Assessment of Gender Mainstreaming in Water and Sanitation - A case of the Ministry of Local Government and Housing

By

Mary Banda

Dissertation Submitted in Partial Fulfillment of the Requirement for the Award of Masters in Gender Studies

The University of Zambia

Lusaka

2015
Declaration

I Mary Banda declare that this dissertation:

a) Represent my own work:

b) Has not previously been submitted for a degree at this or any other University: and

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Approval

This dissertation of Mary Banda has been approved as partial fulfilment of the requirements for the ward of Master of Arts in Gender Studies by the University of Zambia.

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Abstract

Basing on government’s efforts of advocating for gender mainstreaming in the public sector as a way of addressing problems of gender inequality and enhancing human development, the study assessed to what extent the water and sanitation sector has mainstreamed gender, investigated how the objectives of the National Strategy for Gender Mainstreaming have been achieved through policies and implementation of programmes, identified the gaps in gender mainstreaming, provided more knowledge on gender mainstreaming in the public service and has shown government’s effort to mainstream gender in the sector. The main objective of this study was to assess the extent to which gender had been mainstreamed in the Water Supply and Sanitation sector and examine to what extent the planned strategies had been implemented in order to develop interventions that will overcome barriers preventing implementation of gender programmes and activities in Water and Sanitation sector. Specific objectives were to examine the extent to which gender concerns were incorporated in policies, programmes and activities in Water and Sanitation sector, assess the extent to which the concept of gender mainstreaming has been grasped by staff members, assess how much resources are allocated for gender mainstreaming and to identify challenges faced by the water and sanitation sector in mainstreaming gender. Forty (42) respondents that deal with Water and Sanitation Services and Gender Mainstreaming were selected. Questionnaires were distributed to available staff together with in-depth interviews conducted. Data was coded and analysed based on emerging issues. To compliment primary data, secondary data was gathered through documents like policies, strategic plans and reports. The non-probability sampling technique was used to select the sample for the study, because not all respondents had equal chances of being selected. Only departments dealing with either Water Supply and Sanitation Service or those with expertise of Gender Mainstreaming was selected. Purposive sampling method was used. Qualitative method was used to collect data in order to produce evidence which led to understanding of the case being studied and answering the study questions. Use of multiple techniques helped to strengthen the opportunity for triangulation. Findings were that not so much has been done regarding implementation of the concerns raised in National Strategy for Gender Mainstreaming (2000) such as incorporation of these concerns. Knowledge of the concept of gender and gender mainstreaming is low, lack of capacities for mainstreaming gender, low representation of women
in decision making, lack of clear guidelines for gender budgeting and weak institutional framework for gender mainstreaming among stakeholders. The WSS sector has not formulated the institutional policy for gender mainstreaming hence lack of implementation for gender mainstreaming.
Dedication

Dedicated to my beloved late parents who gave me life, Mr and Mrs. Zgambo who provided my initial education support to be where I am and my brothers and sisters for their sacrifice during my period of study.
Acknowledgements

In the first place I would like to thank the Lord God almighty for the many blessings I have had during my study and throughout my life. I would also like to thank the many people that assisted me in one way or the other too numerous to mention. I would also like to acknowledge the assistance of my supervisor, Dr. J Kamwanga for his role throughout my work, members of staff of the department of Gender Studies for their input, my classmates, especially Dr. Bwalya E M, Gertrude Kapambwe and Mrs. Brenda Nyirenda Chisopa for their emotional, spiritual and financial support during the time I was out of employment. Gratitude also goes to my family members who have been with me throughout and have struggled with me in the process of attainment of my degree. Special gratitude also goes to my nephew Isaac Zgambo for his help with the laptop for typing my work. Lastly, to the staff of the Ministry of Local Government and Housing, particularly Selenia Mumelo and Mr Mutembo who were available and ready any time I needed information and the Staff of Lusaka and Kafue Water and Sewerage Company, thank you all.
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<td>BPFA</td>
<td>Beijing Platform for Action</td>
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<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination against Women</td>
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<td>CSO</td>
<td>Central Statistical Office</td>
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<td>FAWEZA</td>
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<td>GCF</td>
<td>Gender Consultative Forum</td>
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<td>GIDDD</td>
<td>Gender in Development Division</td>
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<td>German Technical Co-operation Zambia</td>
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<td>ILO</td>
<td>International Labour Organization</td>
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<td>MACO</td>
<td>Ministry of Agriculture and Cooperatives</td>
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<td>MCDSS</td>
<td>Ministry of Community Development and Social Services</td>
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<td>MFNP</td>
<td>Ministry of Finance and National Planning</td>
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<td>MLGH</td>
<td>Ministry of Local Government and Housing</td>
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<td>ZNWLG</td>
<td>Zambia National women’s Lobby Group</td>
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1.0 CHAPTER ONE

1.1 Introduction

Gender Mainstreaming as a strategy for promoting gender equality was established in Beijing in 1995 at the fourth United Nations (UN) World Conference for women which called for effective implementation of the Beijing Platform for Action and ensured that the work for advancement of women is promoted by the adoption of visible polices of mainstreaming a gender perspective in all development programmes. Gender mainstreaming entails bringing the perceptions, experience, knowledge and interests of women as well as men to bear on policy-making, planning and decision-making. Mainstreaming situates gender equality issues at the centre of analyses and policy decisions, medium-term plans, programme budgets, and institutional structures and processes. This requires explicit, systematic attention to relevant gender perspectives in all areas (UNDP Report 2006).

An assessment in gender mainstreaming would mean making checks and balances as to whether these perceptions, experiences, knowledge and interests of both men and women are reflected in policy making, planning and decisions as well as show that gender equality issues are put at the centre of analysis and policy decisions, inclusion in the budget allocation for gender mainstreaming activities and equal participation on both men and women in decision making and to what extent these have been considered.

The strategy for gender mainstreaming is defined by the Economic and Social Council (ECOSOC 2008) as the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

Gender mainstreaming usually brings change in policy processes, plans, research, projects and programmes because existing procedures and routines mostly would be gender blind and biased. Gender blind and biased policies and plans fail at times to capture gender perspective project planning, designing, implementation, monitoring, evaluation of projects and resource allocation,
a situation which would affect the impact on interventions aimed at reducing gender inequalities (Jule, 2008).

Gender mainstreaming is an important aspect of good governance and seeks to ensure that institutions, policies and programs respond to the needs and interests of women as well as men, ensure the equitable distribution of benefits and contributes to social, economic and cultural progress. It leads to greater fairness, equity and justice for women and men, thus enhancing the accountability of governments to achieve results for all citizens and an end to women-specific programs, (Canadian International Development Agency1997) while gender mainstreaming assessment would mean evaluating changes in policies that have taken place or barriers/obstacles that prevent the implementation of the planned programmes of gender mainstreaming in wss sector.

Gender mainstreaming was adopted mainly to address the perceived failure of previous strategies in the early 1970s such as women-specific projects to bring about significant changes in women’s status. There was widespread consensus that the failure of women-specific projects in the 1970s and 80s was due to their marginalization. During this period it was felt that women were left out in the development process and that were not benefiting significantly and in some instances existing status and position in society they were being made worse by development. (Hannan 2008)

The WID approach for example, in order to integrate women in the development process did not recognize the unequal power base for men and women because women were considered as passive recipients of development assistance, rather than as active agents in transforming their own economic, social, political and cultural realities. The attention to women came after major decisions on policies, strategies and resource allocations had already been made. Gender mainstreaming was designed to overcome this marginalization by ensuring that gender equality issues are at the core of development activities (Hannan 2008).

The rationale for gender mainstreaming assessment is to evaluate the extent to which the changes have been made in policies and programmes, the impact on both men and women and the specific needs have been taken into consideration during the design, implementation, monitoring and evaluation and how far they have been implemented. If gender mainstreaming has not achieved anything, the assessment would bring out factors that have contributed to this failure.
and consider possible recommendations for possible solutions to the problems that hinder gender mainstreaming in WSS.

The Zambian Government has been very instrumental in the promotion of gender equality and has recognized the need for equal and full participation of women and men at all levels of national development through formulation of the Gender National policy, signing and ratification of International/Regional instruments, establishment of institutional and legal frameworks and inclusion of gender as a across cutting issue in all policies of public institutions (www.un.org). Despite all these efforts, what has been lacking most is assessments of gender mainstreaming for checking whether it has made any impact in various public and private sectors or may be gender mainstreaming is merely done for donor demand water and sanitation sector inclusive.

1.2 Historical Background

The wss sector is guided by the Zambia’s Water Act Chapter 198 of the Laws of Zambia which functions on principles of common law enacted in 1949 whose policies were based on Rural Development established by the Colonial Government through the creation of the governing board in the Department of Water Affairs (DWA). To support the activities of the DWA the Water Board was established under the 1949 Ordinance with policy programmes of allocation of water and the issuing of water rights and water supply and sanitation policy for local authorities (GRZ, 2010).

However, after Zambia attained independence in 1964, the UNIP government implemented a policy of free social services in order to address inequalities. While this policy improved access to social services in the immediate term, inefficiencies became evident over time as fiscal constraints became more pronounced. The dilapidation that characterized the provision of water and sanitation services during the UNIP era led to a radical rethink by the MMD government of policies in the early 1990s and triggered the Public Service Reform Programme (PSRP) which started in 1993. The reforms under took decentralisation of service delivery functions to Local Authorities (LAs) by approving a Decentralisation Policy in 2002 and a Decentralisation Implementation Plan (DIP) in 2009 aimed at devolving functions to local councils over the medium term as the capacity of these institutions improves. Among the policy objectives was the empowerment of communities in decision-making, development of planning, financing and management capacity for delivery of services by Councils and communities but gender
consideration in the policy was missing despite having Gender and Development Department (GIDD) functioning at that time.

The current government of the Patriotic Front (PF) has continued with the decentralization policy which was started by MMD. However, a review of the Water policy, legal and regulatory framework is being carried out in order to streamline and harmonise functions and provide for efficient and effective management of the sector as well as develop a Water and Sanitation Policy, which will include principles of mainstreaming climate change adaptation and mitigation aimed at protecting water and sanitation infrastructure against damages and safeguarding communities against flooding, disease outbreaks and water scarcity during events of heavy precipitation and droughts (GRZ, 2013).

1.2.1 Gender Mainstreaming Strategy in WSS (2000)

The 2010 water policy reforms were reviewed based on a number of reasons that resulted in challenges regarding the management of the sector due to lack of clear guidelines, institutional structures and coordination links. A Programme Coordination Unit (PCU), an administrative measure to spearhead the re-organisation of the water supply and sanitation sector was established which was mandated to design sector policy reforms and come up with clarification of sector responsibilities and organisation of reforms, develop a framework for planning project development and operation and maintenance as well as developing strategies and proposals for institutional strengthening (GRZ, 2010).

Among the strategies developed during the sector reforms was the National Strategy for Gender Mainstreaming in Water and Sanitation in 2000 as recognition of the important role gender plays in the sustainability of any programme/project. Government also realized and accepted that policies impact on women and men differently and hence the need to make sure specific needs for both men and women were integrated in the design, implementation, monitoring and evaluation of all programmes at all levels in the sector. (Water Reform Support Unit, 2000)

Prior to the development of gender mainstreaming strategy, an assessment was done in 1999, whose results were used to bring out gender issues and concerns. Most of these concerns still exist even after more than a decade of the development of the Gender Mainstreaming Strategy in the sector. Some of the issues and concerns were the inadequate participation of women in
decision making process at all levels in the provision of safe, adequate, reliable water supply and sanitation services programme, and yet the management and development of water resources from the lowest to the highest decision-making levels require effective participation by both genders because both men and women play a vital role in the provision, management and safeguarding of water (Water Reform Support Unit, 2000).

Gender mainstreaming assessment would enhance the sector to what extent the water and sanitation sector has equally involved both men and women in the management and development of water resources and sanitation services. There are clear benefits that accrue when gender mainstreaming is adopted as a strategy. Gender mainstreaming not only makes the social problem of gender inequality visible but also makes full use of human resources, by recognising women and men with similar capacities and opportunities. (Mvula, 2012)

The other concern was lack of participation by communities on the choice and development of appropriate gender friendly technology. Technology choice is crucial to sustainability of the water supply and sanitation sector because the type of technology chosen affects operation and maintenance (Taylor and Mudege 1996: 10). If a community is to manage a water supply system, the technology used needs to be the type that community caretakers can maintain with little outside assistance (Davis et al 1993: 155). It must suit the existing locally available skills or skills that can be acquired by community members (LWSC 1993).

Limited involvement of beneficiaries at all stages of the project cycle because policies and programmes in water development and management should be based on a participatory approach, involving users, planners and policy makers at all levels because water has an economic value in all its competing uses and should be recognized as an economic good. The Dublin principles state that water is both a social and economic good. Gender differentials are important because women and girls suffer most when water supply is poor, and benefit most when it is good. Viewing water as an economic good means using a demand based approach in which the views of both men and women are critical. Devolving responsibility for the management of water to the lowest appropriate level has profound implications for the participation of women (GRZ & DANIDA, 2011).

Lack of gender awareness among development workers and lack of networking and gender sensitization of communities and local authority technical staff has led to insufficient participation of women in decision making processes in wss sector. This needs to be addressed
through community mobilization, sensitization, training and awareness creation to mainstream gender issues in all the activities of the communities.

Lack of gender aware institutional frameworks also brings about the problem of gender mainstreaming in WSS. According to Mulenga et.al (2002), a notable gap in which are responsible for the provision, management or regulation of water and sanitation services is the absence of internal gender policies to indicate their commitment to gender in the sector. In most instances water and sanitation agencies also do not have departments dealing with gender related issues and all considerations are left to the departments of gender that are housed in a different ministry. In organisations with departments dealing with gender more often than not, these departments are under-resourced and their members of staff lack the necessary gender training to guide them in their work and there is no gender equity. In cases where departments of gender are co-opted in water and sanitation committees their roles and powers are not clearly stated.

Inadequate budget allocation for gender activities or lack of gender responsive budgeting were further observed as being challenges of gender mainstreaming by the sector. Gender responsive budgeting is a crucial tool for monitoring gender mainstreaming activities, because public budgets involve all policy areas. Gender responsive budgets therefore are “a mechanism for establishing whether a government’s gender equality commitments translate into budgetary commitments” (Sharp/ Broomhill, 2002). Gender responsive budgeting can consequently be seen as an essential instrument for establishing gender mainstreaming within government policies and assigning clear responsibilities, making governments accountable for their gender policy commitments

1.3 Policy, Legal and Institutional Frameworks in Zambia

1.3.1.0 Policies

1.3.1.1 Zambia’s National Gender Policy (NGP) 2000

National Gender Policy stresses water supply and sanitation functions rather than management or development of the resource. The policy states that in order to resolve problems pertaining to the provision of safe and clean water and good sanitation, which affect women more than men, government should promote and encourage the involvement of both men and women in the decision making process in the provision of safe and clean water and improvement of sanitation facilities, encourage partnership between men and women and defines gender as an analytical concept, which focuses on women’s roles in relation to those of men and recognizes that full
participation of women and men in the development work on gender development process is cardinal to achieving sustainable development. In other words a gender policy in water supply and sanitation management relates to organisation of women’s and men’s involvement in the planning, construction, operation, maintenance and management of domestic water supply irrigation, sanitation or environmental protection (Gender in Development Division (GIDD), 2000). Recognition of the role women play alone is not enough because statements end only in packed document such as the gender mainstreaming strategy that has been in existence for more than a decade without a clear policy direction. What is required is political will to implement the planned activities hence the need for assessment of gender mainstreaming to see how far the wss sector has gone in to implementing these planned programmes and incorporation of gender concerns in their policies.

