



REPUBLIC OF ZAMBIA

MINISTRY OF GENDER AND  
CHILD DEVELOPMENT

# **NATIONAL GENDER POLICY**

**2014**

SEPTEMBER 2014



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## FOREWORD

This National Gender Policy is aimed at ensuring the attainment of gender equality in the development process by redressing the existing gender imbalances. It also provides for equal opportunities for women and men to actively participate and contribute to their fullest ability and equitably benefit from national development.

The development of this Policy has been necessitated by a number of developments at national, regional and international levels such as global best gender practices; research findings; increase in gender based violence, human trafficking, as well as drug abuse and trafficking; gender disparities in positions of decision making; emerging health issues affecting mostly women and the negative impact of climate change, among others. The Policy also takes into account the aspirations and the Policies of the current Government.

The Policy examines situations in various sectors from a gender perspective in order to provide appropriate guidance, strategies and interventions for its successful implementation. Government will ensure that gender mainstreaming takes root across all sectors as a means to achieving equitable and sustainable socio-economic development.

The Ministry of Gender and Child Development as the Government Agency responsible for coordinating all ministries, their statutory bodies and other government agencies on gender matters shall put mechanisms and operational instruments in place to ensure effective co-ordination and successful implementation of the Policy aimed at attaining gender equity and equality.

It must be acknowledged that financing the implementation of the Policy will continue to be a challenge. There is, therefore, need to collaborate with all stakeholders including Cooperating Partners for technical and financial support in order to meaningfully realise the Vision of this Policy. In this regard, the Policy has highlighted the institutional arrangements and legal framework that will enhance broad participation in the implementation process.

Finally, I am confident that the co-ordinated efforts by all stakeholders to bring about this document will be more visible during the implementation stage so that the Vision on gender is attained. Stakeholders can, therefore, count on the Ministry for support and cooperation to give effect to the successful implementation of this Policy. I, therefore, urge all country women and men to rise to the challenge of this Policy.

Hon. Inonge Wina, MP  
MINISTER OF GENDER AND CHILD DEVELOPMENT

## ACKNOWLEDGEMENT

The review of the National Gender Policy of 2000 and the production of this document would not have come about without the support from Cooperating Partners who have consistently shown great enthusiasm in promoting gender equity and equality as part of the broader social and economic development strategy for Zambia.

In addition, the role that public sector institutions, the private sector, religious and faith based organisations and civil society have played deserve special mention.

I wish to appreciate the guidance the Ministry received during the development of this document from the Policy makers, the Policy Analysis and Co-ordination Division under Cabinet Office and other stakeholders, organisations and individuals whose contributions helped in shaping this policy.

I would specially like to thank the staff of all the ministries, their statutory bodies and other government agencies that participated in the consultative process and have given us their invaluable inputs.

Finally, I would like to recognise the efforts put in by the Technical Working Group (TWG) in the Ministry who have developed this Policy document and its Implementation Plan.

Daisy Nkhata Ng'ambi  
PERMANENT SECRETARY  
MINISTRY OF GENDER AND CHILD DEVELOPMENT

## WORKING DEFINITIONS

### Access

Having an opportunity to use a resource (material, financial and human).

### Affirmative Action

Special measures aimed at creating state of equality between females and males through implementation of deliberate strategies aimed at elevating the status of the disadvantaged.

### Benefits

Economic, social, political and psychological retributions derived from the utilisation of resources, including the satisfaction of both practical needs (food, housing) and strategic needs (education and training, political power).

### Child Labour

Child labour is when children are engaged in work (paid and unpaid) which deprives them of their rights of development, protection, survival and protection.

### Control

The power to make decisions regarding the use of a resource such as land.

### Culture

The distinctive patterns of ideas, beliefs, and norms which characterise the way of life and relations of a society or group within a society.

### Cultural Practices

Functional roles and rituals which are culturally determined and may be assigned to the sexes.

### Customary Laws

Laws based on tradition and may be influenced by public opinion in a particular society about standards governing behaviour or what society considers as a norm.

### Empowerment

The process of gaining access to resources and developing one's capabilities with a view to participating actively in shaping one's own life and that of one's community in economic, socio-cultural, political and religious terms.

### Engendering

Engendering to make the process or activity gender sensitive or gender-responsive by incorporating gender needs and interests and or eliminating gender discriminatory policies, strategies and practices.

### Feminisation of Poverty

Concept used to describe the state of poverty affecting mainly women because of their poor access to productive resources.

### Gender

Gender refers to the attributes and opportunities associated with being male and female, and the socio-cultural relationships between women and men, and girls and boys, as well as the relations between different groups of women and different groups of men. These attributes, opportunities and relationships are socially constructed and learned through socialization processes.

### Gender Analysis

Gender analysis is a systematic gathering and examination of information on gender differences and social relations in order to identify, understand and redress inequities based on gender.

### Gender Awareness

Gender Awareness is being conscious of the fact that men, women, boys and girls have different roles, responsibilities and needs.

### Gender Based Violence

Gender-based violence means any physical, mental, emotional, social or economic abuse against a person because of that person's gender and includes sexual or psychological harm or suffering to the person, threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.

### Gender Biased

Gender biased is when socio-cultural beliefs favour specifically men, women, boys and girls only.

### Gender Blindness

Gender Blindness is inability to perceive that there are different gender roles, need, responsibilities of men, women, boys and girls, and as a result failure to realise that policies, programmes and projects can have different impact on women, men, girls and boys.

### Gender Division of Labour

Gender Division of Labour is an overall societal pattern where women are allotted one set of gender roles and men are allotted another set. An unequal gender division of labour refers to situations in which there is an unequal division of the rewards of labour by sex, i.e., discrimination. The most obvious pattern in the gender division of labour is that women are mostly confined to unpaid domestic work and unpaid food production, whereas men dominate in cash crop production and wage employment.

### Gender Equality

Gender equality denotes women having the same opportunities in life as men, including the ability to participate in the public sphere.

### Gender Equity

Gender equity is the equivalence in life outcomes for women and men, recognising their different needs and interests, and requiring a redistribution of power and resources.

### Gender Gap

Gender gap refers to disparities between men and women in terms of their levels of participation, access to resources, rights, remunerations, benefits etc.

### Gender Inequality

Gender inequality is the disparity between individuals due to gender.

### Gender Inequality Index

Gender inequality index reflects gender inequality along three dimensions – reproductive health, parliamentary representation and educational attainment for empowerment, and labour force participation for the labour market.

### Gender Imbalances

Gender imbalances are inequalities which exist between females and males and are not related to sex roles.

### Gender Mainstreaming

Gender mainstreaming ensures women, men, girls and boys benefit equally from the development process by highlighting the impacts of policies, programmes and laws on the real situation of women, men, girls and boys.

### Gender Parity Index

Gender parity index is a measure that assesses and compares the level of participation of women and men in particular development undertaking.

### Gender Planning and Budgeting

Gender planning and budgeting acknowledges the gender patterns in society and develops policies/programs and allocates money that will change these patterns in a way that moves towards a more gender equal society. It includes taking into consideration sex and gender perspectives.

- Sex Perspective needs the government to ensure that policies and programs are available and adequately financed to address the different biological needs of women and men (e.g. child bearing for women).

- Gender Perspective needs the government to have vision of the type of roles, responsibilities and relationships that it wants to see in the country for women and men, girls and boys, and design, fund and implement policies and programs to move towards this goal.

#### Gender Roles

Functional responsibilities which are assigned by society and are influenced by cultural, political, religious or economic situation vary from region to region, within cultures and change over time.

#### Gender Roles Stereotyping

Portrayal of socially assigned gender roles which are viewed as "normal" and "natural."

#### Gender Sensitive

Gender Sensitive is taking into account the impact of policies, projects and programmes on men, women, boys and girls and trying to mitigate the negative consequences thereof.

#### Labour Force

The economically active population who are either employed or unemployed but are available for work.

#### Ladder of Citizen Participation

Citizen participation is considered to be a categorical term for citizen power. It is the redistribution of power that enables the have-not citizens, presently excluded, to be deliberately included in the future.

#### Poverty

A state of being insufficient in productive resources and income to ensure sustainable livelihood, access to and control over basic needs such as food, clothing, shelter and social services like education, health care, water and sanitation.

#### Practical and Strategic Needs

Practical needs are ones that, if met, help women in current activities. Strategic needs are needs that, if met, transform the balance of power between men and women.

#### Reproductive Health

A state of complete physical, mental and social well-being and not merely the absence of disease or infirmity in all matters relating to the reproductive system, its functions and processes.

#### Resources

Resources are means and goods, including those that are economic which include land, equipment, tools and finances.



### Sex

Sex refers to the biological or physiological characteristics which define humans as female or male based on their reproductive make-up.

### Sex disaggregated data/statistics

Collection and separation of statistical information by sex to enable comparative analysis.

### Sex Roles

Roles which females and males perform on the basis of their physiological or biological make-up.

### Sex Role Stereotypes

Rigidly held and over generalised beliefs that males and females by virtue of their sex possess distinct traits and characteristics.

### Socialisation

A process through which a person learns all things that she or he needs to know to function as a member of a specific society.

### Traditional Practices

Acts that are performed by people over and over again and which become part and parcel of one's day to day life and are actually subsets of the mainstream society.

### Transformational Education

Transformative education involves 4 stages of learning and reflecting – elaborating existing frames of reference, learning new frames of reference, transforming habits of mind and transforming points of view.

### Triple Roles

Describes three categories of work that both women and men do to maintain households and communities.

- Productive work involves the production of goods and services for consumption and trade (farming, fishing, employment and self-employment).
- Reproductive work involves the care and maintenance of the household and its members including bearing and caring for children, food preparation, water and fuel collection, shopping, housekeeping and family health care.
- Community work involves the collective organisation of social events and services: ceremonies and celebrations, community improvement activities, participation in groups and organisations, local political activities, and so on. This type of work is seldom considered in economic analyses of communities.

## ABBREVIATIONS AND ACRONYMS

ACHPR	African Charter on Human and People's Rights
AIDS	Acquired Immune Deficiency Syndrome
ART	Anti Retro-Viral Therapy
AU	African Union
BPFA	Beijing Platform for Action
CAZ	Communication Authority of Zambia
CBU	Copperbelt University
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSO	Central Statistical Office
CSOs	Civil Society Organisations
ECZ	Electoral Commission of Zambia
FHH	Female Headed Household
FISP	Farmer Input Support Programme
FNDP	Fifth National Development Plan
FSP	Food Security Pack
GBV	Gender Based Violence
GER	Gross Enrolment Ratio
GFP	Gender Focal Point
GII	Gender Inequality Index
GIMS	Gender Information Management System
GNP	Gross Nation Product
GPI	Gender Parity Index
HIV	Human Immunodeficiency Virus
ICPD	International Conference on Population and Development
IEC	Information, Education and Communication
ILO	International Labour Organisation
ILS	International Labour Standards
MCH	Maternal and Child Health
MDD	Management Development Division
MDG	Millennium Development Goals
MGCD	Ministry of Gender and Child Development
MHH	Male Headed Households

MMR	Maternal Mortality Rate
NAIP	National Agriculture Investment Programme
NER	Net Enrolment Ratio
NGO	Non-Governmental Organisation
NGP	National Gender Policy
PAC	Policy Analysis and Co-ordination
PSMD	Public Service Management Division
PWAS	Public Welfare Assistance Scheme
SADC	Southern Africa Development Community
SNDP	Sixth National Development Plan
STD	Sexually Transmitted Disease
UN	United Nations
UNZA	University of Zambia
VSU	Victim Support Unit
ZARD	Zambia Association for Research Development
ZDHS	Zambia Demographic Health Survey

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# CHAPTER 1

## INTRODUCTION

This policy is the revised version of the National Gender Policy (NGP) of 2000. Since the adoption of the first Policy in 2000, Zambia has made progress in the advancement of gender equality and empowerment of women in some sectors, though critical challenges still remain. The first National Gender Policy was aimed at achieving full participation of both women and men in the development process at all levels in order to ensure sustainable development and attainment of equity and equality between sexes. In implementing the Policy, the focus was to:-

- i) Facilitate the repeal and amendment of legislation that discriminate against women;
- ii) Increase access to and control over productive resources such as land and credit facilities;
- iii) Enhance access and utilisation of information and technology; and
- iv) Mainstream gender in all socio-economic and political policies, programmes, plans, projects and the national budgets to ensure that they are gender responsive.

