,475,100
7.	Conduct a review of existing governance systems of member NGOs.	32,000	32,000	-	64,000
8.	Design capacity development programmes for member NGOs.	12,000	7,000	-	19,000
9.	Undertake organisational development of member NGOs	25,000	25,000	-	50,000
10.	Implement training programmes for member NGOs on various aspects arising from the	32,000	32,000	-	64,000
	review of the NGOs.				
11.	Conduct a mid-term review of programme.	-	32,000	-	32,000
	Sub-total	101,000	128,000	-	229,000
	Total for Sub-programme	810,700	783,700	109,700	1,704,000

Table 4.3: Budget for decision-making and community participation

The goa	The goal of the sub-programme is to promote women's participation in decision-making at various levels, including the political, social and community.					
	Activities	Year 1 (US\$)	<b>Year 2 (US\$)</b>	<b>Year 3 (US\$)</b>	Total	
1	Identification of women candidates for the parliamentary and local government elections.	50,000	20,000	20,000	90,000	
2.	Develop capacity building programmes for women candidates.	10,000	10,000	10,000	30,000	
3.	Create regional gender training institute.	100,0000	100,000	100,000	300,000	
4.	Develop pre-and post election support mechanism for women candidates.	100,000	80,000	50,000	230,000	
	Sub-total Sub-total	260,000	210,000	180,000	650,000	
5.	Preparation of a profile of gender knowledge, practices and attitudes.	32,000	32,000	-	64,000	
6.	Develop and implement IEC material.	60,000	60,000	60,000	180,000	
7.	Develop and perform theatre activities.	50,000	50,000	50,000	150,000	
8.	Conduct radio and television programmes.	30,000	30,000	20,000	80,000	
9.	Identify and develop partnerships.	20,000	20,000	20,000	60,000	
	Sub-total Sub-total	192,000	192,000	150,000	543,000	
10.	Research into and identify gender gaps in the electoral process.	10,000	5,000	-	15,000	
11.	Monitor media coverage of the electoral process.	10,000	5,000	-	15,000	
12.	Monitor the actual voting process.	85,000	50,000	-	135,000	
13.	Prepare gender analysis report.	10,000	5,000	-	15,000	
14.	Publish and disseminate.	20,000	-	-	20,000	
	Sub-total Sub-total	135,000	65,000	-	200,000	
	Total for sub-programme	587,000	467,000	330,000	1,384,000	

**Table 4.4: Budget for economic empowerment** 

econon	The goal of the sub-programme is to provide economic empowerment and investment opportunities as a means of alleviating abject poverty and promoting the socio economic status of women and communities.					
	Activities	Year 1 (US\$)	Year 2 (US\$)	<b>Year 3 (US\$)</b>	Total	
1.	Undertake baseline survey of various economic activities.	50,000	50,000	30,000	130,000	
2.	Document and publish nation-wide economic profile.	20,000	20,000	10,000	50,000	
3.	Identify and select women entrepreneurs and potential entrepreneurs.	10,000	10,000	10,000	30,000	
4.	Undertake training needs assessment.	40,000	30,000	30,000	100,000	
5.	Design a training implementation plan and training modules.	20,000	20,000	10,00	50,000	
7.	Select and conduct a training of trainers from the constituencies.	60,000	60,000	30,000	150,000	
8.	Identify investment opportunities, trade information and funding sources.	20,000	20,000	10,000	50,000	
9.	Establish entrepreneurs' development focal points.	90,000	45,000	45,000	180,000	
10.	Establish a revolving loan fund.	900,000	900,000	900,000	2,700,000	
	Total for sub-programme	1,210,000	1,155,000	1,075,000	3,440,000	

 Table 4.5: Budget for social development

The goa	The goal of the sub-programme is to improve women's physical, functional and financial access to social services such as health, education and housing.					
	Activities	Year 1 (US\$)	Year 2 (US\$)	Year 3 (US\$)	Total	
1.	Review existing functional literacy programmes.	10,000	5,000	-	15,000	
2.	Design implementation modalities of the literary classes.	45,000	36,000	-	81,000	
3.	Develop teaching modules for literacy classes.	110,000	90,000	-	200,000	
4.	Conduct nation-wide functional literacy activities.	750,000	750,000	750,000	2,250,000	
5.	Conduct periodic monitoring and evaluation.	5,000	5,000	5,000	15,000	
6.	Conduct refresher workshops for teachers/trainers.	45,000	36,000	36,000	117,000	
7.	Establish regional literacy centres.	25,000	20,000	20,000	65,000	
	Sub-total	990,000	942,000	811,000	2,743,000	
8.	Establish critical health education needs.	32,000	32,000	-	64,000	
9.	Develop a health education plan.	15,000	-	-	15,000	
10.	Undertake nation-wide health education.	90,000	90,000	90,000	270,000	
11.	Monitor and evaluate.	4,000	4,000	4,000	12,000	
	Sub-total	141,000	126,000	94,000	361,000	
	Total for sub-programme	1,131,000	1,068,000	905,000	3,104,000	

Table 4.6: Budget for research and advocacy

The goa	The goal of the sub-programme is to undertake research and advocacy activities that will bring about an awareness of the gender concerns and issues.					
	Activities	Year 1 (US\$)	Year 2 (US\$)	<b>Year 3 (US\$)</b>	Total	
1	Develop a sustainable public relations programme.	10,000	5,000	-	15,000	
2.	Develop and implement an advocacy strategy.	30,000	20,000	-	50,000	
3.	Conduct gender sensitisation workshops.	30,000	20,000	-	50,000	
4.	Facilitate launch of programme.	10,000	-	-	10,000	
5.	Establish gender journal.	5,000	-	-	5,000	
	Sub-total Sub-total	85,000	45,000	-	130,000	
6.	Inventory of research materials.	5,000	-	-	5,000	
7.	Gender analysis research.	40,000	20,000	-	60,000	
8.	Socio-legal research.	40,.000	20,000	-	60,000	
	Sub-total Sub-total	85,000	40,000	-	125,000	
9.	Preparation and translation of issue papers.	10,000	10,000	10,000	30,000	
10.	Conduct public forums on key issues.	5,000	5,000	5,000	15,000	
11.	Networking.	5,000	5,000	5,000	15,000	
	Sub-total Sub-total	20,000	20,000	20,000	60,000	
	Total for sub-programme	190,000	105,000	20,000	315,000	
	Grand Total for Gender Programme	3,928,700	3,578,700	2,439,700	9,947,000	