According to the UNDP (2005), there is little attention to gender concerns in the water governance structures or processes. This problem needs to be addressed and constraints to mainstreaming gender in water institutions identified. Institutions are grounded in norms, culture, market systems and policies that often perpetuate gender inequalities. It will be more difficult now because even the Revised Sixth National Development Plan is silent on gender issues in water and sanitation even the three objectives that were included have been removed not knowing the motive behind the planners have.

1.3.1.2 Revised Sixth National Development Plan (RSNDP 2013-2016)

Government believes to effectively implement programmes in the WSS sector with established inter-ministerial clusters to coordinate, monitor and evaluate programmes which will also assist in aligning sector performance towards the attainment of national objectives. One wonders as to how this will solve the problem of gender inequalities in the management and provision of wss when the RSNDP has completely removed gender concerns in its policies and plans not even a mention as a cross cutting issue, as well as not included the ministry of gender as one of the stakeholders in the inter-ministerial cluster coordination. At least the previous SNDP had something on gender to refer to with objectives that the public sector was referring to. This clearly shows that the current government has nothing to do with issues of gender mainstreaming if this cannot be reflected in the master plan (GRZ, 2013-2016).
Government further states that once programmes are implemented as planned the sector will contribute to the provision of sustainable and equitable access to safe water supply and adequate sanitation through infrastructure development in a well-coordinated manner. Focus will be to make effective use of water in improving human development situation and in economic activities particularly in promoting agricultural production and diversification (Ibid). How equitable will this be without considering gender inequalities that currently exist?

1.3.1.3 National Water Policy (NWP, 2010)

It aims at promoting sustainable water resources development with a view to facilitate adequate, equitable, and good quality water for all users at acceptable costs, and ensuring security of supply under varying conditions. The development of the water policy has been a major positive development in providing a policy framework and direction in water resource management, urban and rural water supply sub-sectors (Kimena 1998: 7; MOFND 2002: 92). Although the adoption of the national water policy has also become a first step towards a systematic approach to the development and management of water supply sector, emphasis has however been placed on urban water supply to the detriment of rural water supply. In addition, more work still remains to be done to translate the strategies and measures proposed in the policy into reality. There is also a need to elaborate policy, legislature and institutional framework for rural water supply to enhance collaboration among the service providers and coordination of activities to improve coverage and efficiency in the service delivery (RSU 1999: 687).

The other challenges of the water policy include inadequate implementation of sector plans and strategies, low government funding, unclear institutional responsibilities, weak coordination mechanisms, inadequate baseline information, and insufficient human resources, among other factors hampering service delivery. Updating the current Water Act could facilitate the resolution of these constraints. More clarity on the district level institutional framework is required, in particular with respect to the roles and accountability of District Water, Sanitation, Health and Education (D-WASHE) committees. The national water policy does not even have strategies for mainstreaming gender but only acknowledges gender as a cross cutting issue. This could be the more reason why the strategies for gender mainstreaming have failed to be implemented since they were launched in 2000. The assessment for gender mainstreaming is therefore necessary to
determine the extent to which gender mainstreaming has taken place. (National Water Policy, 2010)

1.3.2.0 Strategies in WSS

1.3.2.1 Water, Sanitation, and Health Education (WASHE)

In 1996, the Government adopted the Water, Sanitation, and Health Education (WASHE) concept, a national strategy for the improvement of WSS services that facilitates the involvement of the rural population in assessing priorities determining affordable and sustainable technology; management; operation and maintenance; and improving the health and hygiene practices in rural communities. The WASHE concept emphasises the importance of an inter-sectoral approach to planning and a participatory approach to implementation which is being implemented through district level committees (D-WASHE), which are part of the formal district level planning process. (Harvey & Skinner 2002) Communities are encouraged to establish lower level WASHE committees to ensure effective community planning and management of water supply and sanitation facilities (MOFND 2002: 92).

The commercialization of water and sanitation in the urban areas has negative cost recovery management, hence creating affordability challenges for the poor people. Women have also been excluded from WASH services mainly due to lack of access to resources and participation in decision making structures inherent in the social system as well as the tendency for gender to be isolated as a specific issue rather than a cross cutting concern in WSS interventions. Other challenges affecting the fulfillment of obligations in WASH by duty bearers have included poor decision making, and poor allocation and release of budgets. In Zambia, the highly centralised nature of resources causes a number of bottlenecks which have resulted in underutilization and poor targeting of available resources. This has further been compounded by the existence of multiple donor projects that are poorly integrated with national and district level plans.

1.3.2.2 National Rural and Urban Water Supply and Sanitation Programme

Within the plan there is no specific strategy for gender issues, apart from the realization of gender as a cross cutting issue at policy formulation level. The management committee for NRWSSP does not include the ministry of gender as one of its collaborating partners. Without a strategy on gender, indicators have been included during monitoring under crosscutting issues.
There is need for a gender strategy in order for these indicators to be a reality. They are already working with other line ministries for awareness such as the Ministry of education and Ministry of health except for the Ministry of gender which is supposed to guide the sector on issues of gender mainstreaming.


The weakness of the strategy is that it only made a statement that it will fully mainstream the major cross cutting issues of HIV, Gender and Climate Change in its work as well as intensify awareness in Disaster Preparedness and Disaster Risk Reduction but did not indicate how this programme will be done because among the strategies and objectives the same cross cutting issues are missing. As clearly indicated in the WSS gender mainstreaming strategy, there is a gender gap even in the International Agencies working in the sector such as lacking internal gender policies to signify their commitment to gender equality and equity. They do not even have qualified staff in gender sensitization, analysis and planning. In other words, there are no gender focal point persons (GRZ, 2000).

1.3.3.0 Legal Framework

1.3.3.1 Constitution

The Zambian government has provided through the constitution for human rights against discrimination which states that women and men have the right to equal opportunities in cultural, political, economic and social activities (Draft Constitution, 2010). But within the same constitution there are some articles which contradict the statement and perpetuate inequality such as Article 20 (e) which recognizes customary law negates some benefits under statutory law, especially in areas of marriage, divorce, inheritance and devolution of property.

Dual legal systems of customary and statutory laws have contradicted the fight for gender equality. Government has defined a power relationship between men and women that disadvantage women with regard to access to and control over productive resources and benefits from the development process. Inequalities of gender happen in the provision of all social services like education, health, training, employment, business, politics and decision making. An example is that of statutory law under the marriage act which states that legal age for marriage
for a girl is sixteen, while for customary law it is the maturity of a girl. This means that even a fourteen year old girl can be married off and it is not an offence (Njavwa, 2012).

1.3.3.2 Anti-Gender Based Violence Bill (2006)
The Anti-Gender Based Violence was drafted in 2006 with the aim of protecting the victims of gender based violence. It provides for physical, psychological, social, and economic abuse by recognizing a number of actors like, police, labour, social workers and employers. The problem is implementation and monitoring of the bill as it also applies to the WSS sector in-case of any abuse. (GRZ, 2000)
The anti-Gender Based Violence Bill also provides for protection orders, provision of shelters and a National Action Plan for addressing GBV, as well as physical, psychological, social and economical abuse. The only weakness is that it does not recognize marital rape or polygamy, but recognizes a number of actors, such as police, teachers, church leaders, traditional leaders and employers. The difficult part of this bill might be implementation and monitoring (GBV Bill, 2010).

1.3.3.3 Customary Law
It is traditional unwritten law which varies according to the different tribes of Zambian ethnic. Customary law most of the times operates in such a way that women are treated as minors who cannot participate in decision making irrespective of their age and status in society. The legal system also undermines the property and rights of women as well as legalization of discrimination against women (EFZ, 2009).

1.3.4.0 Water and Sanitation Legal Framework
The legal framework for service delivery is given by the Water Supply and Sanitation Act of 1997 created by the National Water Supply and Sanitation Council (NWASCO) under the Ministry of Energy and Water Development. At the same time, the act mandated the Ministry of Local Government and Housing to be responsible for the delivery of water and sanitation. This effectively undermined most of the principles of the National Water Policy of 1994. Furthermore, while the 1997 Act mostly addresses the provision of services in urban areas, there is no legal framework on rural water and sanitation. This has created a void in terms of mechanisms required for providing community-based rural water and sanitation programmes. Partly related to this, actions that require concerted effort such as training, promoting appropriate
technology and research on rural water and sanitation systems, and developing cost-recovery approaches have not taken place at the required pace.

Other related statutes in water supply sector are the Environmental Protection and Pollution Control Act, Cap.204, of 1990, which is primarily concerned with control of water pollution. And the Zambezi River Authority Act of 1986, which is concerned with the management of the water resources in the Zambezi River for shared power generation at Kariba between Zambia and Zimbabwe (National Water Policy, 2010).

1.3.5.0 Institutional Framework for Gender Mainstreaming in Zambia

1.3.5.1 Office of the Minister of Women and Gender in Development

Established in 2006 and provides political leadership and policy guidance on gender mainstreaming in national development for the purpose of helping the President in making decisions from a gender perspective and to represent GIDD at Cabinet. The presence of the Cabinet Minister ensures that decisions passed Cabinet take into account gender as a cross-cutting issue. (Njavwa, 2012) The weakness with this ministry is that it is not a fully flagged one like the other with offices up to district level and this makes it difficult to operate and link with other stakeholders such as the WSS sector to coordinate gender inequality concerns.

The WSS has included a number of government institutions it is working with and spelt out their roles excluding the ministry of gender which has a particular role of gender equality and equity. One wonders as to which ministry works with the ministry of gender. This could be one of the reasons why gender mainstreaming strategies are failing to be implemented. The gender mainstreaming assessment is required to help determine barriers that prevent effective and efficient linkages with other stakeholders.

1.3.5.2 The Parliamentary Committee on Legal Affairs, Human Rights, Governance and Gender

The problem with the institution is weak linkages between the committee and other stakeholders of gender institutions. The committee does not hold regular meetings with the same stakeholders that is, both public and private without even regularly submitting the reports. The committee also lacks adequate factual information upon which to make decisions and as well lacks legal authority to compel GIDD and GCF to submit regular reports on their operations. These are the
problems that hinder the committee to effectively perform its critical roles of supervising, coordinating and holding all gender institutions accountable (Mutale, 2004).

1.3.5.3 Gender Focal Points Persons (GFPPs)

The GFPPs, both men and women, are appointed in each line ministry and at provincial level as a key strategy to implement the GIDD mandate. Their role is to spearhead the reduction of gender imbalances in their respective organizations (Chandi 2002). They act as a link between GIDD and their respective ministries/institutions to ensure that gender is incorporated or mainstreamed into all policies, plans, programmes and projects and create linkages with other departments in their respective ministries (Mutale 2004).

However, the public sector has challenges to enable GFPPs to achieve their objectives because the responsibility of gender mainstreaming is an addition to the existing task, which has led to gender issues not being comprehensively addressed. Some of the challenges are lack of gender awareness, overloading with other responsibilities and taking gender issues in isolation of their core specialization constraint to gender mainstreaming. The GFPP has very little authority across and above other sub-sectors and technical staff indicating that gender mainstreaming proposals and activities have very little visibility and thus less of a priority (SADC Report, 2003).

1.35.4 Gender Consultative Forum (GCF)

The NGP established the Gender Consultative Forum to guide and advise government, via GIDD, on emerging issues. The GCF membership is comprised of various institutions including Government, churches, academic institutions, private sector, and the labour movement. Members are appointed to two-year terms by the Secretary to the Cabinet, who is the Chief Executive of the Zambian Public Service. The main functions and roles of the GCF are, to advise GIDD on emerging gender issues, to ensure that policies being implemented are gender sensitive and to advise on any other issues connected or incidental to gender and development (Mutale, 2004). There is no information as to how and where this forum operates from because not much has been said so far in the reviewed documents and indication of the challenges the forum might be facing.

The forum does not hold regular meetings to discuss and make policy recommendations to parliamentary committee responsible for gender affairs and lacks proper coordination with other
stake holders. It has as well not contributed much to the effective policy formulation and implementation of gender programmes in the country. It lacks clear terms of reference to guide its operations.

1.3.5.5 Gender Management Team (GMT)
The GMT is comprised of the Permanent Secretaries on Gender and Development. Their charge is to provide leadership in various activities; to lobby for resources; to lobby ministries, provinces and parastatals on gender implementation; monitoring and evaluation; and to develop gender implementation strategies (Mutale 2004).

1.3.5.6 Gender and Development Division (GIDD)
GIDD before the Ministry of Gender was launched managed gender issues, but lacked organizational structures that created staffing problems. These problems prevented the institutions from monitoring and evaluating the performance of its own programmes and of other stakeholders (Ibid).

1.4.0 International commitments
1.4.1 Convention for Elimination of All Forms of Discrimination (CEDAW)
The Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW): Article 14(1) of CEDAW calls on states to take account of particular problems faced by rural women and the significant role that rural women play in the economic survival of families, including work in the non-magnetized sectors of the economy. Article 14 (2) calls for measures to eliminate discrimination of women in rural areas, including ensuring women’s right to enjoy adequate living conditions; especially housing, sanitation, electricity and water supply; transport and communications.

1.4.2 Beijing Platform of Action (BPA) (1995)
The Beijing Platform for Action calls on governments to promote knowledge of, and sponsor research on, the role of women, particularly in rural areas, in food gathering and production; soil conservation, irrigation, watershed management, sanitation, marine resource management, pest management, land use planning, forest conservation and community renewable sources of energy, focusing particularly on women’s knowledge and experience. It also calls on
governments to ensure that women’s priorities are included in public investment programmes for economic infrastructure such as water and sanitation, electrification, energy conservation, transport and road construction. Government must promote greater involvement of women who will benefit from the project planning and implementation stages to ensure access to jobs and contracts (UNDP Report, 2005).

1.4.3 World Water Vision
In 1999 the World Water Vision requested the International Information Centre and Archives for the Women’s Movement to stimulate discussion on water management within global women’s networks. This led to the Gender and Water Networking Project in which about 2000 women’s groups were involved via an electronic list serve. The discussion yielded 21 recommendations by women to the second Ministerial Conference on Water in the Netherlands in 2000. These recommendations include that: women should be drawn into consultations at all levels when policy is created; systems developed; and mechanisms designed; women’s rights to water and to participate in water-related organisations and institutions should be ensured; women’s knowledge and experience in this field should be acknowledged, developed and better employed; women should be encouraged to enter the water management industry at all levels; gender training should be offered to all those involved in water supply and management; annual water audits, based on gender disaggregated data, should be published each year (Ibid).

1.5.0 Regional commitments
1.5.1 SADC Declaration on Gender and Development (1997)
SADC Declaration on Gender and Development: In 1997 heads of state of the Southern African Development Community adopted a declaration on Gender and Development that commits the regional organisation and its governments to mainstreaming gender in all policies and programmes. Water is a key sector of the SADC Programme of Action. At a workshop in January 2000 facilitated by Gender Links, the SADC Gender Unit and its sector coordinators drew up a generic gender audit checklist for all its sectors (SADC Monitor, 2010).
1.6.0 Statement of the problem

Government established gender mainstreaming Strategy Framework in order to incorporate gender concerns in all policies, programmes and activities planned in Water and Sanitation sector whose objective was to address imbalances and inequalities in the provision of water and sanitation services and emphasized the need to strengthen democracy and good governance through the participation of both men and women in decision making at all levels (GRZ, 2000). It is now more than ten years since the strategy was launched and was only reviewed five years later that is, 2005. This study attempted to investigate the implementation of strategies for gender mainstreaming developed in 2000 and how the concerns raised in the sector were addressed by the WSS.