The revised Policy gives a clear mandate to the Ministry of Gender and Child Development and other Line Ministries to mainstream gender in their operations. It sets priority areas of action at the National, Provincial, District and Community levels in terms of planning, resource allocation and implementation of development programmes to promote gender equity and equality. The ultimate objective of this Policy is to create a Zambian society which has achieved the Vision of 'A nation where there is gender equity and equality for sustainable development'. Notably, there has been an increase in general awareness on gender issues and some of the key achievements during the implementation of the first National Gender Policy include:-

- i) The enactment of the Anti-Gender Based Violence Act No. 1 of 2011 and the Matrimonial Causes Act No. 20 of 2007;
- ii) Establishment of the institutional framework that led to the creation of the Ministry of Gender and Child Development;
- iii) A Strategy for engendering the public service is in place; and
- iv) Several affirmative action policies have been put in place especially in the education sector and these will need to continue to fill the gender gaps that are reducing but continue to exist.

Despite some of the achievements cited above, the following challenges, among others, were encountered:-

- i) Limited understanding of gender mainstreaming among implementing institutions;
- ii) Inadequate Monitoring and Evaluation (M&E) framework in the previous policy;
- iii) Inadequate policy implementation framework; and

- iv) Limited co-ordination between ministries, their statutory bodies and other government agencies.

This Policy, therefore, seeks to address the shortcomings identified during the implementation period of the first policy and takes into account:-

- i) Changing socio-economic landscape,
- ii) Persistence of feminisation of poverty,
- iii) Rising gender dynamics in the HIV and AIDS pandemic,
- iv) Increased incidences of gender based violence,
- v) Human trafficking,
- vi) Negative impact of Climate change on women and children, and
- vii) Increased involvement of women in drug trafficking.

In addition, the Policy takes into account the priorities and aspirations of the Government as set out in Development Plans such as the Vision 2030, Revised Sixth National Development Plan (RSNDP), Millennium Development Goals (MDGs) and the Southern Africa Development Community (SADC) Protocol on Gender and Development. It also outlines broad measures for promoting gender equality including transforming mind sets as well as removing negative attitudes and cultural practices. It, therefore, identifies areas of action that include:-

- i) gender audits and plans of action based on the issues identified;
- ii) revision of policies, programmes and legislations;
- iii) awareness campaigns on gender issues in communities;
- iv) empowerment of women by facilitating participation in education and economic activities;
- v) addressing issues that hinder women's rights such as Gender Based Violence (GBV), forced-early-child marriages and child-teenage pregnancies;
- vi) tackling gender-related land issues; and
- vii) adherence to reproductive health rights especially for women and girls.

This Policy, therefore, builds on the previous policy on the goal of attainment of gender equity and equality. It is divided into nine Chapters, namely: Introduction; Situation Analysis; Vision and Rationale; Guiding Principles; Policy Objectives and Measures; Institutional Framework; Legal and Regulatory Framework; Resource Mobilisation and Financing; and Monitoring and Evaluation. The Policy is accompanied by an Implementation Plan which seeks to operationalise it.

# CHAPTER 2

## SITUATION ANALYSIS

### 2.0 BACKGROUND

The Ministry of Gender and Child Development (MGCD) was created by a Presidential directive on March 8, 2012. This was an elevation of the Gender and Child Development Division which operated under the Office of the President as one of the Divisions at Cabinet Office. The Gender and Child Development Division was a merger of the Gender in Development Division (GIDD) and the Child Development Department which was moved from the then Ministry of Community Development and Social Welfare. The Gender in Development Division (GIDD) was established in 1996 when it was transferred from National Commission for Development Planning and upgraded into a Division at Cabinet Office through Cabinet Office Circular No. 6 of 1996. It was through the Division that the Government adopted the first National Gender Policy (NGP) on March 6, 2000. The overall goal of the Policy was to facilitate effective and equitable participation of both women and men in the social economic development of the country. The period 1983 – 2003 was characterised by recognition that gender was critical for national development. This however, did not capture the roles and responsibilities that society assigned to women and men.<sup>1</sup>

With the establishment of the Ministry, an institutional framework was approved by parliament as contained in the Government Gazette No. 183 of March 23, 2012. The Gazette outlines the statutory functions of the Ministry as coordinating and monitoring the implementation of:-

1. The National Gender Policy;
2. The National Child Policy;
3. Streetism;

In undertaking the above responsibility, the ministry administers the following laws:-

1. The Affiliation and Maintenance of Children Act (Chapter 64 of The Laws of Zambia)
2. The Legitimacy Act (Chapter 52 of The Laws of Zambia); and
3. Anti-Gender Based Violence Act No. 1 of 2011.

### 2.1 INTRODUCTION

According to the 2010 Census of Population and Housing Report, Zambia's human population stood at 13,046,508, with females accounting for 51 percent. Majority of the population (61 percent) resides in the rural areas, whereas the rest are in the urban areas.

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<sup>1</sup> Source: Report of the Auditor General on the Implementation of Gender Mainstreaming Activities in Zambia, November 2012



Current data shows that women have continued to lag behind their male counterparts in all spheres of national development. Various research documents including the SNDP acknowledges that discrimination against women in the country is embodied in traditional rules and practices resulting into lasting constraints on women's socio-economic and political empowerment and progress.

At community and household levels, women are in most cases restricted from participating in important decisions such as resource planning and use, family planning and access to services such as health and education.

According to the 2012 Labour Force Survey, women play a critical role in sustaining a productive agricultural sector through the provision of 60.6 percent of labour but they experience unequal access to and control over important productive resources such as land and other inputs. This limits their ability to move beyond subsistence agriculture due to limited access to benefits accruing from their labour input during production. In wage employment, women are concentrated in the lowest paying sectors and non-technical jobs, which are linked to their lower education levels.

As a consequence, the 2013 United Nations Human Development Report ranks Zambia at

- i) 163rd out of 187 countries with Human Development Index (HDI) score of 0.448 showing an increase from 0.405;
- ii) 136th out of 148 countries with a Gender Inequality Index (GII) score of 0.623.<sup>2</sup> This score, therefore, shows that gender inequalities are still very high between males and females and achieving the ultimate score of 0 requires concerted efforts from all stakeholders across the country.

## 2.2 CROSS CUTTING GENDER ISSUES

### 2.2.1 POVERTY

In Zambia, majority of the population continues to live in poverty. But the existing gender inequalities between women and men compound the situation further due to the significant differences in opportunities available.

Poverty continues to remain more of a rural phenomenon than an urban one. The 2010 Census of Population and Housing shows that the majority of Zambia's population, 65 percent, lived in rural areas. Urban poverty in 2010 was estimated at 28 percent compared to 78 percent in rural areas. Extreme poverty, which reflects a household's inability to meet its nutritional requirements, was estimated at 58 percent for rural areas and 13 percent for urban areas.

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<sup>2</sup> The GII measures women's disadvantages in three dimensions: reproductive health; empowerment; and the labour market. Its range is from 0 – 1 with 0 being the desirable target as it entails equality whilst one (1) entails total inequality.

Over the past decade, Zambia registered positive economic growth of over 5 percent mainly attributed to the implementation of sound economic policies and growth in the country's productive sectors. However, the downside to Zambia's positive economic growth is the high poverty levels that have continued to characterise rural populations and female headed households, in particular.

According to the Living Conditions Monitoring Survey (2010), overall poverty is marginally higher among female populations at 80 percent compared to the male population at 78 percent. Although these figures had declined from the 2006 figures which were at 85 percent for women and 80 percent for males, extreme poverty levels were more pronounced in female headed households than male headed households.

Poverty among women continues to be a hindrance to their participation in decision making because they are less educated and skilled and are therefore dependent. They are disproportionately affected by HIV and AIDs and continue to be victims of GBV while they remain the poorest of the poor with limited formal and informal power.

### 2.2.1 DECISION MAKING

Women's participation in decision making has been identified as critical to sustainable development. However, women are largely underrepresented in decision making at all levels in institutions including the Executive, Legislature, Local Government, Quasi Government institutions, political parties, the private sector, religious bodies and traditional establishments. There has been significant increase of female judges at High Court level in the Judiciary with women representing 45 percent of the judges in the Supreme and High Courts. Notwithstanding the progress Supreme Court and High Court levels,, at the lower courts 9 out of 33 magistrates are women and only 97 out of 808 are local court justices.<sup>3</sup>

Achieving gender equality requires women's active participation and involvement in decision making at all levels, starting in the home and extending to the highest levels of government. The fact that gender inequalities continue to exist in all sectors at all levels, has negative implications on national development.

At Cabinet level, there have been minimal changes in the representation of women. Between 2001 and 2013, the percentage of female Cabinet Ministers has been fluctuating between 11 and 19. At parliamentary level, the percentage has been fluctuating between 11 and 14 percent. Although women are involved in mobilization at local levels for political parties, their participation at decision making levels remains low.

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<sup>3</sup> Source: Gender Audit of the Private and Public Sectors; Zambia National Women's Lobby; 2014

An analysis of the composition of decision makers in the public service reveals that more men than women occupy decision making positions. In 2002, women represented 19 percent at Permanent Secretary Level, compared to 29 percent in 2011. This represents a steady increase towards attaining the 50 percent threshold as outlined in the SADC Protocol on Gender and Development. However, much still needs to be done to reach this threshold.

The trend has been the same at local government level where women's representation has always been below 10 percent. Under the traditional leadership, Zambia has 288 gazetted traditional leaders/Chiefs. Out of these, 26 are female, representing a mere 9 percent<sup>4</sup>. Male dominance in traditional leadership is largely influenced by the pattern of inheritance based on lineage and succession and has negative implications on gender equality. At local governance level, female councillors accounted for 6% in the 2011 elections rising by 2 percent from the 2006 elections. In the private sector, a survey conducted by the Federation of Employers targeting 300 respondents of its members with 200 responding revealed that 22 percent of employees in senior management were females while only 9 percent of the females were Chief Executives in institutions. The statistics above indicate that in spite of the massive awareness raising and other capacity building programmes aimed at increasing women's representation in decision making positions, women are still under represented. Government is making concerted efforts to promote employment of women at higher levels. Special measures are also being undertaken to encourage girls and women to enrol in hitherto male dominated education courses (such as sciences and mathematics) to have a pool of appropriately qualified women for positions in technical fields and senior management levels.