1.7.0 Significance of the Study

The rationale for gender mainstreaming assessment in WSS is to evaluate changes that have been made in policies and programmes and the impact made on both men and women and how the specific needs have been taken into consideration during the design, implementation, and how far they have been implemented. If gender mainstreaming has not achieved anything, the assessment would help determine factors that have contributed to lack of implementation of programmes and consider possible recommendations for possible solutions to the problems that hinder gender mainstreaming in WSS. The study will also produce useful information on the performance of the WSS sector regarding gender mainstreaming in their policies and programmes in implementing, monitoring and evaluation as well as show governments effort in promoting gender.

1.8.0 Objectives

1.8.1 General Objective

The main objective of this study was to assess the extent to which gender has been mainstreamed in the Water Supply and Sanitation sector and examine to what extent the planned strategies have been implemented in order to develop interventions that will overcome barriers preventing implementation of gender programmes and activities in Water and Sanitation sector.
1.8.2 **Specific Objectives**

At the end of this research the following specific objectives were achieved:

1. To examine the extent to which gender concerns were incorporated in policies, programmes and activities in Water and Sanitation sector.
2. Assess the extent to which the concept of gender mainstreaming has been grasped by staff members.
3. To assess how much resources are allocated for gender mainstreaming.
4. Identify challenges faced by the water and sanitation sector in mainstreaming gender.

1.8.3 **Research Objective**

To what extent has the water and sanitation sector mainstreamed gender in their policies, plans, programmes and activities?

1.8.4 **Sub questions**

1. What prevents the implementation of gender programmes in WSS sector?
2. How were the gender concerns and imbalances addressed in wss sector and the type of training offered to the staff?
3. What is the level of resource allocation to gender activities?
4. What challenges does the WSS face to implement gender activities?

1.9.0 **Theoretical Framework**

Gender mainstreaming has been widely accepted as an approach for addressing gender inequality problems by policy makers both internationally and locally, such as the United Nations (UN), Council of Europe, and European Union (EU). It has been developed as a modern approach to gender equality and serves to shift the orientation that induce change in policies away from gender inequality as a policy problem toward the modernity of policies.

During the process of gender mainstreaming, it has been realized that transformation, elimination of gender bias and redirection of policies takes place. According to the Council of Europe (1998) “gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making.” It centers, then, on policy processes and on reorganizing institutions so that the responsibility for gender is generalized.
widely across the policy spectrum and hierarchy (Verloo 2001). To assist in understanding the process of gender mainstreaming, three theoretical frameworks have been used for further analysis. In the Marxist school of thought, theories are assumed as a set of logical pre-positions which guide research, describe relationship between variables and explain phenomenon.

Reference is made to the theory of social and political change in this study assuming that, to work towards gender equality, we need to change inequitable social systems and institutions by changing the rules of the game which determine who gets what, who does what, and who decides (Goetz 1997). The other theory used is the Liberal Feminism rooted in the tradition of 16th and 17th century liberal philosophy, which focused on the ideas of equality and liberty Wollstonecraft, (1792). Western feminist theorist, Mary Wollstonecraft argued, that women’s capacity to reason was equal to that of men and that biological sex differences were irrelevant in granting any rights.

1.9.1 The political theory of change
The theory is based on the assumption that because they live within gendered societies, few organisations will devote the time, energy, and resources to effective gender equality work unless pressured to do so and women’s constituency having realized that such organisations will affect the success of gender mainstreaming, exert sufficient pressure for gender equality to be noticed by the organisation as an issue requiring attention. Sometimes pressure for change may come from donors or boards of directors, but local, political pressure has more potential for holding organizations accountable.

The opportunity for change in the process of gender mainstreaming is the awareness and willingness of the need to address gender equality by government in order to enhance change in the existing situations and acceptance of the absence of existence of gender inequalities in policies and programmes. The theory assumes that better opportunities make the introduction, acceptance and implementation easier (Daly& Mary 2005).

The implementation of gender mainstreaming programmes in the WSS can be compared to the political process as they try to find out who does what, when, who the beneficiaries are and why. Politics come in because due to changes that will take place in the organization at all levels.
1.9.2 Organisational change

The theory pays particular attention to bureaucratic leaders who would want to make their views a reality and the influence they may have in mobilizing people to accomplish their goal. This may happen when they realize the benefit of belonging to this group or position in an organization. The bargaining is about access of gender advocates to power, their bargaining ability, and skill in the use of power. Power is built from position, coalitions, clarity of analysis and purpose, and assets such as access to senior levels, and the ability to provide valued goods (information, technical expertise, material, resources) (Rao & Kelleher 2005).

Relating this to gender mainstreaming would mean that sometimes within organizations there could be leaders of gender advocates who due to the benefit they may find in the positions or implementation of programmes may mobilize people to achieve their goal. What is needed is external pressure such as gender committees like gender consultative forum which can put pressure on the system and also come up with strong policies like National Gender Policy and WSS Policy. This can be strengthened by promotion of peer reviews among concerned networks to put pressure on members to adhere to planned strategies. For example, gender consultative forum and Parliamentary Committee on Legal Affairs, Human Rights, Governance and Gender (Rao & Kelleher 2005).

It is important for the actors in implementation of the programme to identify existing gaps and recommend changes by pressurizing actors involved in order to mainstream efficiently and effectively.

1.9.3 Institutional cultural change theory

Institutional culture is that collection of values, history, and ways of doing things that form the unstated rules of the game in an organization which culture defines what is valued as being truly important in the organisation (often at odds with official mission statements). This sphere is important because of its capacity to make things happen as well as to block them. (Batliwala 1996) Culture can be a powerful ally in making work on gender equality a valued part of the organisation’s work, the normal, the reasonable, ‘just good development’ (Rao et al. 1999). It
can be excluded by making the organisation difficult for gender mainstreaming. The best way to enhance gender mainstreaming is using influential leaders by empowering them with knowledge of the gender inequalities so that they see value in the change that is being advocated.

1.9.4 Liberal Feminism

Liberal feminism is rooted in the tradition of 16th and 17th century liberal philosophy, which focused on the ideas of equality and liberty Wollstonecraft, (1792). Western feminist theorist, Mary Wollstonecraft argued, that women’s capacity to reason was equal to that of men and that biological sex differences were irrelevant in granting any rights (Wollstonecraft 1792). She argued that the reason women appeared to be intellectually inferior was due to their inferior education and therefore, was a result of inequality, rather than justification for it.

Liberal feminists focus on equal opportunity for men and women in education and all sphere of life. The same education as provided to a man will allow a woman to assume responsibility for her own development and growth. But unless society provides equal education with the same civil liberties and economic opportunities a man has, she will exercise her hard won autonomy only within the private or domestic realm.

These feminists are also concerned with ensuring that laws and policies do not discriminate against women. Liberal feminists are looking forward to removal of barriers that prevent women operating effectively in public spheres on equal terms with men. Despite the fact that several policies on affirmative action are in place, women are still lagging behind in all aspects. In WSS, women occupy only positions termed as soft jobs because their skills or education qualifications do not allow them to be in top management. Positions in top management of the WSS sector require that one has an engineering qualification which most women do not have.
1.10.0 OPERATIONAL DEFINITIONS

The following definitions will be used in this study

1.10.1 Mainstream

The mainstream is set of ideas and opinions that are thought to be normal because they are shared by most people, the peoples’ ideas and opinions are most accepted. (Oxford Advanced Dictionary, 2005)

1.10.2 Mainstreaming

It is a process that aims to achieve a goal. Mainstreaming brings consideration of equality issues right into the core of policy work, so that it is central to all activities, at the point of planning, implementation and monitoring and evaluation.

1.10.3 Gender Mainstreaming

Gender mainstreaming entails bringing the perceptions, experience, knowledge and interests of women as well as men to bear on policy-making, planning and decision-making. Mainstreaming situates gender equality issues at the centre of analyses and policy decisions, medium-term plans, programme budgets, and institutional structures and processes. This requires explicit, systematic attention to relevant gender perspectives in all areas. (United Nations Development Programme 2006)
CHAPTER TWO

2.0. Literature Review

2.1. Definition and Importance of Assessment of Gender Mainstreaming

The UN Water Policy review (2005) made an emphasis on the importance of involving both women and men in the management of water and sanitation which has been recognized at the global level. Other international organisations that have recognized the involvement of both men and women in the provision of WSS are the 1977 United Nations Water Conference at Mar del Plata, the International Drinking Water and Sanitation Decade (1981-90) and the International Conference on Water and the Environment in Dublin (January 1992), that explicitly recognized the central role of women in the provision, management and safeguarding of water. The report further revealed that Johannesburg Plan of Implementation 2 (paragraph 25), the resolution establishing the International Decade for Action, ‘Water for Life’ (2005-2015), call for women’s participation and involvement in water-related development efforts which coincide with the timeframe for meeting the Millennium Development Goals (MDGs).

The Women in Development report (2006) revealed that gender mainstreaming is the process whereby gender concerns are raised routinely within everyday operations of an institution or organisation and resolved in a gender just manner in normal operations. Murison (2009) in his study also points out that gender mainstreaming is a methodology to achieve gender equality and not about addition of a woman’s component or even a gender equality component into an existing activity but goes beyond increasing women’s participation by bringing the experience, knowledge and interests of men and women to be on the development agenda and requires changes in goals, strategies and actions so that both men and women can influence, participate and benefit from the development process. He further stated that policy development is not a once-off process but requires from time to time a review of gender policies, programmes and activities that have been in existence for some time, evaluate performance, review lessons learnt, and develop and launch revised policy commitments accordingly. Mvula (2012) in his study also indicated that there are clear benefits that accrue when gender mainstreaming is adopted as a strategy because it does not only make
the social problem of gender inequality visible but also makes full use of human resources, by recognising women and men with similar capacities and opportunities.

The UN Economic and Social Council Report (1997) stated that gender mainstreaming has been a UN policy since 1997 defined and adopted as a way forward for all UN agencies to which Zambia is a party and revealed that it is a comprehensive strategy aimed at achieving greater gender equality by integrating a gender perspective into existing programmatic areas, and policies. It further stated that gender mainstreaming as a policy objective of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels and is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The goal is gender equality.

Njavwa (2013) in quoting Nickel revealed that gender mainstreaming endeavour to identify and eradicate gender inequality at its root and aspires to change or abolish mechanisms that lead to the (re)production of gender inequality. It revealed the most remarkable concept of all-embracing ambition is to influence and amend long grown structural features and daily routines in order to reach the ultimate goal of gender equality.

Primmnger, (2001) stated that gender mainstreaming concept demands individuals and organisations involved in policy making processes, such as planning, implementing or evaluating, to (re)-consider their policy measures or programmes with a gender sensitive eye and estimate effective consequences for women and men, for girls and boys, prevent discrimination of gender by identifying potential disadvantages still in the process of policy or legal drafting. Hence, assessment to be conducted to ensure the concept of gender mainstreaming is understood.

The report further revealed that gender mainstreaming involves changing policies, plans, programmes/projects and organisations to actively promote gender equity as well as focusing on having a holistic integration of gender mainstreaming issues into all aspects of a given structure.
2.2. Challenges and Opportunities of Gender Mainstreaming in Zambia

The Beijing Platform of Action report (1995) revealed that despite the widespread movement towards democratization in most countries, Zambia inclusive, women are largely underrepresented at most levels of government, especially in ministerial and other executive bodies, and have made little progress in attaining political power in legislative bodies or in achieving the target endorsed by the Economic and Social Council of having 30 per cent women in positions at decision-making levels by 1995. Globally, only 10 per cent of the members of legislative bodies and a lower percentage of ministerial positions are now held by women. Indeed, some countries, including those that are undergoing fundamental political, economic and social changes, have seen a significant decrease in the number of women represented in legislative bodies.

It further stated that although women make up at least half of the electorate in almost all countries, attained the right to vote and hold office in almost all States Members of the United Nations, they continue to be seriously underrepresented as candidates for public office. The traditional working patterns of many political parties and government structures continue to be barriers to women's participation in public life. Women may be discouraged from seeking political office by discriminatory attitudes and practices, family and child-care responsibilities, and the high cost of seeking and holding public office. Women in politics and decision-making positions in Governments and legislative bodies contribute to redefining political priorities, placing new items on the political agenda that reflect and address women's gender-specific concerns, values and experiences, and providing new perspectives on mainstream political issues (UN Document, 1995).

Norrby (2008) in the review for gender in Zambia revealed that Zambia has a quite well developed national framework in gender as concerns both government policy and civil society but problems seem to lie in weak implementation and predictability of the main challenges which include, Poor coordination within Gender In Development Division (GIDD), irregular funding and planning which has caused difficulties for GIDD in completing, its task of supporting gender mainstreaming in government bodies, uneven gender mainstreaming in GRZ institutions and Low Private Sector Participation of private sector actors, such as the banks and large
corporations, have shown little interest in gender issues nor having interest in the GRZ target of 30% representation in decision making.

The report further revealed that despite these weaknesses, some public institutions have shown quite strong initiatives while others have done little such as continued joint efforts from donors and government and coordination of support and planning, e.g. within the Framework of a Gender Sector Programme, inclusion of civil society into planning of the Programme that could further foster good planning, increased harmonisation of activities which will have a positive effect on implementation in different institutions, closer study of the driving forces in the institutions, like the Ministry of Education or Ministry of Health where progress has occurred and increased private sector dialogue (Norrby 2008).

Another report by Rakodi echoed the weaknesses the Zambian government has when it tried to develop institutional frameworks to address gender equality and equity issues. The report revealed that institutional structure is very weak and almost non-functional at all levels especially at the line ministry, provincial and district levels (Carole Rakodi, 2005).

A review by GIDD (2010) revealed that government institutions established to help make decisions at a gender perspective have failed to work with water and sanitation sector in order to reduce the gender imbalances. This can be confirmed in the review that was done by Jule (2008) which has indicated that gender issues were not adequately taken on board in the operations in the public service for achieving desired goals. It further revealed that even if Zambia’s gender related initiatives and priorities in the public service were in line with the national policy, implementation environment is not very conducive for gender mainstreaming. The problem seems to be still in existence because latest findings by Jule (2013) in the MLGH show that there is no institutional gender policy and that practically, gender mainstreaming initiatives were reported at implementation level, but these are generally weak and need to be coordinated and strengthened (Judai, 2013).

The review pointed out the need for compliance with the gender policy in order to complete the process of gender mainstreaming in the operations of the public service of which the water and sanitation is a part. Through its strategic plans the sector does not comply at all, for example the regulatory board NWASCO its strategic plan for 2013-2015 has not included any gender related issues not even a mention as a crosscutting issue. The rural and urban wss programme have
included gender as a cross cutting issue without any strategy and allocation of resources and such a situation make gender mainstreaming difficulty.

The review further stated that the other weakness by public service to implement gender mainstreaming is the failure to disseminate the national gender policy to all levels which has contributed to the slow engendering process. It further revealed that public sector staff lack knowledge of the gender policy and the document is not legalized yet but just contains guidelines for mainstreaming gender. It was therefore concluded that there was need to set up a strategy for engendering the public service and to develop an implementation plan that would assist in monitoring and evaluating progress for mainstreaming gender hence the need for gender mainstreaming assessment (Ibid).