### 2.2.3 CULTURE , FAMILY AND SOCIALISATION

In Zambia, gender roles across all ethnic groups are determined and differentiated by one's sex, socialisation and culture. Cultural norms, values and taboos that lead to the perpetuation of gender imbalances are transmitted through the socialisation process. For instance, girls are socialised to be wives and mothers who are generally submissive while boys are socialised to be husbands, fathers and leaders. Girls and women are overburdened than boys and men in the sharing of roles particularly at the household and community levels.

Additionally, some cultural practices such as initiation ceremonies, child, early and forced marriages, sexual cleansing, spouse inheritance and property inheritance/grabbing have negative impact on the well-being of women and children. This in turn affects their performance and participation in education, reproductive health, labour and employment, agriculture, decision making at home, community and national levels.

### 2.2.4 GENDER BASED VIOLENCE (GBV)

Gender Based Violence (GBV) continues to be a huge problem in Zambia. The 2007 Zambia Demographic Health Survey (ZDHS) indicates that one in five women has reported having

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<sup>4</sup> Source: Ministry of Chiefs and Traditional Affairs.

experienced sexual violence at some point in her life, and 46.8 percent of women have experienced physical violence at some point since 15 years of age. According to the data collected by the Zambia Police Victims Support Unit (VSU), GBV cases have steadily increased between 2008 and 2011 with 6,716, 8,467, and 11,914 cases recorded in 2008, 2010 and 2011 respectively.

In its efforts to address the rising incidences of GBV, Government enacted the Anti-Gender Based Violence (GBV) Act No. 1 of 2011. However, low levels of reporting (amongst women and men) and high rates of withdrawal of reported cases have negatively contributed to the fight against gender based violence. There is a wide preference for settling such matters outside the Courts of Law in order to preserve family respect. Since most cases of GBV are perpetrated by men who may be the breadwinners, the victims prefer to withdraw the cases rather than risk the economic security that they associate with marriage or long-term partnerships.

#### 2.2.5 DRUG TRAFFICKING

Zambia in the recent past has experienced a significant increase in the number of women involved in drug trafficking both locally and abroad. According to the 2011 Drug Enforcement Commission annual report, over 70 percent of Zambians arrested abroad for drug related cases were women and about 11 percent of those arrested within the country were women. Women are also in the forefront of organizing drug trafficking and money laundering cartels both at local and international levels. While greed and the insensitivity of a human being towards the welfare of another can be cited as major reasons for the significant increase in the involvement of females in drug trafficking, most women get into this illegitimate business for being comparatively less privileged in society than men and under the pretext of being offered employment. These women are also subjected to various forms of GBV and hence, require rehabilitation.

#### 2.2.6 FORCED, EARLY AND CHILD MARRIAGES

Forced early/child marriage is defined as marriage of children below the age of 18 years and applies to both boys and girls although the practice usually affects girls. In Zambia, a child is defined as a person below the age of 18 years. This is in accordance with the United Nations Convention on the Rights of the Child (CRC) and the National Child Policy.

Zambia has one of the highest child marriage prevalence in the world. On average 2 out of 5 girls are married before their 18th birthday. It is worth noting that of these married girls 65 percent have no education while 58percent have only primary education as compared to 17percent of girls with secondary education.

High levels of poverty among households result in parents and guardians forcing girls into early marriages. Presently 70 percent of Zambia's households are poor. Girls from the poorest 20 percent of the households are 5 times more likely to be married before the age of 18 than girls from the richest 20 percent of the households. Once married, only 28 percent of them use contraceptives in spite of the need to space child births.

According to statistics from the Ministry of Chiefs and Traditional Affairs, the prevalence of child marriage at provincial level is highest in Eastern Province at 60 percent and Luapula Province at 50 percent while Northern Province stands at 48 percent.

The leading causes of perpetration of child marriages in Zambia include poverty, traditional and cultural practices, misconceptions as well as the duality of the legal system. The dual legal system recognises customary law within which over 70 percent of marriages are solemnised in Zambia. Customary law provides attainment of puberty as minimum criteria for marriage for the girls, while statutory law provides a minimum age of 21 years with parental consent for marriages of persons below the minimum age. It is therefore challenging for the judicial process as well as the law enforcement agencies to punish and deter perpetrators of child marriage.

Other factors contributing to early marriages in Zambia include:-

- i) Lack of information on children's rights especially among the rural communities;
- ii) Limited school facilities especially in rural areas making it difficult for girls to continue with school; and
- iii) Harassment from teachers and fellow pupils.

Some known effects of early/child marriages include the following:

- i) Death of young girls between the age of 15 and 19 years due to early pregnancies and poor access to contraception;
- ii) Fistulas (Vaginal and Anal Rapture), anemia, etc.
- iii) Contracting sexually transmitted diseases including HIV and AIDs;
- iv) Becoming victims of violence, sexual abuse etc.; and
- v) Social isolation and restricted social mobility.

Government has subsequently taken a leading role in ending forced, early/child marriages in Zambia by signing the Eastern and Southern African Ministerial Commitment on Comprehensive Sexuality Education Services in 2013, whose main milestones include ending child marriage. In 2014, Government issued the Ministerial Statement of Commitments on Ending Child Marriages. This was followed by the establishment of the Ministerial Committee of Ending Child Marriages in Zambia whose objectives include providing oversight and policy guidance to the fight against child marriage. At regional level, Zambia is part of the African Union Continental Campaign on Ending Child Marriage. Zambia further co-led (with Canada) the United Nations Resolution on Forced, Early and Child Marriage in 2013.

The process of revising and harmonising the law regarding children's rights, welfare and development, in general, and marriage laws, in particular, is underway with regard to meeting the international standards on the minimum age for marriage, consent to marriage, as well as registration of all marriages including those solemnised under customary law.

### 2.2.7 LEGAL REFORMS

Zambia has a dual legal system in which both statutory and customary laws apply. This has led to a number of gender gaps in the execution of the laws depending on the type of legal system being applied. This is especially the case in matters of personal laws as they relate to marriage, divorce, property ownership and devolution where women experience a lot of discrimination and gender based injustices. The dual legal system in Zambia has often been sighted as one of the factors contributing to high cases of GBV and child marriages; unless there are deliberate efforts to review and harmonise some laws under statutory and customary systems, women's rights will continue to be abrogated.

As a member of the international community, the Government has ratified 22 regional and international instruments/protocols including SADC Protocol on Gender and Development and the African Charter on Human and People's Rights; and the UN Conventions on the Elimination of all forms of Discrimination Against Women (CEDAW) and the Rights of the Child (CRC) which provide standards and policy guidance on the socio-economic empowerment of women and children.

The CEDAW mapping exercise conducted in 2010 revealed that the Government has taken steps to domesticate some of the provisions of the CEDAW either in full or in part. Article One of CEDAW has, to a certain extent, been provided for in the Constitution which provides a general definition of discrimination that includes affording different treatment to persons on the grounds of sex. However, in the Zambian Constitution discrimination against women is not expressly defined. There is a need to accelerate domestication of these regional and international instruments/protocols into national laws.

### 2.2.8 HIV AND AIDS

HIV prevalence rate in Zambia is evidently higher among women (16 percent) compared to men standing at 12 percent (ZDHS, 2007). The incidence rates stand at 2 percent for women and 1.6 percent for men. Further, there are more urban women with HIV (23 percent) than there are rural women (11 percent). The prevalence rate amongst urban men is 16 percent as compared to 9 percent in rural areas. Overall, male HIV prevalence is less than that in women and peaks at a younger age amongst women than it does amongst men.

The 2012 joint mid-term review of the National HIV and AIDS Strategic Framework (NASF) with regard to gender gaps in the HIV Programme interventions has revealed the following:

- i) There is a lack of gender sensitive HIV and AIDS workplace policies including Gender responsive HIV and AIDS national action plans.
- ii) There is a lack of prioritisation of gender in most planning, implementation and evaluation of HIV and AIDS initiatives.
- iii) There is a lack of representation of gender experts in most of the key national institutions dealing with HIV and AIDS, leading to inadequate capacity to analyse and incorporate gender



issues in HIV and AIDS programming at different levels. Because of this, HIV and AIDS programming has not adequately tackled the issue of transforming gender norms that determine sexual relations between females and males including intergenerational sexual relations.

#### 2.2.9 CERVICAL AND BREAST CANCER

The prevalence of cervical and breast cancer has significantly increased in the country and has become a major public health concern. According to the World Health Organization (WHO), in Zambia, 1,300 women die of cervical cancer out of the 1,900 diagnosed each year. Currently, cervical cancer is the leading cause of cancer related mortality and morbidity among women in Zambia. Breast cancer is the most common cancer in women worldwide but ranks second in Zambia. This, therefore, reflects the general fact that women are highly affected by cancer in Zambia. Seeking medical treatment on time is one major way that the problem of cervical and breast cancer can be addressed. But, despite the fact that cervical and breast cancer can be treated if diagnosed early, the problem has been compounded by various underlying gender issues including the lack of adequate information and knowledge on the diseases by women especially those in rural areas leading to seeking medical attention when the disease has advanced. Another challenge has been inadequacy of trained personnel and institutions resulting in delays in tackling this growing phenomenon. Lack of male involvement in cancer prevention programmes has also been identified as a major setback in addressing cervical cancer.

#### 2.2.10 REFUGEES

Zambia has been a hub for many refugees because of its perceived peace and stability. As a result, Zambia has been home to a lot of refugees and currently, has two operating refugee camps in Maheba and Mayukwayukwa. Currently, Zambia hosts 51,702 refugees of which 24,028 are females and 27,674 are males, according to statistics from the Office of the Commissioner for Refugees.

Refugees experience different forms of violence with the most pronounced being sexual GBV (SGBV). Among the refugees are unaccompanied minors who are at greater risk. Minors are forced to engage in sex due to lack of means to survive. While some adults are abused and do not report due to fear especially when the perpetrator is the bread winner. From January – June 2014, there were 165 reported cases of SGBV out of which 12 were taken to court. While it is the women and girls who are the primary targets of SGBV, the impact on their male family members such as husbands, fathers, sons and brothers is also enormous. They also share the shame, powerlessness, and knowledge that there is no justice for their female relatives or for the communities. The experience of SGBV in the host nation reminds some of the refugees of the effects of war as they are still carrying the physical and psychological scars of torture and the horrors of war.

#### 2.2.11 CLIMATE CHANGE

Climate change as a developmental and cross cutting issue is critical for Zambia where 60 percent of the population are dependent on agriculture for their livelihood. Climate change is considered

as one of the serious threats to sustainable development due to its adverse effects arising from the impact of droughts, floods, extreme temperatures leading to crop failure, food shortages and insecurity, displacements and increased disease incidences. According to the 2013 Millennium Development Goals Progress Report for Zambia, the country remains very vulnerable to the adverse impacts of climate change due to its low adaptive capacity.

In addition, climate change adversely affects women whose livelihoods largely depend on natural resources for food, wood fuel and water. The impact of climate change on water resources ultimately results in household food insecurity and shortage of water. In addition, women spend more time on the provision of care-giving for their families, food and water collection than engaging in income generating activities due to their both productive and reproductive roles in a society.

## 2.3 SECTOR BASED GENDER ISSUES

### 2.3.1 EDUCATION AND SKILLS DEVELOPMENT

Education and Skills Development play a critical role in the socio-economic development of any nation as it provides opportunities for employment, poverty reduction, productivity and personal growth. The promotion of gender equity and equality in education means equitable access to quality education and skills development which will in turn translate into enhanced human capital for sustainable national development.