2.3 Experiences and knowledge in Gender Mainstreaming

In quoting ZARD (1995) on the study ‘Impact of Gender Policy on Women in Decision Making” Mshanga revealed that even if programmes and structures have been created, little effort has been made to implement these programmes, perpetuating gender inequalities. The study further revealed that despite the seeming progressive policy, employers and management deliberately neglect to do their work and instead shelve off the programmes to accumulate dust, as most male employers and managers wish to protect their privileged positions against women in society. The situation results in in females being under-represented in decision making. The relevance of this issue raised by ZARD to the study is that it points to factors that are contributing to women not participating in top management positions in WSS which is male dominated. Women are denied the opportunity to participate in some of the top positions because of not having engineering qualifications. Therefore, this study is intended to find out whether or not and determine the extent to which gender has been mainstreamed in WSS sector.

2.3 Training

Judai (2013) draft gender analysis report revealed that gender imbalances have been acknowledged as one of the issues in the Public Services through the Training Policy which is written in gender-sensitive language. The findings revealed that the Training Policy has a policy measure that bars discrimination in training on the basis of gender but has not included a training needs’ analysis by the Directorate of Human Resources Development (DHRD), which has negative implications for budgeting for training in gender.
Judai (2013) also observed that, despite well intended policies, legislation or practices, achieving a gender balance in meeting needs and concerns of both women and men does not just happen unless with a clear realization of the need for better capacity building and training to be undertaken to increase the viability and effectiveness of gender policies and programmes to remedy the situation, as well as proactively prevent discrimination and bias from happening. Gender sensitivity has to be built in both women and men, particularly in those who are in positions of decision-making.

The above statement is supported by the UN Water policy report (2005) which revealed that capacity building means bringing together more resources, more people (both women and men) and more skills because capacity building in water supply and sanitation in developing countries Zambia inclusive is aimed at water resources and water supply specialists. The report pointed out that very few programmes and projects are aimed at expertise in social development, sanitation, or hygiene education that emphasizes a gradual scaling down to those responsible for operation and maintenance of water supply and sanitation, who are primarily women.

It further revealed that targeting women for training and capacity building is critical to the sustainability of water and sanitation initiatives, particularly in technical and managerial roles to ensure their presence in the decision-making process (UN Water Policy 2005).

The Gender Links Report (2000) also supported the training idea by stating that gender mainstreaming demands that all members of the organisation, at all levels receive gender training packaged in different ways to suit the different time constraints and operational requirements of those involved.

The UN Water Policy brief report (2005) made another observation that women are under-represented in the ‘water world’, with careers and training in water management dominated by men. The report indicated that if water management is to be democratic and transparent and represent the needs of the people, both men and women must have an equal say, though a start has been made through the increase in the number of women serving as ministers of water and environment, but the empowerment of women as water managers must also be felt at the grassroots level. The Watersheds and Gender project in El Salvador is an example of how women learned new skills through participation and involvement. The project has promoted women as leaders, and trained them as community promoters and managers of small scale
companies. As a result, women have acquired technical agricultural knowledge and are now performing tasks previously considered suitable only for men (Agua Project Report, 2002).

The Gender Links Review cited a few of the many examples of best practices in gender mainstreaming of the water and sanitation sector such as ‘Promotion of the Role of Women in Water and Environmental Sanitation Services (PROWESS) based in the UNDP, established during the International Drinking Water Supply and Sanitation Decade (1981-1990) to promote the involvement of women in community planning, operation, maintenance and evaluation of water and waste disposal schemes. It revealed that early and wide participation by women and their communities pays off in better maintenance, higher cost recoveries, improved hygienic practices and other socio-economic gains for the community.”

A World Bank Review, entitled “The Contribution of People’s Participation Evidence from 121 Rural Water Supply Projects” by Narayan in 1995 also revealed that women’s participation is among the variables associated with projects effectiveness in the sector because women’s participation serve both practical and strategic gender needs. The practical gender needs of women are needs based on existing divisions of labour and authority, whereas strategic gender needs are those that require redress of gender inequalities and redistribution of power more equitably. The report also revealed that women were found to have information on the year-round reliability of traditional water sources, whereas village chiefs and elders lacked such knowledge (World Bank Report, 1995).

A study in Lithuania revealed that initiatives on gender mainstreaming emerged as a result of efforts and perseverance from individual women in key positions of power such as ministers and senior civil servants or even organisations. The Cooperation and Research in Development in Uganda in its study revealed that the success of the programme they reviewed was partly attributed to staffing of policy of appointing women and enabling them to become managers. The appointment of women made gender issues easy to be taken seriously, while providing role models for wider community participation and opened for opportunities for women (Mugisha 1992).

ZARD (1985) observed that there hasn’t been much effort in the public sector to implement programmes despite them being planned and existence of structures which have perpetuated
gender inequalities. Policies have been formulated but employers and management seem to deliberately neglect to do their work and instead shelve off the programmes to accumulate dust, as most male employers and managers wish to protect their privileged positions against women in society which has resulted into females being under-represented in decision making positions.

The issues raised by ZARD are relevant to this study in that the wss sector as well is a public sector whose top positions are male dominated as such programmes of gender mainstreaming are failing to take place probably due to the same factors highlighted by ZARD. Implementation of gender related activities is not very clear because policies and programmes do not clearly state how they will be carried out. This study therefore, is meant to find out whether or not and determine the extent to which gender programmes have not been implemented in wss sector.

Machila, Zambia local Consultant and Researcher of the Zambia 2012 Barometer Report, shared in her presentation that Zambia was not well positioned for achieving gender parity by 2015 across the 10 main sectors of the SADC Gender Protocol which include Constitutional and Legal Empowerment; Gender Based Violence; Health; HIV and AIDS, Peace Building, Media, Information and Communication and Implementation. In order to close the gaps she made some recommendations such as ensuring that the SADC Gender and Development Protocol targets are mainstreamed in national policy frameworks, planning, budgeting, Monitoring and Evaluation, adopting, popularise Gender-Responsive Planning and Budgeting the need for line ministries and the Central Statistics Officer to generate and disseminate gender disaggregated data across sectors that will be used to inform policy interventions, need for capacity building to empower Sectors, line Ministries, Cabinet, MPs in Gender Responsive Budgeting, promote constructive engagement among stake holders to harness national synergy (reflections, reviews, strategic interventions), coordinate and increase information sharing for evidence-based advocacy /training (Zambia Barometer Report, 2012).

2.5 Presence and Role of Gender Focal Point Persons (GFPPs) in WSS Sector

Njavwa (2013) in her report reviewed that successful gender mainstreaming is dependent on staff assuming responsibility for integrating gender in their individual tasks and that by having all staff members engaged in gender mainstreaming, would lead to a holistic approach of addressing
gender inequalities in a given intervention. Varloo (2001) in the contrary argues that gender mainstreaming if made to everyone’s responsibility may result in it being nobody’s responsibility and assets that the task would be better executed if given to key individuals who are qualified to perform the function of gender focal point persons. (GFPs) though the appointment of GFPs in many organisations was inclusive lack commitment to assume gender mainstreaming responsibilities due to an overload of tasks and lack of knowledge on how to incorporate gender considerations in their work (Mehra & Gupta, Kalamwina & Kapembwa).

Rakodi (2005) in Evaluation of the “Strategy for Women and Gender Equality in Development Cooperation 1997-2005 in Zambia revealed that GFP lacked Terms of Reference and guidelines to operate, as well as attempts to carry out gender analysis and other activities were hindered by their lack of resource (e.g. vehicles) and disrupted by the PRSP process (SGS, 1999). The evaluation further revealed that most of those GFP designated were relatively junior and their job descriptions were not revised to incorporate their responsibilities with respect to gender, so that they struggle to influence those at more senior levels and to find the time to address gender issues in within the ministries. These factors have contributed to the poor performance of the gender focal point system as an institutional arrangement for addressing gender issues in the different sectors.

It also revealed that development activities effectiveness at provincial and district levels were constrained by a lack of gender analytical skills and capabilities by GFPs at these levels, as well as the absence of appropriate structures for gender mainstreaming and lack of sufficient comprehensive training which limit their contribution. It further revealed that when GFPs are transferred to higher offices from provinces or districts, not only may gender not be part of their remit in their new posts, but also they may have insufficient knowledge to apply gender analysis to the new area in which they are working. It is only by making a gender mainstreaming assessment that can help government find solutions to the existing problems of effective operations by GFPs.

The studies by Valoo (2001), Njavwa (2012), Mehra & Gupta, Kalamwina & Kapembwa and Rakodi (2005) and SGS, (1999) on GFPs are relevant to this study because the WSS sector is experiencing the same problem of having qualified and skilled officers for the position which is hindering or slowing down the implementation of gender mainstreaming. Those that have been
assigned have other responsibilities where they are answerable. The above problem can be further confirmed by Jule (2013) in the gender analysis report in the MLGH who’s findings revealed that the position of Gender Focal Point Person (GFPP) was established in the Human Resource Administration Department (HRAD) in line with GRZ policy of ensuring that all line ministries mainstream gender, but, the Gender Structure was reported to be weak due to lack of clear Terms of Reference and the fact that it is an adds-on responsibility, making it difficult for the GFPP to allocate adequate time to gender work (Jule, 2013).

Gender work is seen as an extra burden unless the person has interest in it. It was also pointed out that because gender is not perceived as a professional/technical field, the HRAD does not fund training in Gender and Development. Findings further indicate that the position of GFPP is not being a full-time but an add-on responsibility, meaning that, it is not a Key Result Area for purposes of performance appraisal.

2.6 Gender Responsive Budgeting

The Council of Europe (2005) defined gender responsive budgeting as an application of gender mainstreaming in the budgetary process which involves a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality. The Council also stated that Public budgets are not merely economic tools, but summarise policies in monetary terms and express political priorities. Budgets, therefore, are not gender-neutral but affect women and men in different ways, reflecting the uneven distribution of power within society as economic disparities, different living conditions and ascribed social roles. Gender budgeting seeks to make the gender impact of budgets visible and to transform them into an instrument increasing gender equality. The Council further stated that, gender budgeting basically involves all levels of government, national, regional and local. Gender budgeting thus involves all stages of the budgetary process and implies gender sensitive analysis, assessment and restructuring of budgets. The council also concluded that, gender budgets are “a mechanism for establishing whether a government’s gender equality commitments translate into budgetary commitments” (Sharp/Broomhill 2002, 26). Gender budgeting can consequently be seen as an essential instrument for establishing gender mainstreaming within government policies and assigning clear responsibilities, making governments accountable for their gender policy commitments
Morna (2000) in gender links report revealed that budgets from a gender perspective is integral to gender mainstreaming. If gender considerations have been built into policies and project design, they should reflect in resource allocation and if they have not, the outcomes are not likely to deliver substantive equality for women. Budgets are thus a critical tool for mainstreaming. The report further revealed that gender budgeting is a tangible way for women to engage in hard-core resource allocation debates that are likely to enhance empowerment rather than tinker at the fringes of social welfare policies as has traditionally been the case, because such exercises increase the transparency of, and participation by citizens in, economic governance.

The review emphasized on the importance of gender budgeting because of the different locations of men and women in society and in the economy and revealed that no budget line is neutral, but by obtaining gender disaggregated data. Gender budgeting involves both an analysis of allocations between sectors and within sectors to determine their impact. (Ibid)

In conclusion, the literature reviewed just show that issues raised by other scholars are merely possible factors that might have contributed to lack of gender mainstreaming in most institutions, WSS inclusive. To establish to what extent the WSS sector has mainstreamed gender required investigations, which is the purpose of this study. This was done by assessing how much knowledge the staff had on issues of gender and if gender concerns raised in the 2000 gender mainstreaming strategic plan were incorporated in the policy documents and programmes of the WSS sector.
CHAPTER THREE
3.0 Methodology

3.1 Study Design

A descriptive case study research was conducted looking at the nurture of the study being investigated. In a case study, the researcher explored a single entity or phenomenon (‘the case’) bounded by time and activity (e.g., a program, event, institution, or social group) and collected detailed information through a variety of data collection procedures over a sustained period of time. The case study is a descriptive record of an individual's experiences and/or behaviors kept by an outside observer. (Creswell, 1994)

The qualitative method was used to assess and examine an individual unit such as a person, group, institution or event emphasizing developmental factors in relation to context. The purpose for using this method was to narrow down the field of research in order to set boundaries so that only a selected Government Ministry Department used among those that are involved in the provision of water and sanitation services. The research design was useful for testing whether the theoretical framework referred to in the study were applicable in understanding practices in the selected Ministry Department

3.2.0. Sampling Design

3.2.1. Population

The population of the study comprised staff in management positions in the department of Water Supply and Sanitation Services. Creswell (2003) defines population as “a complete set of all the items and possible observations of the type which is to be investigated or within”. With regard to this study, the target population was all staff occupying management positions in WSS sector.

3.2.2. Sampling Frame

The sampling frame was the MLGH Organisation Structure that showed various management positions in the Water Supply and Sanitation Services. The sampling unit was the Department of
Water Supply and Sanitation Services at the MLGH Headquarters, Lusaka Water and Sewerage and Kafue Rural Water Supply and Sanitation Unit.

3.2.3. **Sampling Method**

The goal of all sampling techniques is to obtain a sample that is representative of the target population (Flick, 2002). The procedures used to select a sample require some prior knowledge of the target population, which allows a determination of the size of the sample needed to achieve a reasonable estimate of characteristics of the population. In this case, the sampling technique used was purposive sampling. The purpose for using purposive sampling was because the population being investigated was small. The goal was to focus on a particular characteristic of a population being investigated.

Purposive sampling, also known as judgmental, selective or subjective sampling, is a type of non-probability sampling technique. Non-probability sampling focuses on sampling techniques where the units that are investigated are based on the judgment of the researcher units (e.g., people, cases/organisations, events, pieces of data) that are to be studied. Usually, the sample being investigated is quite small, especially when compared with probability sampling techniques. The main goal of purposive sampling is to focus on particular characteristics of a population that are of interest, which will best enable you to answer your research questions. The sample being studied is not representative of the population, but for researchers pursuing qualitative or mixed methods research designs, this is not considered to be a weakness. Rather, it is a choice, the purpose of which varies depending on the type of purposing sampling technique that is used. For example, in homogeneous sampling, units are selected based on their having similar characteristics because such characteristics are of particular interested to the researcher. By contrast, critical case sampling is frequently used in exploratory, qualitative research in order to assess whether the phenomenon of interest even exists use (Patton, 1990 & Kuzel, 1999).

The sampling technique was suitable for water and sanitation sector because the top management was very small for non probability.
3.2.4. **Sampling Plan**

The study population was divided into three parts that is, the MLGH representing the policy making body, Lusaka Water and Sewerage representing implementation level for urban and Peri-Urban water supply and sanitation and Kafue District for rural water supply and sanitation services. Using purposive sampling technique, the management positions were targeted for provision of the required information for the study. The key informants were the GFPPs for each department and the HR. All the ten positions were targeted because each had a different responsibility. The same positions exist at the district level, meaning the distribution of questionnaires was divided into three equal parts.

3.2.5. **Sample Size**

Considering the limited time the research had and purpose of this study, 42 respondents were felt to be enough to sufficiently represent the study population in management positions.

3.3.0 **Data Collection**

3.3.1 **Data Collection Method**

A qualitative method was used to collect in-depth responses from respondents aimed at exploring their opinion, perceptions and experiences in working with gender issues. Qualitative process of inquiry has the goal of understanding a social or human problem from multiple perspectives and is conducted in a natural setting by involving a process of building a complex and holistic picture of the phenomenon of interest. (Creswell, 1994)

3.3.2 **Tools**

In-depth interviews were used and data was coded based on the emerging issues in line with the study questions. In-depth interviews provided the researcher with an opportunity to probe further on specific issues. Secondary data helped compliment findings obtained through interviews from documents such as policies, procedure manuals, strategic documents, standard and terms of conditions.