According to the 2011 Education Statistical Bulletin, at national level the Gender Parity Index (GPI)<sup>5</sup> for grades 1 – 7 dropped from 100 percent in 2010 to 98 in 2011. The GPI ranged from 93 percent in Northern Province (lowest) to 106 percent (highest in Lusaka province). Although there was a drop in GPI at national level, generally the picture is that most of the provinces reached desirable levels in the provision of access to education of the learners.

The GPI also improved significantly for grades 1 – 9 at Government schools from 70 percent in 2010 to 95 percent in 2011. In grant aided schools, the improvement was from 77 percent in 2010 to 105 percent in 2011. The GPI in private /church schools dropped from 133 to 101 percent in the same period.

The GPI for grades 10 – 12 dropped from 86.4 percent in 2010 to 82 percent in 2011. Lusaka recorded the highest GPI of 97 percent. The performance of the rest of the Provinces ranged from the lowest 56 percent in Northern Province to 83 percent in Western Province. The low GPI recorded in the provinces is an indication that participation of girls at secondary school level is very low.

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<sup>5</sup> GPI is a socio-economic index usually designed to measure the relative access to education of females and males. It is calculated as a quotient of the number of females by the number of males enrolled in a given stage of education.



Access to tertiary education in Zambia still remains a challenge due to limited places available in these few institutions. For instance in 2011, the combined total enrolment of the four Public Universities, that is, UNZA, CBU, Mulungushi and Nkrumah was 28,448 of which 17,332 were males and 11,116 were females.

This implies that there is a challenge of retaining girls in higher education and this is attributed to social economic issues which include high poverty levels, early marriages (16 years and below) and teenage pregnancies especially in rural areas. Other factors affecting girls' progression include inadequate capacity and infrastructure; lack of appropriate boarding and sanitary facilities for girls; insufficient resources to implement the free education policy and gender stereotyping of subjects/courses at secondary school and tertiary levels.

Some of the factors leading to high dropout rates among girls include pregnancies, limited appreciation of the value of education by parents and children, child marriages, lack of role models especially for girls in the rural areas, poverty and the impact of HIV and AIDS infection and related deaths.

In an effort to encourage women and girls to take up science and mathematics the Government has deliberately put up girls' technical secondary schools and have converted boys' only technical secondary schools into co-education.

At institutional level, the 2009 Gender Audit of the Ministry of Education (MoE) notes that despite the Ministry's efforts in promoting women into higher ranks, progress has been slow. Major concerns that emerged were:

- i) Gender is still perceived as a girls' issue and remains a donor driven initiative that is not really being taken up from within the Ministry of Education.
- ii) There are concerns that the attempt to make the teaching and learning materials gender responsive has not been adequate.

According to the 2010 Census, the literacy rate at national level was 70.2 percent. Literacy rates for rural and urban areas were 60.5 and 83.8 percent respectively. Males had a higher literacy rate (73.2 percent) than females (67.3 percent). This is associated with the higher dropout rates and lower completion rates for girls compared to boys.

### 2.3.2 HEALTH

The health sector faces a number of challenges as a result of a high disease burden. This is to a larger extent influenced by both communicable and non-communicable diseases such as malaria; tuberculosis; cancers; mental disorders, diabetes, heart diseases as well as sexually transmitted infections (STIs) including HIV and AIDS. This increased disease burden has threatened the lives, well-being and livelihood of many Zambians, especially women and girl children. Maternal Mortality Rate (MMR) is a key indicator of the socio-economic status of any given country. In Zambia, maternal mortality is one of the major contributing factors to morbidity

and mortality levels. According to 2010 Census of Population and Housing, MMR in 2010 was 483 deaths per 100,000 live births (rural MMR was 517 and urban MMR was 428). The 2015 MDG target is 162 deaths per 100,000 live births.

A number of factors contribute to the maternal related problems and the resultant mortalities. These include the following:

- i) High incidences of child/teenage pregnancies and malnutrition amongst girls and women;
- ii) Delay in decision making at household and community levels which is rooted in cultural beliefs that give men decision making powers over women;
- iii) Prohibitive cultural practices that over burden women with reproductive and productive roles such as taking care of their families whilst they tend to ignore their health needs;
- iv) Distance to health facilities and shortage of skilled health personnel that would provide quality service and able to handle pregnancy/delivery complications; and
- v) High numbers of home deliveries as opposed to institutional/health facility deliveries.

Children under five years of age and pregnant women remain the groups most vulnerable to malaria. About 50 percent or more of under-five mortality and 20 percent of maternal mortality are attributed to malaria.<sup>6</sup>

According to 2010 Census of Population and Housing, infant (below 1 year), child (between 1 – 4 years) and under-five (below 5 years) mortality rates declined between 1990 and 2010. However, the infant mortality rate for males was higher (82 deaths per 1000 live births) than females (at 70 deaths per 1000 live births) in 2010. The pattern is similar for both child and under-five children with males recording higher mortality rates.

### 2.3.3 AGRICULTURE

Agriculture has remained a priority sector for fostering sustainable economic growth and poverty reduction. The dependency on agriculture is notably high in the rural areas where 87 percent of the women and 85 percent of the men find livelihood in agriculture, which includes forestry and fisheries.

According to the 2012 Labour Force Survey, women play a critical role in sustaining a productive agricultural sector through the provision of 61 percent of labour. They participate in both cash and food crop production and bear primary responsibility for household food security, health and nutrition of their families. But women continue to be viewed far more as carrying out reproductive roles (unpaid care work) than productive roles. This status often results in less attention being paid to women with regard to accessing and having control over productive resources such as credits, agricultural extension services and implements as compared to men.

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<sup>6</sup> Zambia Country Factsheet, UNICEF

According to the Farmer Input Support Programme (FISP) Report of 2013, the number of women that benefitted during the 2005 - 2009 farming seasons was 241,700 compared to 437,600 male beneficiaries.

#### 2.3.4 LAND

Land is the most fundamental resource in any society as it is the basis for human survival. However, the acquisition and ownership of land both under statutory and customary tenure in Zambia continues to be a major hindrance to women's effective participation in national development. In order to liberalize land acquisition and its usage, the Government in 1995 passed the Land Act, Cap 184 of the Laws of Zambia to provide for legal machinery through which the land alienation system would be governed to ensure the fundamental right to property and ownership of land by all Zambians. The Act also guarantees both women and men the possibility of being landowners with security of tenure for 99 years. In 2000, Government passed a policy directing all the Local Authorities to ensure that at least 30 percent of all land allocations is reserved for women and the remaining 70 percent to be competed for by both men and women. However, women continue to be disadvantaged in matters of control and ownership of land especially under the customary land tenure system. Women's lack of control over land curtails their potential to be economically independent and perpetuates their dependency on men. This has been compounded by the non-existence of codified law that governs land administration in customary areas. As such, there is insecurity for occupants of land under customary areas as occupants are discouraged from creating any capital improvements on land, as they are no incentive to invest in common resources.

In addition, the insecurity and free access to hold land under customary tenure has made it easier for people living on tribal land to be displaced, especially the vulnerable groups such as women, the differently abled persons and youths. Further, the right to land derived from customary tenure is subject to local practices and beliefs, which in some cases have excluded some people, especially women, from owning land by virtue of their social status and sex.

Furthermore, lack of security of tenure on customary land has made it impossible for holders of land to use land as collateral to access formal credit from financial institutions as these institutions do not recognise land rights under customary law. These shortcomings, among others, have resulted in people not having confidence in holding land on customary tenure. In order to address these shortcomings of customary land, government is currently in the process of introducing the Customary Land Administration Law aimed at addressing the insecurity, under-development and under-utilisation while promoting the rights of women with regard to holding land in customary areas.

#### 2.3.5 ENERGY

The major source of energy in most households especially in rural Zambia is wood fuel. Electricity, petroleum and coal are mainly used in commerce and industry.

The concentration on the provision of energy for industrial development at the expense of domestic use has disadvantaged women especially in rural areas. Women are still overburdened with unreliable, unhealthy and usually cumbersome means of acquiring energy for domestic use.

Traditionally, collection of firewood is a chore performed by women and children especially girls and is unpaid care work. Sources of wood fuel are usually far from settlements due to deforestation among other reasons requiring women and children to sometimes walk long distances resulting in children getting too tired to concentrate in school. This also increases women and girls' exposure to a number of security risks such as rape and defilement; and health hazards such as persistent back aches, ill health among pregnant women and snake bites. In addition, while cooking, they are exposed to open flames and smoke which results in respiratory problems. Solely relying on wood fuel eventually leads to deforestation which has devastating consequences on the well-being of the community and the environment.

### 2.3.6 WATER AND SANITATION

Health status of women, men, girls and boys depends on access to clean water and sanitation. Statistics<sup>7</sup> show that in 2012, the population with access to improved water supplies was:-

- 63 percent of total population
- 85 percent of urban population
- 49 percent of rural population

There has been a marked improvement from 1990 when 49 percent of total population had access to improved water supplies with 89 percent of urban population and 23 percent of rural population.

In 2012, the population with access to total sanitation was:-

- 43 percent of total population
- 56 percent of urban population
- 34 percent of rural population

There has been decline or marginal improvement from 1990 when 41 percent of total population had access to total sanitation with 61 percent of urban population and 29 percent of rural population.

Thus, rural communities (along with peri-urban) face enormous challenges in securing clean water and are continually exposed to hazards of poor sanitation. Lack of sex disaggregated data on issues of water and sanitation remains a challenge. There is, therefore, need to conduct an in-depth gender analysis in order to assess the impact on women, men, girls and boys of these issues.

<sup>7</sup> Source: Joint Monitoring Programme for Water Supply and Sanitation, WHO/UNICEF, updated 2014

Women and girls are disproportionately affected by lack of access to improved water supplies and total sanitation. They bear the burden of carrying water and also of poor health and security risks that arise when they are forced to walk long distances and/or go out at night.

### 2.3.7 SOCIAL PROTECTION

The high levels of extreme poverty and vulnerability, which usually affect more women than men, provide a strong justification for the need for social protection. This system of social protection enables poor people to cope with present needs and have some readiness for emergencies they might have to face in future. These include food security packs and social cash transfers.

During the implementation of the Fifth National Development Plan (FNDP), a total of 78,671 low capacity households received food security packs. The Social Cash Transfers Scheme supported 7,563 households (2,708 males and 4,855 female) and 4,343 individuals (1,567 males and 2,776 female). Results under this scheme show that individuals and households, majority of whom were women, accessing social cash transfers experienced notable improvements in their lives, including reduced hunger and better school attendance for children. Social protection initiatives in the past have been critiqued to be fragmented, unco-ordinated, poorly resourced and ineffectively evaluated. However, it is envisaged that with the launching of the National Social Protection Policy, this weakness will get addressed.

### 2.3.8 TRANSPORT INFRASTRUCTURE

Transport in the form of roads, rail, water ways and air infrastructure is a critical enabler to the development of the nation. Zambia continues to face challenges in people's mobility and movement of goods and services due to poor infrastructure. Furthermore, poor transport infrastructure during the rainy season poses a huge challenge in transporting agricultural produce, and accessing education and health facilities. Women are faced with transport burdens due to non-availability of public transport especially in rural areas.

Having a reliable and safe transport infrastructure is essential in promoting gender equality and equity. The SNDP, however, has no specific objective towards this and makes no reference to gender in relation to the transport sector.