3.4.0 **Data Analysis**

Data collected through interviews was coded basing on emerging patterns in the responses according to and provided in line with the study questions. The collected data consisted of the researcher’s field work notes, observations, in-depth interview responses organisational policy
and strategic documents which were read and recorded. The emerging patterns in the responses provided specific codes which helped to identify unique characteristics arising from selected departments. It also relied on the theoretical prepositions of the study and considered alternative explanations by looking at differences in responses.

3.5. Ethical Considerations
The study was carried out in a public sector and did not have critical ethical issues, but informed consent was sought from respondents before administering the questionnaire and interviews. Confidentiality and anonymity was upheld.

3.6. Study Limitations
LIMITATION OF THE STUDY
The problems encountered in the course of the study were from some respondents who were not available due to commitments thus necessitating substitution. Other respondents failed to clearly give the required information because the institution has policies which do not allow dissemination of certain type of information such as finances, to outsiders which led to some vital information being withheld. Some targeted respondents were unwilling to co-operate and unwilling to answer the questionnaire due to lack of interest. Some interviewees misplaced the questionnaires, hence necessitating extra expenses and time in producing more.
CHAPTER FOUR

4.0 Results

Chapter four present findings on the study conducted at the MLGH as a policy making body for WSS sector and LWSC for implementation of urban WSS and Kafue for rural WSS services. The assessment was aimed at finding out the extent to which the MLGH has mainstreamed gender. In-depth interviews, reviews, policy and strategic plans’ documents were used as sources of both primary and secondary data. Results are presented in the categories of background information, knowledge for mainstreaming, knowledge for concepts for gender mainstreaming, the role of GFPPs, and gender training constraints for gender mainstreaming in WSS sector and Prospects to enhance gender mainstreaming in WSS sector.

4.1 0Background

4.1.1. Sex Distribution and Education Qualifications

Forty two (42) officers in management positions at policy and implementation level of the MLGH and the utility companies for both rural and urban WSS that is, LWSC and Kafue RWSS unit were targeted. Five (5) were key informants and twelve were interviewed (12) with four (4) from the MLGHA LWSC and Kafue WSS Unit.

4.1.2 Academic Qualifications

The study revealed that at the MLGH, LWSC and Kafue WSS Unit the minimum educational attainment in management positions is a diploma. The highest qualification is Masters Degree. Out of the twenty five questionnaires administered MLGH, LWSC and Kafue WSS Unit, seven (7) of the respondents, two (2) male and five (5) female have diplomas. Seven (7) males and four (4) female of the respondents have bachelor’s degree. Six (6) male and one (1) female respondent have Masters’ Degree. The study also revealed that top management positions with engineering qualifications are male dominated (90%) and female (10%) with non-engineering qualifications.
### Table 4.1.2 Academic qualifications of respondents

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency Male</th>
<th>Percentage Male</th>
<th>Frequency Female</th>
<th>Percentage Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diploma</td>
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<td>8</td>
<td>5</td>
<td>20</td>
</tr>
<tr>
<td>Bachelors Degree</td>
<td>7</td>
<td>28</td>
<td>4</td>
<td>16</td>
</tr>
<tr>
<td>Masters Degree</td>
<td>6</td>
<td>24</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>15</strong></td>
<td><strong>60</strong></td>
<td><strong>10</strong></td>
<td><strong>40</strong></td>
</tr>
</tbody>
</table>

Source field work 2015

#### 4.1.3 Age of respondents

Most of the respondents interviewed in the WSS sector that is, MLGH, LWSC and Kafue WSS Unit were between the age of 35 and 50 years. Eight respondents were between thirty (30) and thirty five (35) years, eleven (11) were between thirty six (36) and forty (40) years, four were between forty one (41) and forty six (46) years, while two were forty six (46) and fifty years with no one above fifty years.

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>30-35 years</td>
<td>8</td>
<td>32</td>
</tr>
<tr>
<td>35-40 years</td>
<td>11</td>
<td>44</td>
</tr>
<tr>
<td>41-45 years</td>
<td>4</td>
<td>16</td>
</tr>
<tr>
<td>50 years and above</td>
<td>2</td>
<td>8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>25</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source field work 2015

#### 4.1.4 Period of Employment

Among the respondents, results showed that the longest serving period was only three years. Those who served for three years were nine (9). Two years were seven (7) one and half years were three (3). Those who served one year were four (4) and two (2) less than a year.

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>30-35 years</td>
<td>8</td>
<td>32</td>
</tr>
<tr>
<td>35-40 years</td>
<td>11</td>
<td>44</td>
</tr>
<tr>
<td>41-45 years</td>
<td>4</td>
<td>16</td>
</tr>
<tr>
<td>50 years and above</td>
<td>2</td>
<td>8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>25</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>
### Variables

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>3 years</td>
<td>9</td>
<td>36</td>
</tr>
<tr>
<td>2 years</td>
<td>7</td>
<td>28</td>
</tr>
<tr>
<td>1 and half years</td>
<td>3</td>
<td>12</td>
</tr>
<tr>
<td>1 year</td>
<td>4</td>
<td>16</td>
</tr>
<tr>
<td>Less than 1 year</td>
<td>2</td>
<td>8</td>
</tr>
</tbody>
</table>

Source field work 2015

**4.1.5 Operational Areas**

Based on the responses in the positions respondents operated, the study revealed that most men occupied the top most positions while females occupied lower positions of decision making, for example at the MLGH out of the eleven top positions ten (10) were men with one female LWSC in the three departs, out the nineteen respondents only seven were women and Kafue WSS Unit out 12 respondents only three were women. All the men had engineering qualifications with only three women with engineering positions. Most women are occupying positions that are known as soft jobs such as Community Development Officer, Human Resource Administrative Officer and GFPP and secretaries. The three women engineers are still at operational level at the treatment centers with no one at the national or provincial offices.

**4.2.0 Knowledge of Gender Mainstreaming**

The assessment for gender knowledge focused on staff with key tasks and roles in the programs, policies and budgets, as well as any guidelines and standing circulars as a way of establishing existing capacities and gaps of staff in incorporating gender in the identified focus areas. This presentation of findings is guided by the cultural change theory which emphasizes that the best way to enhance gender mainstreaming is using influential leaders by empowering them with knowledge of the gender inequalities so that they see value in the change that is being advocated (Rao et al. 1999). This view is supported by the Council of Europe, (1998), which defined gender mainstreaming as “….the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making. The definition underscores
the importance of ensuring that policy managers are imparted with gender mainstreaming skills. The findings revealed that respondents at all levels of the WSS sector had low or no knowledge of the provisions for gender mainstreaming in the key WSS policy documents: National Gender Policy, Strategy for Gender Mainstreaming in WSS sector, Beijing Platform of Action and the SADC Protocol on gender and development.

4.2.1 National Gender Policy (NGP, 2000)

With regard to water related issues, the National Gender Policy stresses water supply and sanitation functions rather than management or development of the resource. The policy shows government’s commitment in promoting the involvement of women in the decision making process by encouraging partnership between men and women in the provision of water and sanitation (Judai, 2008).

When assessed for knowledge of the NGP document, two (2) respondents at MLGH said it is a policy dealing with gender guidelines, one (1) said it was a policy that promotes gender equality among women and men in work places, three (3) had no idea, and one (1) said it was document explaining the importance of both men and women on the development process.

Table 4.2. 1 Levels of knowledge of NGP at the MLGH

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy promoting equality</td>
<td>2</td>
<td>29</td>
</tr>
<tr>
<td>Policy dealing with gender guidelines</td>
<td>1</td>
<td>14</td>
</tr>
<tr>
<td>Document explaining women and men at development process</td>
<td>1</td>
<td>14</td>
</tr>
<tr>
<td>No idea</td>
<td>3</td>
<td>43</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>7</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source field work 2015

The level of knowledge for the NGP is low at LWSC, where six (6) had heard about it but not seen the document, two 2 had heard about it but did know what the contents were and four (4) had no idea. The manager at LWSC at the department of Water Supply treatment center in
Woodlands during an in-depth interview stated that he had no idea of what exactly it was but has heard about it while the manager at the Sanitation Department at Garden treatment center who is female also expressed her ignorance on the meaning of what a gender policy document is. ‘I have heard about it but only used it during my studies at UNZA for my academic assignment without understanding what it is.’

Table 4.2.2 Knowledge levels of the NGP at LWSC

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heard about it but not seen it</td>
<td>6</td>
<td>50</td>
</tr>
<tr>
<td>Heard about it but not used it but don’t know the contents</td>
<td>4</td>
<td>33</td>
</tr>
<tr>
<td>No idea</td>
<td>2</td>
<td>17</td>
</tr>
<tr>
<td>Total</td>
<td>12</td>
<td>100</td>
</tr>
</tbody>
</table>

Source field work 2015

The Kafue Council Gender Situation Analysis document by Gender Links (2011) also revealed that the Kafue District Council was aware of the NGP document but had not seen it. The key informant said that ‘we do acknowledge that there is a national gender policy but the council has no copy and have not read the policy.’ As was with others, respondents from Kafue also exhibited low knowledge levels; two (2) had heard about it but not seen it and four (4) had not heard about it.

Table 4.2.3 Levels of knowledge of the NGP at Kafue WSS Unit

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heard about but not seen it</td>
<td>2</td>
<td>40</td>
</tr>
<tr>
<td>No idea</td>
<td>4</td>
<td>60</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
</tr>
</tbody>
</table>

Source field work 2015

4.2.2 National Strategy for Gender Mainstreaming in (NSGM) WSS sector (2000)

Members of staff were also assessed for knowledge of the National Strategy for Gender Mainstreaming (2000). The findings reviewed that at the MLGH four (4) respondents had heard
about it but not seen the National Strategy for Gender Mainstreaming (NSGM) document and three (3) had no idea about the document.

Table 4.1.8 showing levels of knowledge of the NSGMWSS at MLGH

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heard about it but not seen it</td>
<td>4</td>
<td>51</td>
</tr>
<tr>
<td>No idea</td>
<td>3</td>
<td>49</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>7</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: field work 2015

All the twelve respondents from Lusaka district expressed ignorance of the NSGM document. This was underscored by a manager of a Water Supply Treatment Center who said, ‘*I have never heard about that document, I’m hearing it from you for the first time. We don’t even refer to it during our strategic planning meetings.*’

These findings were replicated at Kafue District Council, with all the six members of staff indicating that lack of the knowledge of the document. One of the interviewees stated: *we would have been using the strategic plan during our planning for activities to help us on issues of gender had it been availed to us*

Table 4.2.4 Levels of the NSGMWSS at Kafue WSS Unit

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>No idea</td>
<td>6</td>
<td>100</td>
</tr>
<tr>
<td>Heard about it</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: field work 2015

Government in 2000 through the WSS reform Support Unit undertook a gender assessment whose findings brought out a number of concerns and developed a national strategic plan. Some of the concerns included the inadequate participation of women in decision making at all levels in the provision of adequate and reliable water supply and sanitation services, inadequate gender awareness of the concept of gender mainstreaming among staff, lack of internal gender policies
in WSS sector and lack supportive mechanisms for implementation of gender policies in the sector (GRZ, 2000). Findings from the study indicate that these concerns have not been implemented by the WSS sector for example there are not internal gender policies in all the WSS sector departments to help on gender issues.

4.2.3 Beijing Platform of Action (BPFA) in relation to gender mainstreaming (1995)

The BPFA is one of the key instruments that Zambia is utilising for gender mainstreaming, as it provides strategies and activities. It aims at advancing the empowerment of women in relation to women’s human rights and also provides a platform for international norms and standards of equality between men and women. It also calls on governments to promote knowledge of, and sponsor research on, the role of women, particularly in rural areas, in food gathering and production; soil conservation, irrigation, watershed management, sanitation, marine resource management, pest management, land use planning, forest conservation and community renewable sources of energy, focusing particularly on women’s knowledge and experience. It also calls on governments to ensure that women’s priorities are included in public investment programmes for economic infrastructure such as water and sanitation, electrification, energy conservation, transport and road construction (GRZ, 2012).

At the MLGH findings revealed that most members of staff were not familiar with the Beijing Platform of Action (BPFA) (1995) policy document except when people mention it in passing. Five (5) respondents had no idea, two (2) have just heard about it but did not understand.

**Tables 4.1. 10 Knowledge levels of the BPFA at the MLGH**

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heard about it but did not understand</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>No idea</td>
<td>5</td>
<td>86</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>7</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: field work 2015

In responding to the knowledge of the BPA from staff of LWSC results showed ignorance of existence of the BPFA policy document where nine (9) said they had heard about it but didn’t know what it meant and three (3) had no idea of what the BPA was. These findings were replicated at Kafue WSS Unit staff who also expressed ignorance of the BPA policy document as
all the six members of staff stated that they had no idea of what the document was. During an interview, one participant said, ‘I just hear people joke about Beijing when they talk about gender. I don’t know how it relates to gender issues in the WSS.’

Table 4.1.11 Knowledge levels of the BPFA at LWSC

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heard about it but did not understand</td>
<td>9</td>
<td>75</td>
</tr>
<tr>
<td>No idea</td>
<td>3</td>
<td>25</td>
</tr>
<tr>
<td>Total</td>
<td>12</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: field work 2015

4.2.4 SADC Protocol for Gender and Development (1997)

The protocol was recently ratified and is a forerunner to the 1997 SADC declaration. It focuses on eliminating all forms of GBV including sexual gender based violence, the protection and promotion of the human rights of women particularly the reproductive and sexual rights of women and girls. At the SADC Summit held from August 16 - 18, 2005, a lot of pressure was placed on SADC Heads of State to fall in line with the African Union’s (AU) position of equal representation of women at all levels of decision-making. Among proposed measures at the summit was the raising of the current SADC target of thirty per cent women in decision making by 2005 to 50 per cent by 2020 with different bench marks for each country, depending on their starting point (GRZ, 2012).

When members of staff were assessed for knowledge on the SADC most respondents expressed ignorance too with the SADC Protocol. The findings revealed that at the MLGH, two (2) had no idea and five (5) had heard about it but not seen it.

Table 4.1.12 Knowledge levels of the SADC Protocol at the MLGH

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heard about</td>
<td>5</td>
<td>71</td>
</tr>
<tr>
<td>No idea</td>
<td>2</td>
<td>29</td>
</tr>
<tr>
<td>Total</td>
<td>7</td>
<td>100</td>
</tr>
</tbody>
</table>
At LWSC three (3) staff had heard about the SADC Protocol and nine (9) had no idea most of these are middle management staff where women are the majority.

Kafue District Council WSS Unit members of staff expressed low knowledge of the document where two (2) head about it and four (4) not heard about it. One participant during an interview stated that, ‘I have heard about the SADC Protocol because it is referred to participation of women in decision making though the council here has no recruitment policy not even an affirmative action policy and gender is not mentioned in our job description. Women and men are not employed equally the council is dominated by male employees.’

Table 4.13 Levels of knowledge for the SADC Protocol at Kafue WSS Unit

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heard about it</td>
<td>2</td>
<td>33</td>
</tr>
<tr>
<td>No idea</td>
<td>4</td>
<td>67</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: field work 2015

Despite having some knowledge on instruments that govern the promotion of gender equality in Zambia, the levels of utilization is very low. This can be attributed to the absence of laws at national level that would legitimize policies especially the NGP so as that programme implementers would be required to adhere to the policy. The NGP having been in place for more than a decade has not been widely disseminated to all key stakeholders including the MLGH WSS sector.