### 2.3.9 CONSTRUCTION ACTIVITIES

Women have continued to be marginalized in the construction industry. However, National Council for Construction (NCC) has been encouraging them to register and training them as contractors.

According to NCC's records in 2013, 479 men were enrolled in the construction courses as compared to 169 women. The National Construction School has reduced enrolment fees for women and conducts awareness on construction related courses in girls' schools. These initiatives are showing some positive results.

### 2.3.10 INFORMATION AND COMMUNICATION TECHNOLOGY

Information and Communication Technology (ICT) is critical in national development but there is low participation of women in the workforce of ICT service providers. Being a highly technical field, women are relegated to administrative jobs with regular shifts. This has been due to women being discouraged from opting for technical qualifications. One important reason for this discouragement is because the working conditions and timings are not conducive to women who are mothers or have unsupportive husbands. Although Zambia adopted the Information and Communication Technology (ICT) Policy in 2007, which provided for mainstreaming of women and youth's issues, there are still challenges such as affordable ICT services, limited coverage especially in rural areas and lack of computer literacy.

Statistics<sup>8</sup> for 2014 show that out of a total of 8,240,753 mobile phone subscribers, only 40 percent are women.

### 2.3.11 COMMERCE, TRADE AND INDUSTRY

The participation of women in the area of Commerce, Trade and Industry has greatly improved in the recent past. This is partly due to the Liberalisation Strategy which has contributed to a significant number of women involved in commercial activities such as mining, manufacturing and processing which were previously male-dominated.

In recent years, there has been emphasis on promoting Micro, Small and Medium Enterprises (MSMEs), of which more than 50 percent are women. Although MSMEs are considered to be key players in the advancement of the economy, the women in this subsector face the following challenges: lack of entrepreneurship development; innovation and technological capacity; operating premises; access to market opportunities; appropriate technology, machinery, business financing solutions and financial inclusion of women.

### 2.3.12 LABOUR AND EMPLOYMENT

The 2012 Labour Force Survey indicates that the employment-to-population ratio of the female population in Zambia is lower at 69 percent compared to 71 percent in the male population. Out of a total working age population of 4,426,573 in rural areas, 79 percent were economically active and 21 percent were economically inactive. In urban areas, out of a total working age population of 3,434,687, 72 percent were economically active and 29 percent were economically inactive. Of the 5,966,199 economically active persons in both urban and rural areas, 52 percent were females and 48 percent were males.

In a survey conducted by the Zambia Federation of Employers targeting 300 respondents of its members with 200 responding, the results revealed that from a sample of 47,341 workers, only 8,142, representing 17 percent, were female employees.

<sup>8</sup> Source: Data provided by Zambia Information and Communications Technology Authority (ZICTA), August 2014



The SNDP indicates that in the formal sector, male employment accounts for 71 percent as compared to 29 percent for females. Informal sector is mostly the only option for many women to earn their livelihood despite the hardships they face on day-to-day basis such as no toilet facilities, water and shelters. The reasons include:-

- a) limited access to formal employment;
- b) lack of education, skills and capital;
- a) possibility to balance their reproductive roles with productive roles; and
- b) men's low participation in reproductive roles.

### 2.3.13 TOURISM

Tourism presents a wide range of income generating opportunities for women and men in both formal and informal employment. Tourism has a significant contribution to the Zambian economy. In 2013, it grew by 2.2 percent<sup>9</sup>.

The tourism sector has been identified as having a high potential for growth which would result in a substantial contribution to GDP. This sector has the potential to provide entry points of livelihoods for women and men. Besides employment, it can create self-employment in small and medium size income generating activities, thus creating paths towards the elimination of poverty in local communities. The promotion of community based tourism creates opportunities for equitable participation within the community whilst ensuring that the issues of environmental sustainability are taken care of. Women have the potential to plan and establish tourism products based on the wealth of cultural heritage across Zambia whether in the form of hand crafts, folklore, dances or other products.

There is no deliberate policy put in place to ensure that more women access financial assistance which would encourage them invest in the hospitality industry, micro enterprises and small businesses. This has resulted in untapped potential for tourism products and services. More especially, under the Hospitality industry, most Hotels and Lodges are owned by men as compared to women. Further, the Ministry created a development fund for Artists and Artisan projects, which was meant to support the development of creative and cultural industry Projects, for both men and women. However, it has been noted that the majority applicants are men. While promoting tourism sector has its advantages, the pitfalls associated with it also need to be highlighted and addressed. Experiences worldwide show that women and children have a high potential of being exploited sexually and otherwise in the tourism industry. Utilising Zambia's tourism's potential whilst safe guarding the lives of women, girls and boys as well as protecting the cultural heritage will offer unique opportunities to Zambians in both urban and rural areas alike for diversification, growth, employment and other economic activities.

<sup>9</sup> Source: 2013 Annual Economic Report, Ministry of Finance

#### 2.3.14 LOCAL GOVERNANCE

There have been several attempts to decentralise local governance but none of them have been fully implemented. The current Decentralisation Policy was launched in 2013 and it is focused to empower provinces and districts to manage their own affairs for effective social and economic development. Decentralisation in its fullest sense is aimed towards empowerment of people to take charge of developmental priorities and ensure inclusiveness. Women are better informed and well acquainted of local needs as they are primary responsibility holders at household and community levels. More importantly local government provides a platform for women to enter politics which may not be possible for them at higher levels.

#### 2.3.15 HOUSING

A gendered analysis of the 2010 Population and Housing Census Report shows that Zambia's population has been changing over the years. Although in absolute numbers the rural population is higher than the urban population, in percent change the urban population has been growing at a higher rate - from 18 percent between 1990-2000 to 51 percent between 2000-2010 for urban areas as compared to 44 percent between 1990-2000 to 23 percent between 2000 -2010 for rural areas. The rural to urban migration can be attributed to socio-economic factors such as inadequate education facilities, health facilities, and livelihood opportunities.

The increase in urban population has resulted in the high demand for housing and related infrastructure such as safe water supply, total sanitation, markets, public transport and feeder roads. The Government's home ownership programmes have mostly benefited those in formal employment who are mostly men. The shortage of affordable housing for all has given rise to illegal settlements which have no access to quality water and total sanitation and results in public health issues such as water borne diseases.

Women and girls are disproportionately affected by lack of access to improved water supplies and total sanitation. They bear the burden of carrying water and also of poor health (of their own and family members) and security risks that arise when they are forced to walk long distances/wait in long queues and/or go out at night. This often results in GBV.

Besides these poor living conditions, there is also the issue of unguaranteed tenure or continuity of living in the houses.



# CHAPTER 3

## VISION AND RATIONALE

### 3.0 VISION

Government's Vision on gender and development is: -

*"A nation where there is gender equity and equality for sustainable development".*

### 3.1 RATIONALE

The reasons for revising the National Gender Policy of 2000 are as follows:-

- (i) The need to address the gaps identified in the process of implementing the 2000 National Gender Policy;
- (ii) The need to address persistence and emerging gender related issues such as the increased prevalence of gender based violence especially among women, feminization of HIV and AIDS, rising rate of cervical cancer, drug trafficking and climate change;
- (iii) The need to align the Policy to regional and international instruments to which Zambia is a State Party; and
- (iv) The need to align the National Gender Policy to the current Government's aspirations and priorities.

# CHAPTER 4

## GUIDING PRINCIPLES

The implementation of this Policy shall be guided by the following principles:

### 4.0 GENDER EQUITY AND EQUALITY

This Policy rests on the principle that women and men are equal in all respects, differentiated only by their physical traits and biological functions. It follows that all forms of discrimination based on sex and gender should be eliminated.

### 4.1 RIGHTS BASED APPROACH

The Policy is premised on the human rights approach that seeks to improve the rights of women, men and children to ensure full participation and equal benefit from the national development processes.

### 4.2 ACCOUNTABILITY FOR GENDER MAINSTREAMING

Under this principle, stakeholders both public and private are required to account for gender mainstreaming in the implementation of their policies, programmes and activities.

### 4.3 CORE CULTURAL VALUES

Stakeholders are expected to uphold and advance cultural values and practices that promote respect for both women and men.

### 4.4 TRANSPARENCY

Under this principle, stake holders are expected to uphold open communication and accountability.

### 4.5 AFFIRMATIVE ACTION

Notwithstanding the principle of gender equity and equality, this Policy acknowledges that special measures (legislative and/or otherwise), are necessary for the advancement of those who are disadvantaged due to gender discrimination.

# CHAPTER 5

## POLICY OBJECTIVES AND MEASURES

There are a total of 15 objectives which have been identified as follows:-

### 5.1 RESEARCH AND INFORMATION

#### OBJECTIVE

To facilitate research on current gender issues in order to generate information for documentation and decision making.

#### MEASURES

- a) Build understanding on gender inequalities
  - i) Conduct gender audits for all ministries, statutory bodies and agencies.
  - ii) Document lessons learnt and best practices.
- b) Strengthen capacities and dissemination of information
  - i) Develop capacity building materials to support gender audits, developing of gender equality plans-budgets and RBMS.
  - ii) Develop IEC materials for dissemination of revised and/or new policies and laws (based on work done under Objectives 5.1 and 5.2).
  - iii) Conduct awareness raising campaigns on legal instruments on the rights of women, girls, boys and men.
  - iv) Develop guidelines for media coverage on positive portrayal of –
    - women and girls
    - women and men as equal partners in development
- c) Develop and institutionalise a results based monitoring system (RBMS) for implementation of the Policy by:-
  - i) Building the Theory of Change and Results Chain (Agreeing on Outcomes to Monitor and Evaluate)
  - ii) Selecting Key Indicators to Monitor Outcomes
  - iii) Deciding on Data Collection Methods and Instruments
  - iv) Collect Baseline Data on Indicators – Where are we today?
  - v) Planning for Improvement – Selecting Results Targets
  - vi) Planning for Evaluations
  - vii) Reporting on Findings
- d) Develop and operationalize a GIMS.
- e) Report to regional and international agencies.

## 5.2 ENABLING ENVIRONMENT FOR GENDER MAINSTREAMING

### OBJECTIVE

To mainstream gender in all national policies, programmes and legislation in order to achieve gender equality programming.

### MEASURES

- a) Facilitate Gender Responsive Planning, Budgeting and Implementation
  - i) Preparation of gender responsive plans and budgets.
  - ii) Periodic reviews (and revisions) of implementation of gender equality plans and budgets (in accordance to RBMS developed under Objective 5.1).
- b) Revise policies, programmes and legislation
  - i) Revision (based on Gender Audits) and adoption of new/revised policies, programmes.

## 5.3 DOMESTICATION OF REGIONAL AND INTERNATIONAL INSTRUMENTS

### OBJECTIVE

To ensure the domestication of the provisions of ratified regional and international instruments on gender and development in order to ensure gender responsive policies and laws.

### MEASURES

- a) Comparative analysis of regional and international instruments on gender and development with Zambian policies and laws
  - i) Undertake mapping of all existing policies and laws.
- b) Harmonisation of policies and laws based on the comparative analysis
  - i) Revision and/or development of policies and legislation.
  - ii) Enactment of revised/new laws.
  - iii) Approval of revised policies.

## 5.4 CULTURE, FAMILY AND SOCIALISATION

### OBJECTIVE

To curb traditional and cultural practices which inhibit the advancement of women, men and children.