4.3 Knowledge of the concept of gender mainstreaming

The Audit Report on Implementation of Gender Mainstreaming in Zambia (2012) highlighted some weakness by Government as having not paid attention to particular areas when formulating the national gender policy in the year 2000. Some of the shortcomings were the definition of the term 'gender' as “an analytical concept which focuses on women's roles and responsibilities in relation to those of men. It can be defined as a psychological or cultural concept which refers to
one's subjective feeling of femaleness or maleness.” This definition portrays the term “gender” to be women's rights or interests and that putting across a correct impression of the term is important to the development of effective legislation. The report further revealed that the NGP which was formulated in 2000 had not been reviewed by GIDD to assess its impact as of April 2010.

Pertaining to International and Regional Protocols, the report revealed that government did not fully incorporate them in the National Gender Policy. Government had during the years 1984 to 2008 signed and ratified about nineteen (19) International and Regional protocols. However, only eleven (11) were incorporated into the National Gender Policy leaving a balance of eight (8). The National Gender Policy prepared in 2000 did not include the provisions of the protocols signed after the year 2000. For instance, the policy provided for 30% as the minimum threshold for women representation in decision making whereas the SADC protocol signed in 2008 advocated for 50%. The policy only made reference to gender-specific problems related to legal dualism but did not provide policy measures to address them. The current policy does not provide priority areas of focus nor strategic entry points in sectors where greatest desired output can be easily achieved. The Policy assumes that gender mainstreaming is for Public Service institutions only and does not give guidance on how the private sector will mainstream gender into their programmes.

Findings indicate that conceptual understanding of ‘gender mainstreaming’ varied but generally very low the majority of Key Informants gave inaccurate definitions of these key concepts. However, findings also indicate a few that were able to give clear/adequate understanding of the concepts – e.g. from some respondents during interviews from MLGH, LWSC and Kafue had defined gender mainstreaming as indicated below:

When asked on how much knowledge the WSS sector GFPP had on gender mainstreaming she had this to say, “I have, but not so much knowledge of what it really is. The little knowledge I have is through the gender forums that I have been attending. Another participant stated that it is integrating the issues of gender in our operations in the department (WSS sector/MLGH). One participant at LWSC defined Gender mainstreaming as mechanism of promoting gender equality in the workplace which make sure that female and male have equal access to resources in whatever activities. A participant at Kafue District Council WSS Unit, defined gender
mainstreaming as being conscious of gender that is, how many men and women are involved, what are they doing while another one said it was affirmative action, equal opportunity.’

A gender analysis review by Judai (2013) as well confirmed the low levels of gender knowledge and practical skills among MLGH staff especially those in management due to lack of institutional gender policy. The analysis made some recommendation to the MLGH to conduct a comprehensive gender training needs assessment (GTNA) targeting senior staff across specialized departments/institutions, and to facilitate designing and delivery of gender tailor-made (i.e. job-related) gender training programs.

4.4 The extent of gender mainstreaming in the sector

The study revealed that not much has been done to mainstream gender in the sector. In responding to the question about the extent of gender mainstreaming at senior management level at the MLGH indicated that gender mainstreaming had been done in the sector since the formulation of the strategy for mainstreaming gender in 2000 but, at a very slow pace. The limited extent of gender mainstreaming was manifested by low appreciation of the subject by most officers, especially those at the district level.

The findings further showed that the MLGH does not have an institutional/organizational gender policy, which poses a challenge in terms of promotion of gender mainstreaming in policies and programs across specialized departments and at all levels. In relation to both institutional and staff capacities/competencies in gender mainstreaming, findings show very low levels of gender capacities/competencies at both institutional (management structures/systems) and HRD (knowledge and practical application skill levels).

The GFPP at the MLGH during an in-depth interview stated that, ‘implementation of gender mainstreaming has not been very active due to the fact that the ministry responsible (Ministry of Gender) hasn’t been very helpful in providing technical support on gender mainstreaming as such funding meant for gender activities was being diverted to other activities. He further stated that currently they have with the support of GIZ (complete the acronym, unless it has been done above) started a process of gender mainstreaming and the first step being conducted is a gender analysis of MLGH as an entry point for the mainstreaming process. The objective was to ascertain knowledge level on gender by staff in the ministry.’ (Gender Focal Point Person for the MLGH/HRM)
Initiatives that had been implemented to mainstream gender included the application of the SADC Gender Protocol stipulation of reserving 30% positions for women in decision making. While noting this positive stride, the challenge is that these initiatives are uncoordinated, unsystematic and have little impact (Judai, 2013).

A key informant indicated that before Kafue District Council was designated as center of excellence for gender mainstreaming in 2008, they had no action plan for addressing gender issues in the council, except for gender based violence (GBV) issues which were dealt with by the Victim Support Unit (VSU) of the Zambia Police. The council has no recruitment policy not even an affirmative action policy and gender is not mentioned in the job description of its staff. The Gender Links Review (2012), revealed that Kafue WSS Unit recognises the importance of having 30% women in decision making positions, and equal opportunities for all at a community level. One participant said that before the council was selected as a Centre of Excellence, the leadership was so adamant about gender issues, yet somehow it was not a council priority. According to them it was a woman’s issue, and women were advocating for men’s positions in the council. They did not consider gender issues as something that is practical and doable.

At LWSC the key informant as well affirmed the efforts the organisation is putting into mainstreaming gender. He stated that, ‘the company has a gender strategy in place that caters for the gender issues that arise in water management at community level. He stated that part of the strategy was to ensure that the majority of water vendors are women. He also stressed the fact that when advertising for key management positions, women applicants were mostly encouraged to apply.’ The challenge for implementation of gender mainstreaming in LWSC is lack of institutional gender policy to help guide the process.

A review of policy and strategic documents such as polices, plans and standing circulars/letters and the Local Government Act Cap 281 of the Laws of Zambia show that these are silent on gender issues. In a few cases where reference is made to incorporate gender, this is not systematically done. For example, The National Decentralization Policy (Revised Edition, 2013) document has one of its objectives on gender: “to coordinate gender mainstreaming in the councils in order to promote gender equality and equity” but the document reflects gaps. The pace at which the Program – i.e. Decentralization for Development (D4D) is being implemented jointly under the partnership between MLGH and GIZ is slow.
Other documents in which gender is not systematically mainstreamed include, the Public Service Training and Development Policy (PSTDP), which had affirmative action removed during the 2005 review of the document (JUDAI, 2008), and the Terms of Conditions of Service for the Public Service, in which sexual harassment is not included under ‘Code of Conduct and Discipline (Judai, 2013).’

Ministry of Local Government and Housing 2011 – 2030: National Urban Water Supply and Sanitation Programme (February, 2011) document incorporates a gender strategy emphasizing Government’s recognition of “the importance of equal participation by men and women which can only be achieved if gender issues are an integral dimension of the design, budgeting, implementation, monitoring and evaluation processes so that all can participate and benefit equally”. Gender is not incorporated in the monitoring and evaluation system and indicators are disaggregated by sex. Data in relation to population figures in the document is not sex-disaggregated. Although Government recognizes the importance of equal participation of men and women, the holistic approach in terms of policy framework, objectives and strategy is not engendered. Under the National Urban Water Supply and Sanitation Programme, gender issues are not reflected in the document to assist in the gender-responsive design, budgeting, implementation, monitoring and evaluation. Policy development forum is male-dominated.

Reports on, Sanitation and Hygiene reflects participation of both women and men in decision-making at community level and in schools, gender-balancing of various decision-making bodies and committees, training opportunities offered to both women and men (Ministry of Local Government and Housing, 2009; National Rural Water Supply and Sanitation Programme, 2007). These reports also indicate the requirements for School toilets and gender-responsive guidelines for water closets and pit latrines school girls and boys. However, there are clear guidelines on how this should be done. Even though both women and men participate in routine tasks in relation to sanitation and hygiene and men participate in construction, the document is not clear as to whether or not there is provision for participation of women in decision making in relation to construction and location of latrines. This shows that the concern for low participation of women in decision making has not been fully implemented in the WSS sector.
The weakness of the NRWSS programme is that there is sex-role stereotyping for example, women and girls predominate in tasks relating to sanitation, while men predominate in construction related activities.

According to the Strategic Plan of Action 2004 to 2008, the various ministries, provinces, district administration and other organs of Government in conjunction with the private sector and religious groupings including the MLGH/WSS sector are responsible for ensuring that gender responsive sectoral policies are formulated and activated.

GIDD was mandated to facilitate mainstreaming of gender into macro and sectoral policies and programmes in order to attain equity and equality in development by engendering the sectoral policies through reviewing of the sectoral policies and providing comments as to whether the policies are gender sensitive or not. An analysis of the sectoral policy documents showed that out of a total of sixty (60) policies earmarked for appraisal and review, only forty one (41) policies, representing 68% of the policies had been engendered, thirteen (13) policies representing 22% had not been engendered whilst six (6) policies representing 10% were still in draft form as of March 2010 which includes the National Water Policy (GRZ, 2013).

There is also lack of sex-disaggregated data to inform policy, planning, budgeting and programming. The institutional framework put in place to mainstream gender is not working effectively. For example, training Gender Focal Persons, gender subcommittees in Government ministries, departments, provinces and districts, has not been carried out; monitoring and evaluation of the programme by GIDD was assessed as ineffective (GRZ, 2013).

4.6 Guidelines for Mainstreaming Gender

Gender equality can only be achieved where there is strong leadership, and broad commitment and action by government, at all levels and in all sectors. The Guide is, therefore, designed to help government officials and cadres at different levels in recognising and addressing gender issues in their work, and to support all government agencies in putting in place the necessary mechanisms to ensure that they operate in a manner that systematically, automatically and consistently responds to the needs and interests of all members of society, and that benefits from their programs are distributed equally between women and men (Hanoi, 2004).

As has already been mentioned, there were no clear guidelines on mainstreaming gender. One respondent at MLGH stated that, *mainstreaming gender depended on donor guidance by*
providing the financial and technical support and ensured that they remained consistent to adhering to gender issues in their work place. In other words, inclusion of gender mainstreaming in all the programmes, plans and policies is a pre-condition for funding by donor agencies. This could be the contributing factor for lack of implementation of gender programmes that are planned for the purpose of donor demand. Another participant at the MLGH stated that ‘some policy documents such as the NWP, NRWSSP and the UWSSP do have something on gender but without strategies on how to go about the gender mainstreaming activities. This makes the understanding of gender mainstreaming difficulty for staff to help them include it in plans and policies.’

Findings from a report of the Auditor General on Implementation of Gender Mainstreaming Activities in Zambia (2012) revealed that although GIDD prepared the Guidelines and Checklists for Mainstreaming of Gender in the Public Service to be used in the implementation of NGP, there are weaknesses such as lack of Training in the Use of Guidelines and Checklist for Mainstreaming Gender. Despite GIDD putting in place the implementation guidelines and checklists for mainstreaming gender in the public sector, the audit revealed that many of the gender subcommittee members had not been trained in the use of the implementation guidelines and checklists and as such, the members did not know how to use them and what was expected of them. A scrutiny of the guidelines and checklists revealed that the guidelines were only meant for the public sector and did not include the private sector. As a result, gender mainstreaming may be delayed to be implemented across the country in that it will only be dealt with in the public sector.

4.7 The Role of gender focal point persons (GFPs) in WSS

The appointment of GFPs has been used as model for ensuring that gender is mainstreamed in programmes. While acknowledging the importance of GFPS, the Commonwealth Secretariat, (2004), observed that care must be taken that the gender focal point approach does not isolate rather than rally efforts around gender work. It is most useful when institutions implement and monitor gender mainstreaming goals alongside other core sector goals, and promote them as a collective mandate.

Among the functions of the GFPPs include ensuring that each department implements the national gender policy, make sure that gender issues are routinely considered in departmental strategic planning exercises, ensure that departments reflect gender considerations in their
business plans and routinely report on them, review departmental policy and planning in line with the National Gender Policy Framework, review all policies, projects and programmes for their gender implications; and ensure that departments provide and use gender disaggregated data in their work and establish mechanisms to link and liaise with civil society. As stated in the public sector gender guidelines, GFPPs are expected to form gender subcommittees at national, provincial, district and community levels. They are supposed to act as links between the Ministry of Gender and their respective institutions and initiate various gender projects (GIDD, 2004).

In line with the practice of other sectors, the MLGH had a GFP, who was part-time and had other primary responsibilities. In discussing their role, the GFPP stated: "I offered to be the GFPP because I had interest in gender when the ministry requested for someone to be GFPP but my full time job is HRO now acting chief HRO."

The WSS sector had the GFP/the Community Development Officer who is too busy with her duty and has very little time for gender duties and with no clear institutional gender guidelines on how to mainstream gender. The main duties include having meetings when preparing to participate during International Women’s Day cerebrations and when giving donations to women’s club as the sector’s corporate responsibility.

At Kafue District council, during an in-depth interview, one participant stated that ‘after having done a series of gender trainings and developing of the gender action plan by Gender Links in 2008, the council did appoint a gender focal person and champion and a very active GBV subcommittee at district level was established.’ The participant further stated that ‘the gender focal person plays a proactive role in ensuring that the council commits itself in implementing the Gender Action Plan and that resources are made available for the implementation of these activities in the council and the community at large.’

The respondents were asked if they were aware of the responsibility of the GFPPs. At the MLGH, four (4) respondents expressed some knowledge of functions of GFPPs as being responsible for all gender issues/activities in the ministry. Three (3) said they had no idea of the functions of the GFPPs.
Table 4.1.14 Levels of knowledge of the functions of the GFPP at the MLGH

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heard about it but did not understand</td>
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<td>43</td>
</tr>
<tr>
<td>No idea</td>
<td>4</td>
<td>57</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>7</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: field work 2015

During the interviews at Kafue District Council WSS, it was revealed that one of the GFPPs had been actively involved in the work of Gender Links even during the time they were conducting the Local Government research, one of the councilors was trained in Johannesburg in 2009 as a trainer. From the administered questionnaires in Kafue, it was revealed that two (2) respondents had some idea of the GFPPs as being in-charge of gender issues while four (4) expressed ignorance of the functions of the GFPPs. Some of the functions observed by one participant at Kafue District Council included, ‘developing a close working relationship with the police to sensitize the communities and the nearby villages on GBV. They have also involved other stakeholders put gender based violence to an end. The community is now aware that all cases of gender based violence should be reported to the police, and that council has a key role to play through civic leaders in ensuring that a budget and other key service delivery issues like street lighting, naming streets is implemented.

Table 4.1. 15 Levels of knowledge of the functions of the GFPP at LWSC

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heard about it but did not understand</td>
<td>2</td>
<td>33</td>
</tr>
<tr>
<td>No idea</td>
<td>4</td>
<td>77</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: field work 2015
Respondents were also asked on the efficiency of the GFPPs in the WSS sector. The majority of the respondents did not seem to be in agreement of GFPPs being efficient. At the MLGH (2) stated that they were efficient, five (5) not efficient. LWSC, eight (8) said that they were not efficient while four (4) said they were efficient. Kafue District Council WSS Unit, four (4) respondent said not efficient and two (2) efficient.

### Tables 4.1.16: Efficiency of the GFPP at all the departments of the WSS

<table>
<thead>
<tr>
<th>Variables</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Efficient</td>
<td>10</td>
<td>40</td>
</tr>
<tr>
<td>Not efficient</td>
<td>15</td>
<td>60</td>
</tr>
<tr>
<td>Total</td>
<td>25</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: field work 2015

Relating to what impediments the GFPP faced in carrying out gender functions. The GFPP from his experience at the MLGH said, ‘some of the impediments are lack of gender disaggregated data, appropriate gender analysis tools and expertise, resistance or a lack of will and commitment at the political level of government or in the government administration. The other obstacle is lack of political will to allocate sufficient human and financial resources. Attitude of those in higher positions is another impediment because of the authority they have, it is difficulty to convince them to attend to gender meetings arranged by a junior staff like me’. Another participant further stated that there were increasing staff changes within the sector, such as transfers to other ministries. From questionnaire responses at the MLGH, three (3) lack training for GFPP, one (1) lack of knowledge for GFPP and three (3) had no idea.

Respondents were further probed as to what government can do to resolve these impediments. Responses from LWSC and Kafue WSS Unit were five (5) respondents suggested more gender awareness programmes to top managers, eight (8) train more staff and five (5) decentralise staff recruitment.

Regarding as to what else can be done to make the GFPP more effective in carrying out their functions. At the MLGH, four (4) respondents suggested an increase for funding for gender
activities. Two (2) recommended increased gender trained staff in the Ministries. One (1) proposed that Government should create full time positions for GFPPs at all levels who are trained in gender studies. A participant at LWSC, suggested that, ‘GFPPs and Gender subcommittee members at the provincial and district development coordinating committee levels are given gender analytical skills and ensure that such skills are applied in the analysis of policies, programmes and projects to ensure that they are made gender responsive.’

**4.8 Institutional Capacity for Gender Mainstreaming**

To have a more comprehensive process of gender mainstreaming, the inclusion of gender expertise and gender training is of utmost importance. The study shows that the WSS sector members of staff have not received much training on gender except a few in house workshops. The findings show that gender training for staff is not a priority as a way to improving gender capacity for the WSS sector in the MLGH.

UN Water policy report (2005) revealed that capacity building means bringing together more resources, more people (both women and men) and more skills because capacity building in water supply and sanitation in developing countries Zambia inclusive is aimed at water resources and water supply specialists. The report pointed out that very few programmes and projects are aimed at expertise in social development, sanitation, or hygiene education that emphasizes a gradual scaling down to those responsible for operation and maintenance of water supply and sanitation, who are primarily women. It further revealed that targeting women for training and capacity building is critical to the sustainability of water and sanitation initiatives, particularly in technical and managerial roles to ensure their presence in the decision-making process. (UN Water Policy 2005)

Most respondent have never had a formal gender training apart from the workshops held in the sector, while others have never had any training especially those at middle management in the WSS sector, mostly at operational level like LWSC and Kafue District Council WSS Unit. At the MLGH WSS sector four (4) had attended some workshops within the institution, one (1) did during professional training at college and two (2) had not attended any gender training. LWSC, five (5) had attend some workshops, seven (7) did not attend any workshops or training.

The study revealed that lack of prioritization for gender training in the WSS sector has created a deficiency of skills in gender analysis to inform policies and later translate them into programmes. Most staff with interest in gender could have been deprived of this technical
expertise, because some of the staff trained earlier might have been transferred to other ministries.

The problem of lack of prioritisation for gender training in WSS sector can be attributed at national level. For example, the Audit Report (2012) on implementation of gender mainstreaming in Zambia revealed that GIDD was mandated to train policy makers to ensure that staff appreciated the concepts of gender but had only trained a few and not adequate. A further inquiry made at PACD as to the problems encountered during policy formulation and review revealed that the gender concept was not well understood by many officials involved in policy formulation in most ministries because they had not been trained in gender analytical skills meant to help policy makers with the understanding of the differences among men and women including those that relate to social and economic inequalities and to apply these understanding to policy development. The audit also revealed that in cases where ministries opted to use consultants in drafting policies, some of the consultants had no gender analytical tools or skills for gender analysis, which resulted in the formulation of policies that were gender blind. With the WSS sector, the MLGH training policy does not support gender training as it is perceived to be outside professional/technical fields (Judai, 2013).

When asked if the training was enough to make them understand issues of gender mainstreaming in the organization, all officers at all levels of the WSS sector felt that the training was not enough. Some respondents suggested that it was good to have more training if possible to do it for some years. Period of gender training as expressed by most respondents is believed to be too short and therefore, does not provide officers in the WSS sector with sufficient knowledge to effectively mainstream gender. The workshops offer courses that do not have sufficient material on gender mainstreaming to help them understand and acquire gender mainstreaming skills.

The study revealed that the sector had a budget allocation for gender but without any specific gender activities. Fourteen (14) stated that they had no idea if there was a gender budget allocation while four (4) agreed that there was a budget allocation.

Probed further as to how much was allocated to the sector. All respondents expressed ignorance of the actual amount allocated to gender and referred the researcher to the people in the finance department. The GFPP stated that the budget for gender is allocated under crosscutting issues without specific activities which makes it difficult as to how much is for gender activities. The
researcher had difficulties getting the correct figure because the research was conducted during the period where the MLGH was under probe over mismanagement of funds by some staff.

The respondents were asked if the ministry had a particular process to ensure that budgets are gender sensitive. Twelve (12) respondents had no idea except for Six (6) in senior management positions had an idea of the general budgeting process. One participant at Kafue district stated that the budget is not gender responsive because a policy does not exist to outline or facilitate equal meaningful allocation of resources but generally.

Findings from both rural and urban WSS programmes revealed that the WSS Sector Advisory Groups (WSSSAGs) consisting Permanent Secretaries act as advisors to government on sector policy issues on budget consolidation in line with national priorities and projects/programmes implementation. In the water sector, the Water Advisory Group is operational and provides useful technical advice and direction for the water sector (GRZ, 2011). The weakness is that among the ministries, the Ministry of Gender does not participate in the budget planning process to spearhead resource allocation for gender mainstreaming.

The GFPP at the MLGH in the WSS sector stated that at budget proposal stage, there is a bottom up method where all stakeholders are involved in making budget proposals, that is from village community level to national level. For example, the district with community through the council local authority

A review of documentation by Audit Implementation Report on Gender Mainstreaming in Zambia (2012) on the Medium Term Budget Call Circular of 2006 and 2011 revealed that although the Poverty Reduction Strategic Programme incorporates gender mainstreaming issues, the Call Circular does not provide for gender guidelines in relation to institutional structures. As a result of this deficiency, the composition of the Budget Committees and their terms of reference are not gender sensitive. The risk therefore is that budgeting in public sector may not clearly take into account gender mainstreaming concerns during the budget preparation processes.

However, a review of the Estimates of Revenue and Expenditure for 2008, 2009 and 2010 revealed that the National Budget, which shows the developmental programmes and projects in the country, was still gender-blind. The gender analysis of the budget was not carried out before and after the budget had been prepared. As such, it was difficult to identify activities which were
benefiting males and females in the budget. In the absence of a gender responsive budget, gender balanced developmental activities may not be achieved.

A further inquiry made to ascertain why the budget was still not engendered revealed that the guidelines for budget preparation had not been made and issued to line ministries in form of a Budget Call Circular by the Ministry of Finance and National Planning in collaboration with GIDD. Policy makers, parliamentarians and civil society organisations who were key stakeholders to the budget process had not been trained by GIDD.

4.9 Constraints of mainstreaming gender in WSS

Zambia’s major challenge in terms of gender mainstreaming is that, although the Government has ratified a number of international Conventions including CEDAW (1979) and SADC Gender Protocol (2008), it has not domesticated them, which means that the NGP lacks legal backing which would make gender mainstreaming mandatory for all sector institutions.

The limited training in gender issues was also identified as a limitation. An interview with the GFPP for MLGH identified some of the challenges for gender mainstreaming as being limited capacity for gender analysis due to lack of training in gender analysis. Most members of staff have not had gender training some not even a workshop to help them on gender issues. Those that have gender knowledge are mostly in top management positions because their positions are exposed to gender workshops during planning when donors fund the MLGH as one of the requirements for funding.

One participant at the MLGH observed that, ‘for some staff it is just a problem of resistance to new concepts (resistance to change) and ways of working because they don’t see gender mainstreaming as their responsibility or may feel that introducing gender detracts from the main programme while others fear that women might take up their positions.’ The reason is because gender mainstreaming brings about change in the organisation making some positions taken by women whom society considers not women’s.

Although the Public Services through the Training Policy is written in gender-sensitive language, it has not included a training needs’ analysis by the Directorate of Human Resources. Judai (2013) also observed that, despite well intended policies, legislation or practices, achieving a gender balance in meeting needs and concerns of both women and men does not just happen unless with a clear realization of the need for better capacity building and training to be undertaken to increase the viability and effectiveness of gender policies and programmes to
remedy the situation, as well as proactively prevent discrimination and bias from happening. Gender sensitivity has to be built in both women and men, particularly in those who are in positions of decision-making.

The other challenge was unsupportive traditional practices that shaped people’s attitude towards issues of gender at all levels of society which include the water and sanitation sector. ‘One male respondent at the MLGH clearly stated that women are physically weak and cannot do certain jobs in our sector especially engineering jobs (HRO)’’ The same concern of women’s perceived physical weakness was expressed by one participant at LWSC Water Supply Treatment Center in Woodlands who said that, ‘engineering jobs at the center required a physically fit person because some valves are too big for women to unscrew, hence the need for men employees for the job. The few women who are here sometimes asked men to help them unscrew valves so why have so many women?’ Another participant at LWSC as well put the blame on women themselves that they ‘don’t want take up management positions even asked to just act on some management positions they refuse to do so but was quick to say that there are some men also who look down on women as not capable of doing jobs such as engineering.’ Another participant at LWSC also stated that there was not recruitment policy which could be used to include gender guidelines.

Efforts to promote gender equality have been constrained by lack of adequate information on sex disaggregated data. Women and men’s needs are different which require sex disaggregated data to help identify different needs of both men and women in order to have a fair resource allocation. Sex-disaggregated data/evidence informs policy and planning processes to promote gender equity and equality at different levels of the WSS sector, including decision making level. There is need to show sex disaggregated data that is, from both political and economic perspective in order to allow women and men to play a role.

Policy development and planning is sometimes gender blind and this makes it difficult to identify and address the challenges related to gender inequality. For example, the National Gender Policy which was formulated in 2000 had not been reviewed by GIDD to assess its impact as of April 2010. The policy only made reference to gender-specific problems related to legal dualism but did not provide policy measures to address them. The current policy does not provide priority areas of focus nor strategic entry points in sectors where greatest desired output can be easily achieved (GRZ, 2013).
Gender is not incorporated in job descriptions of staff in the MLGH departments WSS sector inclusive, and even Gender Focal Point Persons have no guidelines to help them operate gender activities.

Some respondents observed that gender was introduced as dealing with women where men feel that they cannot actively participate in gender programmes. The perceptions include even people who are knowledgeable and are in top management positions, making decisions of gender programmes difficult. Activities in all the WSS departments regarding gender are based on women activities such as funding for women’s clubs and participation of female staff during the celebrations of International Women’s Day.

The political environment is another challenge because Government does not allocate enough funds for gender activities. ‘There are no gender guidelines’. In terms of policies, the sector has no institutional gender policy to guide on the implementation of gender activities. The National Gender Policy is not yet a legal document to put pressure on those implementing gender programmes and no one is punished (stated one respondent).

One participant at Kafue WSS Unit said, ‘Gender balance becomes difficult at Kafue WSS Unit because recruitment of staff is done at national level by the Commission who send anyone they feel is qualified, without consulting the local authority. Other challenges are limited financial resources, lack of commitment from both Management and staff towards gender equity programmes.

Relating to what the WSS sector department could do to improve its efforts of gender mainstreaming all the twenty five respondent from MLGH, LWSC and Kafue WSS Unit gave their views as follows, ten (10) respondents emphasized on the need of having a full time GFPP at all departments, seven (7) suggested training more staff on gender issues, eight (8) having more gender awareness programmes for all the sector staff.

On the question of how they would want Government to support the WSS sector on gender issues, at all the departments (MLGH, LWSC & Kafue WSS Unit) respondents were of the view that Government increases funding for gender issues, provide guidelines while others suggested that government should also put GFPPs on payroll and legalise the National Gender Policy. Twelve (12) respondents stated that Government should increase funding for gender activities. Four (4) were of the view that GFPPs should be put on Government payroll. Three (3) proposed
the legalization of the National Gender Policy. The other six (6) proposed training more staff in gender studies.

The HRO stated that, “Government needs to raise more awareness on the concept of gender because people still don’t understand why institution should mainstream gender. They don’t see any problem that is affecting work in the sector.’’ The capacity gender strategy should have clear objectives for gender mainstreaming. There is need to strengthen linkages for gender issues among stakeholders.
CHAPTER FIVE:
5.0 Discussions

Chapter five gives a detailed analysis of findings for assessment of gender mainstreaming in Water Supply and Sanitation sector of the Ministry of Local Government and Housing.

5.1 Characteristics of Respondents in WSS

The study revealed that the WSS sector top management is male dominated. One of the factors advanced by the WSS was that most top management positions require engineering qualifications which most women do not have due to the education system and cultural values that prevent women from pursuing technical subjects in schools. The sector defended the male dominance by putting the blame on the education system that does not encourage women to take up science subjects as a preparation for these engineering jobs in WSS sector.

Their point can be confirmed by World Economic Forum (2005) analysis on Women’s Empowerment: ‘education attainment is, without doubt, the most fundamental prerequisite for empowering women in all spheres of society, for without education of comparable quality and content to that given to boys and men, and relevant to existing knowledge and real needs, women are unable to access well-paid, formal sector jobs, advance within them, participate in, and be represented in government and gain political influence (Claros and Zahidi, 2005).

The UNDP report as well had the same findings which revealed that, ‘Women’s enrolment has been very low in programmes for engineering and construction, media and information services, applied and performing arts, paramedical science, and agriculture and horticulture. Female participation in technical courses is currently about six percent. Higher rates are found in business and law, information technology, hospitality and social services. Gender imbalance is a concern for male students in textiles and design, where male participation hovers at only 18 percent. Key factors affecting women’s participation include cultural barriers and negative perceptions of female participation in technical and scientific programmes. (United Nations Development Programme Report (UNDP), 2011).’

It is very difficult to fight for equal opportunities in the participation of women in decision making positions in the sector without the right qualifications such as technical qualifications to allow them ascend to higher positions in some of the management positions in the sector.
Women that have risen to top management occupy positions rated as soft jobs by the sector which include the position of GFPPs and Community Development Specialist. 

*Jakobsh (1991)* believes that *sex discrimination is a serious obstacle facing women in leadership*. Unique barriers that affect women's ability to shatter the glass ceiling involve career assumptions by management about women as a group and contradictory expectations for women. Discriminatory attitudes are often veiled in inaccurate “facts” about women's capacity for leadership. Women are presented as not aggressive enough, lacking the self-confidence required for the job, and not being serious enough about their careers to climb the corporate ladder. But prejudices and gender stereotypes persist because they allow males to protect their privileged status and keep women in their place. Despite overwhelming evidence that these stereotypes are wrong, they persist.

Many female executives are convinced that they are not taken seriously by their male colleagues; many have reported being mistaken for secretaries at business meetings. While few women in executive positions report serious anti-women attitudes at work, the forces of discrimination are far more subtle: Women are simply ignored more than men.

The results also clearly show that gender concerns raised in the National Strategy for Gender Mainstreaming (2000) to incorporate gender issues in plans and policies were not implemented

**5.2 How much Knowledge of Gender Mainstreaming do staff members of WSS sector have?**

Most staff in the WSS sector could not identify themselves with the gender instruments that govern efforts to promote gender equality in the sector despite being in existence for more than a decade. Among the problems highlighted for lack of knowledge is the weakness the institutional arrangements in the public sector. For any programme to be successful communication is very important especially among the technocrats with knowledge of gender mainstreaming. The Ministry of Gender and Child Development (MGCD) need to work together with the MLGH for technical support in terms of gender related issues. GFPPs as well are not equipped with enough knowledge and skills of gender to help them interpret gender into plans and policies for effective implementation of gender activities.