### MEASURES

- a) Engage traditional leaders as champions of change
  - i) Identify harmful/negative traditional practices that infringe on women's and girls' rights.
  - ii) Revise syllabus content of girls and boys undergoing initiation ceremonies to include values that promote traditional and cultural values.
  - iii) Create awareness regarding ill-effects of forced, early/child marriages on girl children.
  - iv) Lobby for elimination of negative cultural and traditional customs that inhibit equal participation of men and women in traditional governance and other grassroots structures.
  - v) Disseminate messages at various forums that promote equal sharing of household responsibilities between men-women and girls-boys.

- b) Engage young people on issues of negative cultural practices
  - i) Sensitisation workshops in educational institutions.
  - ii) Organise inter-generation dialogue between young people and senior citizens.
- c) Ensure advancement of girls in education
  - i) Lobby for construction of more boarding houses to accommodate girls.
  - ii) Establishment of girls' technical schools.
  - iii) Converting boys only technical schools into co-education.
    - a. Re-enrolment of girls who have dropped out of schools especially due to pregnancies.

## 5.5 DECISION MAKING

### OBJECTIVE

To increase the participation of women in decision making at all levels of development in the public and private sectors.

### MEASURES

- a) Strengthen capacities of women and men to take up leadership roles
  - i) Train women and girls in leadership.
  - ii) Develop mentorship programmes for girls and young women.
  - iii) Organise training for women and men to participate effectively in local governance.
- b) Advocate for increased participation of women in decision making
  - i) Undertake sensitisation campaigns for women to participate in decision making.
  - ii) Lobby for women's participation with selected stake holders through meetings, letters, press statements, focussed group discussions and role modelling.
- c) Creating platforms for women's participation in decision making
  - i) Review the electoral system to ensure participation of women.
  - ii) Review and revise Political Party Manifestos to promote adoption of women candidate.
  - iii) Lobby for a quota system of allocation of seats during local and parliamentary elections.

## 5.6 EDUCATION AND SKILLS TRAINING

### OBJECTIVE

To increase access to quality education and skills development for all.

### MEASURES

- a) Engender the education system
  - i) Review and revise curriculums, syllabuses and TLM
    - Teacher education
    - School education
    - Higher and Technical Studies
    - Adult Education
    - Functional Literacy
  - ii) Promotion of enrolment and availability of infrastructural facilities.
  - iii) Encourage enrolment of girls in technical courses.

- iv) Strengthen readmission of teenage girls who have dropped out due to pregnancy.
- v) Raise awareness amongst girls and boys to prevent incidences of teenage pregnancies and forced early/child marriages.
- vi) Increase availability of educational institutions.
- vii) Increase ICT skills and facilities to enable continued education for girls, boys, women and men.
- viii) Increase availability of residential facilities attached to educational institutions.
- ix) Ensure educational institutions have adequate toilet and water facilities particularly for female staff and students.
- x) Appoint equal number of women and men as teachers.
- xi) Provide support to improve completion rates especially amongst girls.
- b) Promotion of adult functional literacy and education
  - i) Organise functional literacy initiatives for women and men.
  - ii) Organise training programmes (in line with Transformational Education and Ladder of Citizen Participation) for women and men to enable them to become active citizens and participate in the decentralisation processes for local governance.

## 5.7 HEALTH

### OBJECTIVE

To facilitate access to cost effective quality and gender responsive health care services for all.

### MEASURES

- i) Improve access to quality health services
  - i) (Curative and Institutional) Provide adequate and good quality of infrastructural facilities, Human Resources and medicines to address –
    - Reproductive and adolescent health.
    - Maternal and child health.
    - Health issues with very high incidences such as cervical and breast cancer.
    - Groups requiring specialised care such as high risk pregnancies, malnourished children, refugees and drug addicts.
  - ii) Raise awareness on home based health care delivery services especially in rural areas (care and support for those affected by HIV and AIDS, safe delivery of babies, preventable diseases amongst children).
  - iii) (Preventive) Raise awareness on healthy lifestyles and ill effects of drugs and alcohol abuse.
- ii) Strengthen measures to address HIV and AIDS
  - i) Increase the number of counselling and testing centres, and provide adequate ARTs (encouraging both women and men).
  - ii) Spread awareness on prevention and stigmas of HIV and AIDS (general public and medical staff).
  - iii) Design support interventions to those who are involved in care and support of infected by HIV and AIDS.

## 5.8 ENERGY, WATER AND SANITATION

### OBJECTIVE

To increase equitable access to affordable renewable energy, clean and safe water as well as sanitation services.

### MEASURES

- a) Promote appropriate alternative renewable energy for large scale use
  - i) Identify appropriate alternative renewable energy.
  - ii) Undertake awareness campaigns on benefits of alternative renewable energy.
  - iii) Ensure easy accessibility to availability of alternative renewable energy.
- b) Improve access to water supply and sanitation
  - i) Undertake awareness campaigns on ill-effects of contaminated water and poor sanitation.
  - ii) Enable women at community levels to participate actively in decisions on construction and management of infrastructural facilities for water supply and sanitation.
  - iii) Increase availability of:
    - Safe water supply
    - Latrines and bathrooms
    - Garbage disposal
    - Waste recycling

## 5.9 SOCIAL PROTECTION

### OBJECTIVE

To reduce extreme poverty and destitution among vulnerable groups especially women and girls.

### MEASURES

- a) Ensure welfare support to the most vulnerable groups
- b) Review and revise existing social protection schemes for their appropriateness in terms of-
  - i) target groups,
  - ii) support provided, and
  - iii) delivery mechanisms;
- c) Raise awareness amongst vulnerable groups such as poor women, senior citizens, differently-abled, child headed households and people with chronic health conditions;
- d) Identify new vulnerable groups and their needs;
- e) Design appropriate new social protection schemes for all the vulnerable groups;
- f) Provide support to improve productivity and livelihoods of vulnerable groups
  - i) Revise lists of beneficiaries for subsidised agricultural inputs (especially to include hitherto excluded women farmers).
  - ii) Make available technical, financial and legal support to vulnerable groups to establish and manage viable enterprises.

## 5.10 GENDER BASED VIOLENCE

### OBJECTIVE

To reduce of all forms of gender based violence (GBV).

### MEASURES

- a) Facilitate the implementation of policies, programmes and laws aimed at eradicating GBV
  - i) Organize initiatives to create sensitisation and improve management skills of anti-GBV service providers.
  - ii) Increase institutional facilities for provision of services to GBV survivors (one-stop centres, safe houses, shelters and rehabilitation of drug addicts and traffickers).
  - iii) Operationalize the Anti-GBV Act.
  - iv) Conduct various media advocacy programmes.
  - v) Raise awareness among women and men on the perils of drug trafficking.
  - vi) Review and revise policies, programmes and laws aimed at eradicating human trafficking.
- b) Promote female and male partnership in the fight against and prevention of GBV
  - i) Identify and train female and male champions of change.
  - ii) Develop mentorship programmes for young women and men to respect women's and children's rights.

## 5.11 TRANSPORT AND INFRASTRUCTURE

### OBJECTIVE

To increase the participation of women in transport and construction business value chain.

### MEASURES

- a) Enable women at community levels to participate actively in decisions on construction of infrastructural facilities (such as water supply, sanitation, roads, foot bridges and feeder roads):-
  - i) Organise training in leadership, public speaking and self-esteem.
  - ii) Organise consultations during infrastructure planning and designing.
  - iii) Organise training in management of infrastructural facilities.
- b) Promote women to become technically qualified in order to facilitate their participation in the sector at decision making levels
  - i) Conduct enrolment drives to encourage girls and women to enrol in technical courses.
- c) Encourage women to join construction industry
  - i) Conduct campaigns.
  - ii) Simplify process of registration as contractors for women.

## 5.12 CLIMATE CHANGE

### OBJECTIVE

To promote mechanisms for mitigating adverse effects of climate change.

### MEASURES

- a) Improve understanding and enable adaptation on climate change from a gender perspective



- i) Conduct awareness on climate change from a gender perspective.
  - ii) Undertake adaptation and mitigation programmes for building resilience.
  - iii) Develop strategies for mainstreaming gender into all climate change programmes.
  - iv) Develop gender-specific technologies for promoting adaptation.
  - v) Increasing the participation of women at climate change fora at national, regional and international levels.
- b) Incorporate gender perspective in the disaster response and preparedness plans
- i) Design disaster response and preparedness plans from a gender perspective.

### 5.13 ECONOMIC EMPOWERMENT OF WOMEN

#### OBJECTIVE

To promote equitable allocation of productive resources to women and men.

#### MEASURES

- a) Ensure that women own at least 50 percent of land allocated
  - i) Conduct sensitisation programmes for women and men on land acquisition processes.
  - ii) Decentralise land acquiring procedures up to district level.
  - iii) Conduct awareness campaigns on women's land rights.
- b) Strengthen provision of agricultural services to small holder farmers especially women farmers
  - i) Engender curriculum of agriculture and livestock training institutions.
  - ii) Build capacities (training, ICT) of women to be active members of cooperatives and manage cooperatives.
  - iii) Improve market linkages for women farmers through construction of feeder roads, trade expos and social media.
  - iv) Engender agricultural and livestock extension services.
  - v) Provide special support all women's cooperatives.
- c) Promote equal access to entrepreneurial opportunities and equity in the ownership of business in key economic sectors
  - i) Establish a women's bank to improve financial access.
  - ii) Build capacities (training, ICT) of women to establish and manage business enterprises including export of curios/handicrafts.

### 5.14 TOURISM

#### OBJECTIVE

To create opportunities, in the expanding tourism sector, which facilitate equal participation and benefits to women and men.

#### MEASURES

- a) Encourage women to participate in the tourism industry
  - i) Organise training programmes for women to develop and manage community based tourism such as cultural villages, heritage sites, traditional food and curios/handicrafts.

- ii) Organise training programmes and facilitate recruitment of women in decision making positions in the hospitality industry.
- b) Promote equal access to entrepreneurial opportunities and equity in the ownership of businesses
  - i) Increase accessibility to financial support.
  - ii) Increase access to markets for the local products.
  - iii) Develop tourism products that provide value for money, excellence, convenience and quality services.
  - iv) Provide basic tools and equipment for the development of arts and cultural products.
- c) Addressing potential risks from expansion of tourism
  - i) Establish protective mechanisms to curb sexual exploitation (of women, men, girls and boys) due to expansion in tourism.
  - ii) Disseminate information on benefits, positives and negative attributes of tourism.

## 5.15 HOUSING

### OBJECTIVE

To promote equitable access to and ownership of housing and related infrastructure between women and men.

### MEASURES

- a) Promote ownership of affordable houses and related infrastructure
  - i) Set up fund (in lieu of lack of collaterals) to enable women to access housing loans.
  - ii) Provide incentives to real estate developers for construction of affordable housing.
  - iii) Provide infrastructure such as improved water supply, total sanitation, markets, public transport and feeder roads.
- b) Protection of women's and children's inheritance rights
  - i) Raise awareness on Inter-state Succession Act.

These policy objectives and measures (key strategies and activities) presented in this Chapter have been further detailed out in the implementation plan which indicates respective targets/milestones, responsible agencies (lead and implementing) and indicative budgets.

# CHAPTER 6

## INSTITUTIONAL FRAMEWORK AND IMPLEMENTATION

In view of the cross-cutting nature of gender, the implementation of this Policy will be undertaken in a comprehensive and broad based decentralised manner. This will assist all the implementing institutions to effectively mainstream gender in their development policies, plans and programmes and facilitate the attainment of the national Vision on gender.

The framework will assist in forging partnerships with stakeholders, including governments, development partners, private sector, traditional leaders, faith based and religious bodies and civil society as well as building capacity and sharing best practices on gender mainstreaming. The following broad guidelines will help to create operational harmony and unity of purpose in the implementation of the Policy taking into account the roles and responsibilities as outlined below:-

### 6.1 THE EXECUTIVE

#### 6.1.1 CABINET

The Cabinet will from time to time provide guidance in the implementation of this Policy through proclamation, decisions, policies, programmes and plans aimed at strengthening systems and advancing gender equity and equality in the country. In particular, the Executive shall:-

- a) Provide visionary and catalysing leadership at the highest level of Government to support the implementation of the National Gender Policy;
- b) Become the role model for gender mainstreaming. In particular, all public sector institutions shall ensure that laws and regulations are in conformity with gender equality principles and should be applied especially in appointments of board members and other management functionaries; and
- c) Develop and implement rolling sector-based Gender Implementation/Action Plans including national and sector budgets to mainstream the provisions of the policy in National Development Plans and other strategic frameworks.

#### 6.1.2 CABINET OFFICE

##### 6.1.2.1 OFFICE OF THE SECRETARY TO THE CABINET

The Office of the Secretary to the Cabinet will enforce the implementation of gender mainstreaming in the Public Sector.

### 6.1.2.2 POLICY ANALYSIS CO-ORDINATION (PAC) DIVISION

PAC at Cabinet Office shall co-ordinate the development and the review all sector policies for compliance with gender equity and equality principles outlined in this document.

### 6.1.2.3 MANAGEMENT DEVELOPMENT DIVISION (MDD)

MDD at Cabinet Office shall facilitate development of gender responsive Organisation Structures, Functions, Job Descriptions and Key Result Areas to reflect and address gender equity and equality principles outlined in this Policy at all levels.

### 6.1.3 LINE MINISTRIES AND OTHER GOVERNMENT INSTITUTIONS

The major role of all ministries, provinces and spending agencies (MPSAs) is to implement gender mainstreaming measures/strategies outlined in this policy. In addition, each MPSA will collect sex disaggregated data to support the policy, legislative and programme development process in line with the National Data Collection Strategy. Specifically, the MPSAs will undertake the roles outlined below:-

#### 6.1.3.1 MINISTRY OF GENDER AND CHILD DEVELOPMENT

In line with its mandate, the Ministry shall provide overall leadership and guidance on policy formulation, implementation, review and target setting in the area of gender equity, equality and mainstreaming. In undertaking this mandate the Ministry shall:-

- a) Co-ordinate the development of implementation plan for this policy;
- b) Facilitate and serve as a consulting arm of Government on gender mainstreaming in the public and private sectors in order to provide service to organisations in accelerating the development and review of Policies, Strategies, Plans and Programmes from a Gender perspective.
- c) Monitor and evaluate gender mainstreaming and implementation of special measures by various stakeholders;
- d) Facilitate mobilisation of resources for the effective implementation of the Policy;
- e) Raise awareness among stakeholders on the provisions of the Policy;
- f) Undertake periodic reporting on the implementation of the Policy at national, regional and international level; and
- g) Undertake specialised social and economic empowerment programmes targeted especially at the advancement of women and girls in accordance with the provisions of this Policy.

The other key stakeholders in the implementation of this policy include the following:

#### 6.1.3.2 MINISTRY OF JUSTICE

The Ministry shall participate in drafting and offering legal opinion on laws and regulations initiated by other line Ministries aimed at attaining gender equity and equality while taking into account the provisions of regional and international instruments to which Zambia is a State

Party. Further, the Ministry will work with the Ministry of Foreign Affairs which is the custodian of Zambia's Periodic Reports on regional and international instruments.

#### 6.1.3.3 MINISTRY OF FINANCE

The Ministry shall advance national development policies, programmes and plans that are consistent with the principles of gender equality outlined in this Policy. The Ministry shall also mobilise resources and provide treasury support for effective implementation of measures contained in this Policy. In undertaking this exercise, the Ministry shall ensure that all sector plans and budgets (and the utilisation) comply with Gender Responsive Planning and Budgeting principles that support gender mainstreaming.

#### 6.1.3.4 MINISTRY OF HOME AFFAIRS

The Ministry will ensure that all legislation pertaining to the protection of women, men girls and boys are adequately enforced without discrimination. The Ministry shall also ensure that both women and men have equal opportunities for employment and promotion to higher ranks within the sector.

The Ministry has 10 departments with different mandates and core business. Included here are: DEC, Office of the Commission for Refugees and Zambia Police.

The mandate of the Drug Enforcement Commission (DEC) is threefold: To prevent and prohibit money laundering; to interdict illicit drugs and to sensitise the general public on matters of illicit drugs, drug abuse and money laundering alongside with counselling and rehabilitation of drug abusers and drug dependent persons.

The Commission shall accordingly:-

- i) ensure that it raises gender responsive awareness on the vices already alluded to. In so doing the Commission shall aim at ensuring that the number of women and children used as couriers of illicit drugs is comparatively reduced from the alarming numbers recorded in the past;
- ii) shall take an active role in ensuring that at institutional level both women and men have equal opportunities for employment and promotion to positions of decision making.

The Office of the Commissioner for Refugees is responsible for the management, regulation and co-ordination of the welfare and security of refugees and asylum seekers in Zambia with support from UNHCR. The Office shall, therefore, ensure provision of a safe haven for refugees and asylum seekers, both female and male, and promote equal opportunities for all. The Zambia Police plays a very important role to ensure peace and security for all. Victim Support Units (VSU) have been specially set up to provide support to crimes against the aged, children, underprivileged, property grabbing, child abuse and sexual offences and domestic violence. VSUs are in every province in the country.

#### 6.1.3.5 MINISTRY OF DEFENCE

The Ministry is charged with the responsibility of preserving, protecting and defending the sovereignty and territorial integrity of Zambia for the sole purpose of ensuring that the country, its citizens and residents are safe guarded from both internal and external aggression. The Ministry shall ensure that:-

- a) peace is maintained at all times so that women and girls, who are usually vulnerable and victims of harassment in times war, are protected.
- b) both women and men have an equal opportunity to be recruited into the Defence Forces and to progress to higher ranks.

#### 6.1.3.6 MINISTRY OF EDUCATION, SCIENCE, VOCATION TRAINING AND EARLY EDUCATION

The Ministry shall play a critical role in eliminating gender inequalities which undermine human productivity and welfare, as well as development and growth overall. Specifically, the Ministry shall:-

- a) promote policies, strategies, plans and programmes designed towards gender parity which will lead to transformation in society in terms of gender equity and equality at all levels of development.
- b) provide periodic sex-disaggregated data that will ensure evidence based programme implementation.
- c) ensure that teacher deployment and upward mobility takes into consideration gender strategic needs.
- d) mainstream sex education for both boys and girls in the curriculum.

#### 6.1.3.7 MINISTRY OF HEALTH

The Ministry shall:-

- a) foster equitable access to healthcare through the design of policies and programmes targeting human development that addresses the concerns of boys, girls, men and women in view of their different health and medical care needs.
- b) ensure that more medical personnel are recruited and maintained especially in the rural areas so that women and girls have access to expert and professional medical services at all times.
- c) ensure the provision of adequate health care personnel and establish health centres as close to the communities as possible.

#### 6.1.3.8 MINISTRY AGRICULTURE AND LIVESTOCK

In recognition of the role that women play in the agricultural sector the Ministry shall invest in women to improve their productivity through simple mechanisation technologies and improved access to agricultural inputs.

#### 6.1.3.9 MINISTRY OF COMMUNITY DEVELOPMENT MOTHER AND CHILD HEALTH

The Ministry shall provide gender responsive support systems (social welfare) to promote measures aimed at addressing socio-economic needs of vulnerable women, men and children in society including those with disabilities as well as survivors of Gender Based Violence. The Ministry will also ensure the development and implementation of gender responsive primary health care services that will equitably benefit women, men, boys and girls at all levels.

#### 6.1.3.10 MINISTRY OF CHIEFS AND TRADITIONAL AFFAIRS

The Ministry shall work with traditional leaders to become champions for promoting gender equity and equality.

#### 6.1.3.11 MINISTRY OF INFORMATION AND BROADCASTING SERVICES

The Ministry of Information and Broadcasting Services is mandated with the responsibility of providing news and information, interpret government policy and facilitate the development of the media sector. The Ministry shall, therefore:-

- a) ensure gender mainstreaming in media institutions;
- b) mobilise the public and private media institutions to facilitate countrywide public education on gender equality as well as dissemination of gender responsive information and advocacy on various gender and development issues through television and radio news, documentaries and mobile video shows (commonly used in Provinces and Districts).
- c) Continue to conduct awareness programmes on GBV in communities through drama performances, music shows and workshops for staff in the Ministry.

#### 6.1.3.12 MINISTRY OF LANDS, NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION

The Ministry shall:-

- a) ensure that gender responsive policies and programmes are put in place to address equitable distribution, access and ownership of land between women and me;
- b) facilitate countrywide dissemination of information on land issues including conservation of natural resources and protection of the environment;
- c) advocate for various gender and development issues especially land rights for women in customary areas thereby facilitating equitable allocation of land among women and me; and
- d) provide periodic sex-disaggregated data on land ownership among women and men in state and customary areas in the land sector.

#### 6.1.3.13 MINISTRY OF LABOUR AND SOCIAL SECURITY

The Ministry shall:-

- a) co-ordinate and mainstream gender by ensuring that all programmes and interventions affecting the rights of women, men and children in the labour sector address gender issues;

- b) provide guidelines and ensure that all workplaces in the public sector are gender sensitive by providing child care facilities irrespective of percentage of women in the workforce; and
- c) co-ordinate and provide periodic statistical information and reports pertaining to gender equity and equality in the labour sector.

#### 6.1.3.14 MINISTRY OF TRANSPORT, WORKS, SUPPLY AND COMMUNICATION

The Ministry shall:-

- a) promote the participation of women in the sector;
- b) train more women in transport and construction related fields; and
- c) ensure that women have equal access to Information and Communication Technologies (ICTs).

#### 6.1.3.15 MINISTRY OF YOUTH AND SPORT

The Ministry is charged with the responsibility of developing, coordinating, implementing and monitoring policies on Youth and Sports in the country. The Ministry, therefore, shall:-

- a) establish Gender Desk Officers in all statutory bodies and provincial centres;
- b) ensure that women and men participate in sports on equal basis and that sporting infrastructure provides for the needs of women and girls and men and boys;
- c) ensure youth empowerment programmes benefit both women and men, boys and girls with emphasis on the females who are the majority players in the informal sector ;
- d) create platforms for gender and empowerment sensitisation through sport.

#### 6.1.3.16 MINISTRY OF FOREIGN AFFAIRS

The Ministry is the custodian of Zambia's Periodic Reports on regional and international instruments of gender and development. The Ministry shall:-

- a) play a support role in the ratification and domestication of international and regional instruments that support gender equality;
- b) co-ordinate and facilitate Zambia's effective participation at international fora on issues of gender.

#### 6.1.3.17 MINISTRY OF COMMERCE AND INDUSTRY

The Ministry shall:-

- a) formulate policies and programmes to identify and remove barriers that limit the participation of women and men in economic activities at national, regional and international levels;
- b) develop interventions to overcome the identified barriers; build capacity of MSMEs that take into account the specific needs and challenges of women entrepreneurs, develop special programmes that specifically target vulnerable members of the community including the disabled and the youth; and



- c) establish networking events for women entrepreneurs to enable them to share experiences and marketing information.

#### 6.1.3.18 MINISTRY OF MINES, ENERGY AND WATER DEVELOPMENT

The Ministry shall ensure the participation of women and men in mining. The Ministry shall ensure that mining companies provide equal opportunity for employment into the mining industry to both women and men. Further, the Ministry will promote affordable alternative sources of energy which should be accessible to women.

#### 6.1.3.19 MINISTRY OF LOCAL GOVERNMENT AND HOUSING

The Ministry shall:-

- a) ensure that infrastructure being put up in the Local Council jurisdiction meet the needs of women, girls, men and boys;
- b) in the designs of buildings, the Local Council shall be obliged to provide adequate water and sanitary facilities;
- c) that housing schemes take into account the needs of women, men, girls and boys, especially considering that there are child headed households; and
- d) promote increased access to safe drinking water.

The Ministry will through the Local Government Commission ensure that both women and men are given equal opportunity to be employed and to progress to positions of decision making. Through the implementation the National Decentralisation Policy, the Ministry shall ensure equal participation of women and men.

#### 6.1.3.20 MINISTRY OF TOURISM AND ARTS

The Ministry shall:-

- a) facilitate the development of gender responsive interventions in the tourism sector aimed at creating job opportunities for both women and men;
- b) ensure the collection of sex disaggregated data in the tourism sector;
- c) spearhead the formation of women owned tourism ventures to enhance the participation of women in the tourism sector; and further
- d) promote the participation of women in community based tourism in order for women to equitably participate and benefit from it.

It has been observed internationally that promotion of tourism increases the risk of exploitation of women, boys and girls, hence the Ministry shall prepare and implement a risk identification and mitigation plan.

The Ministry shall operate in conjunction with its statutory bodies/institutions as follows:-

- a) Hotel Managers' Registration Council;

- b) Hotel and Tourism Training Institute Trust (HTTI);
- c) Zambia Tourism Board;
- d) Zambia Wildlife Authority (ZAWA); and
- e) National Arts Council of Zambia (NACZ).

#### 6.1.3.21 OFFICE OF THE AUDITOR GENERAL (OAG)

The OAG shall provide quality audit services in order to enhance accountability in the management of resources allocated for the implementing gender mainstreaming programmes in the Public Sector.

#### 6.1.3.22 CENTRAL STATISTICAL OFFICE (CSO)

The CSO shall:-

- a) co-ordinate the collection and collation of gender disaggregated data as well as provide periodic reports including the annual National Gender Status Report covering all sectors; and
- b) serve as a source of data for specific gender indicators and provide technical support in undertaking special surveys that may be required from time to time.

#### 6.1.3.23 NATIONAL AIDS COUNCIL (NAC)

The NAC will co-ordinate, monitor and evaluate inputs, outputs and the impact of HIV/AIDS programmes and interventions from a gender perspective.

#### 6.1.3.24 PROVINCES AND OTHER SPENDING AGENCIES

All Provinces and other Spending Agencies (PSAs) shall ensure that all policies, programmes and activities conform to the provisions of the National Gender Policy in accordance with the respective sectors. Such institutions shall mainstream gender at all levels possible and provide sex-disaggregated data on identified indicators as guided from time to time by the MGCD in order to report on impact and progress in gender mainstreaming.

### 6.2 THE LEGISLATURE

The legislature shall:-

- a) enact legislation that promotes gender equity and equality;
- b) amend or repeal legislation that is discriminatory to women and girls in order to foster unimpeded progress towards achieving the Policy objectives; and
- c) through its administrative measures, provide oversight in the implementation of this Policy with a view to ensuring compliance.

### 6.3 THE JUDICIARY

The Judiciary shall:-

- a) continue to adjudicate and be proactive in interpreting the law so as to provide precedence

that promotes gender equity and equality;

- b) undertake custodial reforms aimed at reducing the unnecessary exposure of the survivors of discrimination and gender based violence by way of facilitating fast-track courts and other support measures that guarantee speedy dispensation of justice.

#### 6.4 NON-STATE ACTORS

Non-State Actors such as Faith and Religious Organisations, Political Parties and Civil Society Organisations (CSOs) have valuable knowledge and unique capacities, which should bring added value to the implementation of this Policy. These Actors shall:-

- a) compliment Government's efforts to the mainstreaming of gender in their core mandates including the promotion and advocacy for the rights of women, men and boys and girls;
- b) ensure equal and effective participation of all genders in national development processes and provision of sex-disaggregated data;
- c) lobby and advocate for equal participation of women in decision making at various levels including Political Party systems;
- d) ensure that there is at least 50 percent women participation of women and men during nominations and adoption of candidates at Ward, Branch, and Civic, and during tripartite elections.

The Private Sector is a critical partner in the national development effort. It plays a cardinal role in wealth creation and provision of services. This role has significant bearing on gender equity and equality especially in terms of employment opportunities, remuneration, career development and corporate social responsibility. They shall develop and implement gender workplace policies to protect employees especially women from exploitation.

Boards and Management will be responsible for gender mainstreaming and shall take affirmative action in promoting gender diversity in their organisations. In terms of career development, the private sector shall provide training and career development among women and girls especially in Science, Mathematics, Technology and Engineering so that women find employment opportunities in fields that increase their prospects for better and improved livelihoods. In addition, the private sector shall support the collection, analysis and dissemination of sex-disaggregated data through the Ministry of Labour and Social Security and other sector membership institutions in order to create and implement a system-wide understanding of the contribution of the private sector in relation to gender matters.

## 7.0 LEGAL AND REGULATORY FRAMEWORK

The implementation of this Policy will be complemented by various Acts of Parliament and other instruments as outlined below:-

TABLE 1: COMPLEMENTING ACTS TO THE NATIONAL GENDER POLICY

S/N	ENABLING FRAMEWORK	ENABLING FRAMEWORK
1	The Constitution of Zambia Chapter I of the laws of Zambia	Stipulates fundamental human rights of all citizens regardless of gender.
2	The Penal Code Amendment	Stipulates penalties
3	The Anti-Gender Based Violence Act No. 1 of 2011	Provides for the protection of GBV survivors, the formation of the Anti-GBV Committees and the establishment of the Anti-GBV Fund.
4	Anti-Human Trafficking Act No 8 of 2008	Proscribes trafficking of persons of either sex. It provides for medical care, psychological and legal assistance as well as family-tracing and skill-building/recreation for survivors – as well as shelters, safety, security and legal status.
5	Public Procurement Act No 12 of 2008	Provides for the regulatory framework relating to procurement so as to ensure transparency and accountability in public procurement and control practices relating to public procurements.
6	Budget Act of 2009	Regulates the mobilisation and utilisation of national/public resources including those for gender mainstreaming.
7	The Industrial and Labour Relations Act Cap 269 of the laws of Zambia	Regulates freedom of association between the employers and the workers in industry.
8	The Citizen's Economic Empowerment Act No. 9 of 2006	Promotes the economic empowerment of targeted citizens.
9	The Education Act of 2011	Provides for GBV protection of employees, teachers and learners at educational institutions as well as the establishment of mechanisms for dealing with GBV cases.
10	The Public Health Act Cap 295 (enacted in 1930) of the	Responsible for monitoring of sanitation, health, education, monitoring quality of drinking water, setting standards and general sanitation supervision throughout the country.
11	The Energy Regulation Act Cap 436 (enacted in 1995) of the laws of Zambia	Established the Energy Regulation Board and defines its functions and powers, provides for licensing of companies in the production of energy, or handling of certain fuels.

S/N	ENABLING FRAMEWORK	ENABLING FRAMEWORK
13	The Prohibition and Prevention of Money Laundering Act No. 14 of 2001	This Act gives DEC another mandate to curb money laundering.
14	<ul style="list-style-type: none"> <li>• Marriage Act</li> <li>• Penal Code Act</li> <li>• Anti-Gender Based Violence Act</li> <li>• Integration of Comprehensive Sexuality Education into national school curriculum,</li> <li>• Adolescent Health Strategic Plan (2010-2015)</li> <li>• National Family Planning Scale-Up Plan (2012-2020)</li> <li>• National Strategy to End Child Marriage (2014- 2017)</li> </ul>	Current legal and policy framework that intervenes to end forced, early/child marriage.
15	African Charter on Human and People's Rights (ACHPR)	The Charter provides for economic, social and cultural rights on one hand and civil and political rights on the other. It also provides for third generation rights such as the right to development, to clean and healthy environment, the right to peace and the right to solidarity.
16	Southern African Development Committee (SADC) Protocol on Gender and Development	It raises the target of women in decision making from 30 to 50 percent by 2020. It also focuses on elimination of GBV, and protection and promotion of human rights of women.
17	Beijing Declaration and Platform for Action (BPfA)	This is one of the key instruments that Zambia has been utilizing for gender mainstreaming as it provides tangible strategies and activities for empowerment of women with relation to their human rights.
18	The Convention on the Elimination of All forms of Discrimination Against Women (CEDAW)	The "constitution" of international standards relating to women's rights.
19	<ul style="list-style-type: none"> <li>• National Arts Council of Zambia Act No. 31 of 1994;</li> <li>• Zambia Wildlife Act No.12 of 1998;</li> <li>• Tourism and Hospitality Act No. 23 of 2007 now being repealed as the Tourism and Hospitality Bill, 2014; and</li> <li>• Zambia Tourism Board Act No. 24 of 2007.</li> </ul>	Current legal and policy framework that governs the Tourism sector.

## **8.0 RESOURCE MOBILISATION AND FINANCING**

Implementing this Policy will require huge resource outlay in all sectors in order to create the impact. Given that financial resources will continue to be a constraining factor, effective resource mobilisation, utilisation and accountability should be given utmost consideration and priority. Coupled with this is the need for adequate and timely funding during implementation. Apart from Government resources, financial support from Cooperating Partners, Private Sector and Civil Society Organisations (CSO) among other stakeholders will be required to provide impetus to the effective implementation of this Policy. The Ministry of Finance working closely with the Ministry of Gender and Child Development and other stakeholders will embark on strategies to mobilise resources in order to realise the aspirations outlined in this Policy.

## 9.0 MONITORING AND EVALUATION

A Results Based Management Information System (RBMIS) will be established which will help track implementation (efficiency) and performance (effectiveness) of this Policy.

The overall aim of the Monitoring and Evaluation (M&E) Framework is to ensure that the nation is fully equipped to systematically generate, capture and disseminate information and increase knowledge through increased investments in monitoring and evaluation activities. This will strengthen the effectiveness and impact of co-ordination and implementation of sector Policies, Plans and Programmes. Specifically, the M & E Framework will address the Knowledge Management Strategy by:

- Strengthening national, provincial and district capacities in evidence-based programming, monitoring and evaluation;
- Ensuring that knowledge generated supports effective programming approaches at all levels; and
- Lessons learned are captured and disseminated widely across all stakeholders.

In this respect, MGCD shall co-ordinate the establishment and management of a sector-wide GIMS capable of supporting knowledge management in institutions including operationalisation of the National Gender Monitoring Evaluation Plan 2011-2015 and the National Gender and Communication Strategy 2010-2015.