Although Government had put in place a national gender policy in the year 2000, International and Regional Protocols were not fully incorporated in the National Gender Policy except a few. The problem starts at national level of government providing guidelines to help the public staff
fully understand gender policies. The NGP is the major national machinery for gender mainstreaming which include all details pertaining gender mainstreaming. If information of these important gender issues are not well communicated at national level, it is very possible that at WSS sector the staff may not have an idea. This already creates a problem of the WSS sector a government institution to help their staff be aware of the gender instruments because of not having terms of reference. The current policy does not provide priority areas of focus nor strategic entry points in sectors where greatest desired output can be easily achieved. The NGP in WSS sector has not been disseminated to allow members of staff get to know the provisions of the document. This could be the more reason why mainstreaming gender is a problem in the sector, because a policy document on gender is not availed to them to get to understand gender issues.

For gender to be mainstreamed, national policy documents need to articulate specific gender objectives. In many cases sector documents will be influenced by broader national gender policies developed by, for example, a ministry of planning or one in charge of women’s issues (or similar), within national gender policies. Policy goals demonstrate whether a country is addressing inequality from a welfare perspective, or targeting a transformation of relationships to promote equity and empowerment. An example would be the Government of Uganda National Gender Policy, the water and sanitation sector in Uganda developed its first water sector gender strategy (WSSGS, 2003–2008).

A second water and sanitation sub-sector gender strategy (2009–2014) (WSSGS II) was prepared after an analysis of progress against the first strategy. The stated goal of the WSSGS II is to empower women, men, and vulnerable groups through ensuring equity in access and control of resources in the water and sanitation sector, leading to poverty reduction. The strategy in turn has defined a budget of an estimated Ugandan shillings 525,000,000 (US$ 233,230) over the five year period 2010–2015 of its implementation (World Bank, 2006). The WSS sector so far has not reached the level at which Uganda has done of being consistent in gender strategic planning of referring to the previous success. It is always having new strategic planning without checking on how the previous one has fared such as the NSGMWSS planned in 2000 without implementation and another review in 2000 no implementation and in 2013, a different gender entry point analysis.
Another contributing factor of having little knowledge of gender instruments could be attributed to the sector dominated by male members of staff who may not have interest in gender issues due to the belief that it is a women’s issue. It can be likened to the observation made by ZARD (1985) which stated that Policies have been formulated but employers and management seem to deliberately neglect to do their work and instead shelve off the programmes to accumulate dust, as most male employers and managers wish to protect their privileged positions against women in society which has resulted into females being under-represented in decision making positions.’

An example of shelving strategic documents would be the National Strategy for Gender Mainstreaming developed in the year 2000 for WSS sector without any implementation. Gender concerns and strategies were in place but no one developed interest to spearhead implementation of the planned activities. Worse still a review of the same document done five years after development of the gender strategic document was done is only reflected in the RWSSP 2011 but cannot be traced as at now with its concerns not recorded anywhere.

It was found out that the WSS sector has no internal gender policy not even a copy of the NGP to help staff have an idea of what it is and what the contents are. Some respondents and interview participants wondered why the sector cannot circulate the policy if effective gender mainstreaming is to take place in the WSS sector. This poses a challenge as it lacks attention to the internal institutional arrangement of water resource management institutions. It is difficult to implement any programme without any clear guidelines which show direction on how to go about with a programme. Without having an institutional gender policy is lack of guidance on gender mainstreaming because there is no direction for gender mainstreaming.

The gender mainstreaming strategy in water and sanitation sector can contribute to redressing inequality and can impact positively on the social, political and economic position of both women and men. Well targeted services can improve the health and security of women and men their families, and free them to engage in social, economic, and political activities, thus tackling ‘time poverty’ - the situation where women’s time is inflexible, consumed by routine and non-productive tasks, perpetuating their absence from decision making and other profitable pursuits (World Bank, 2006). A gendered approach can create a framework of cooperation between men and women, so that the insights and abilities of both men and women are available to shape programs and meet sector objectives.
Besides acknowledging gender as a cross cutting issue, MLGH 2011 – 2030: NUWSSP and the NRWSS 2006 documents have not as well referred the NGP or the other international instruments in relation to gender posing a challenge for staff on gender issues. These policy documents are meant to act as guidelines for gender mainstreaming in the WSS sector but are very limited on giving guidelines on gender issues. The inclusion of gender issues in the policy and strategic documents is more like done because it is the requirement by donors funding programmes in WSS sector. These strategic programmes are supposed to have clear strategies on gender mainstreaming. As already alluded in the findings on the importance of gender guidelines that the Guide is meant to help government officials and cadres at different levels in recognising and addressing gender issues in their work, and to support all government agencies in putting in place the necessary mechanisms to ensure that they operate in a manner that systematically, automatically and consistently responds to the needs and interests of all members of society, and that benefits from their programs are distributed equally between women and men (Hanoi, 2004).

It is possible for these policy and strategic plans to have limited inclusion of gender issues because the capacities of the same planners are also limited regarding gender issues. They have no skills to translate gender strategies into these policies and strategic plans.

Data in relation to population figures in the documents of WSS is not sex-disaggregated. The disaggregation by sex of qualitative and quantitative data is a prerequisite for gender-sensitive stocktaking and assessment. However, accurate data have been neglected in the WSS sector. Sex-disaggregated data means data that are cross-classified by sex, presenting information separately for women and men, boys and girls. Incorporating data disaggregated by sex highlights the different conditions of women and men, including changes over time allows the impacts of national adaptation plans on women and men to be identified and tracked, enables options to be developed that are effective and beneficial for both women and men, allows resources to be allocated in a fairer way for both women and men and supports gender-responsive evaluation and monitoring.

In fact, there is a clear need for a more systematic approach to gathering data that genuinely describes women’s needs and priorities in the WSS sector if not the whole MLGH. It is essential to overcome the general assumption that women are in agreement with men which often leads to a failure to search for and systematically include their opinions. However, merely disaggregating
data by sex is insufficient because the conceptual framework and instruments themselves are gender-biased, but the best is to have a thorough revision of the data collection framework and processes from a gender perspective and a systematic inclusion of gender considerations into each specific data collection instrument.

Although Government recognizes the importance of equal participation of men and women, the holistic approach in terms of policy framework, objectives and strategy is not engendered. Under the National Urban Water Supply and Sanitation Programme, gender issues are not reflected in the document to assist in the gender-responsive design, budgeting, implementation, monitoring and evaluation. Policy development forum is male-dominated with women only occupying jobs at lower positions.

Most members of staff with low knowledge for gender mainstreaming occupy lower management positions where women are the majority creating a challenge for gender mainstreaming because most men might have the knowledge but due to cultural beliefs might not have interest in issues of gender mainstreaming. Most women have been deprived in the WSS sector in the full participation of management of provision of quality water supply and sanitation services.

There is low representation of women at top management in the sector. The low representation of women in decision making in the sector was one of the concerns of gender gap in the NSGMWSS (2000) and had some strategic plans in order to reduce this gap but it seems nothing has been done so far. The reasons for this gap are many among them could be maintained by patriarchal values. Through existing male-dominated organizations, men have come to view their perspectives and norms as being representative of wider, gender-neutral human organizations. With this perspective comes an assumption that the structure is asexual. This results in an undervaluing of women's knowledge and experiences. Even when women move into leadership positions, they are conditioned by the perspectives and power structures to maintain the status quo while gender composition may be changed, the underlying structure of power, knowledge, status, and wealth is not challenged. Simply put, male dominance is the main obstacle to women rising to top positions in corporations and politics.
5.3 How much Knowledge do WSS Sector Staff have on the Concept of Gender Mainstreaming?

Based on the findings on the understanding of the concept of gender mainstreaming, members of staff in all WSS sector department exhibited low knowledge on the concept of gender mainstreaming, worse still the difference between gender and gender mainstreaming. Those that had an idea of the concept of gender are top management positions because of the advantage of participation of the workshops they have been attending. Having a male dominated top management poses a challenge for the WSS sector to develop priority gender sensitive interventions. Top management members of staff by the nurture of their positions are involved in policy and strategic planning meetings which require provision of gender issues. This helps them to have an idea of what gender issues are but not fully to help them interpret gender into programmes for implementation.

The low knowledge of gender mainstreaming can also be attributed to the absence of laws at national level to legitimize the National Gender Policy (NGP) in order for implementers to be answerable for not adhering to the policy. Despite the NGP having been in place since 2000, it has not been widely disseminated to all key stakeholders including members of staff of WSS sector. Not implementing gender in the public sector does not call for any punishment because there is no legal provision to legally bind lack of implementation of gender issues.

At district level, findings by Gender links (2012) revealed that the Kafue District Council as well has no gender policy or strategy for local government, the government has failed to implement international and local gender instruments and adherence to the conventions and declarations has proved to be challenging due to lack of strategies for domesticating them to help the staff with gender knowledge. What they termed as an institutional gender policy was the gender based violence policy which only tackled one area of gender mainstreaming.

There is also a misconception of gender issues and gender mainstreaming such as it being a ‘woman’s issue” hence, lack of interest by some men who occupy most top positions of decision making in WSS sector. Gender according to findings in the sector imply implementing women’s activities such as celebrating international women’s day, observing Sixteen Days of Gender Activism and donating to women’s clubs. At district level, gender knowledge gender policy is on Gender Based Violence and not gender mainstreaming which covers only one area of concern.
while other gender activities of the council on gender knowledge were the various women issues which they sorted out such as helping women with the provision of space to do their businesses. Gender mainstreaming as defined by the Economic and Social Council (ECOSOC 2008) is ‘a process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.’

The correct definition of gender by FAO is ‘the relations between men and women, both perceptual and material. Gender is not determined biologically, as a result of sexual characteristics of either women or men, but is constructed socially. It is a central organizing principle of societies, and often governs the processes of production and reproduction, consumption and distribution’ (FAO, 1997). Despite this definition, gender is often misunderstood as being the promotion of women only. However, as we see from the FAO definition, gender issues focus on the relationship between men and women, their roles, access to and control over resources, division of labour, interests and needs.

5.4 What have mainstreaming strategies in WSS achieved?

As a basis for analyzing the gender mainstreaming situation in the MLGH WSS sector, in 1999 an assessment was conducted with findings that brought out various concerns which were used as an input in preparation of the National Strategy for Gender Mainstreaming (NSGMWSS). Findings on the planned strategies were that most of the planned strategies have not been adequately implemented by the sector.

The strategy for promotion of participation of women in decision making process has not taken place because the decision making positions are still male dominated especially top management of the WSS where there is only one woman at national level. The same woman has been assigned to be a GFPP for the WSS sector. The job she is occupying is rated as a soft component similar to what gender issues are rated. The excuse for having more men was that to be employed at the WSS sector mostly requires engineering qualifications which very few women have. But the argument would be management does not require such qualifications, managerial skills can also be acquired by women. During the field work, the researcher found out that at operational level
of LWSC and Kafue WSS unit there are women with engineering qualifications. The question the researcher asked was why these women were not rising to higher positions? One participant stated that women themselves had a negative attitude towards management due to fear of feeling they cannot do it because they are women. Another participant observed that some men as well look down on women thinking that they are not capable to manage a big institution. This problem takes us back to cultural factors that inhibit women to higher management positions of decision making which rate women as only dealing with soft jobs such as community development, secretaries and human resource.

The situation at WSS sector can be compared to the review done by ILO, (1999) which revealed that, one of the factors that contributes to gender inequality is that men and women perform different jobs and so-called "women's jobs" are often assigned a lower value in terms of skill requirements and remuneration. Developments in job evaluation methodologies have often demonstrated that many jobs occupied by women in fact require levels of skills, responsibilities, task variation and complexity similar to the higher-paid jobs held by men.

A combination of social attitudes and gender inequality in education and training has largely contributed to occupational segregation, resulting in men and women being streamed into different trades, professions and jobs. This is often referred to as horizontal segregation. Not only do men and women have different jobs, but there are also differences in the extent to which they are represented in the hierarchy of positions within jobs. Even in occupations dominated by women, men usually occupy the "more skilled", "responsible" and better-paid positions. Because of their wide knowledge on water resources, female participation is said to enhance the efficiency of water use.

Liberal feminism also does not agree with the reasons for lack of women’s participation in top management positions because the feminist believe in equal opportunity for men and women in education and all spheres of life including management. Wollstonecraft, (1792) a Western feminist theorist argued, that women’s capacity to reason was equal to that of men and that biological sex differences were irrelevant in granting any rights. She argued that the reason women appeared to be intellectually inferior was due to their inferior education and therefore, was a result of inequality, rather than justification for it.

The same education as provided to a man will allow a woman to assume responsibility for her own development and growth. But unless society provides equal education with the same civil
liberties and economic opportunities a man has, she will exercise her hard won autonomy only within the private or domestic realm. These feminists are also concerned with ensuring that laws and policies do not discriminate against women. Liberal feminists are looking forward to removal of barriers that prevent women operating effectively in public spheres on equal terms with men. Promotion of the involvement of communities in the choice and development of appropriate technology Strategy also has not been fully done. Most women in communities do not participate in the designing of programmes in WSS. Addressing the different priorities of both men and women in WSS activities improves the quality and sustainability of WSS projects. For example, women’s needs for water become more of a projects focus whose needs are often related to small scale activities. The design and siting of WSS facilities would better reflect the needs of both men and women if they offer greater privacy for both men and women’s individual needs. The correct siting of sanitation facilities such as toilets is particularly important because toilet practices are often the subject of cultural sensitivities that would usually differ between men and women. But during a field work, the researcher discovered that at one of the departments both men and women were using the same toilet facilities. One female participant lamented the situation as being unhealthy. When appropriate technologies are chosen for both men and women the sustainability of the structure is increased (Alouka 2006).

Effectiveness of gender mainstreaming at provincial, district and community levels were constrained by a lack of gender analytical skills and capabilities by GFPs at these levels, as well as the absence of appropriate structures for gender mainstreaming and lack of sufficient comprehensive training which limit their contribution. It further revealed that when GFPs are transferred to higher offices from provinces or districts, not only make gender not be part of their remit in their new posts, but also they may have insufficient knowledge to apply gender analysis to the new area in which they are working. Usually public workers are transferred depending on the needs of that government department and gender being an adds on responsibility cannot be recognized by that department. A gap left by the transferred GFPP might not be filled in because of lack of interest of the remaining staff. For example, the national GFPP at the MLGH clearly stated that he just offered because no one was willing to be.
As part of gender mainstreaming goals, agencies must ensure that their staff is equipped to mainstream gender throughout project cycles. Institutions should begin by putting in place internal policies and strategies ideally aligned to national or sector policies and strategies to guide resource allocation. Lead ministries have a role to play in ensuring that sector institutions implement gender strategies by providing guidance through a national water and sanitation sector gender strategy or similar tool, and by encouraging partnership around an agreed national vision.

The development of institutional gender policies in the MLGH had not taken place at the time the researcher was conducting her research. The only thing that happened was another gender analysis in 2013 sponsored by Germany Technical Co-operation (GIZ) as an entry point for gender mainstreaming. One wonders how many times the MLGH would have these entry point meetings and when implementation of the strategic plan would take place. There are no clear guidelines for implementing gender mainstreaming activities. Lack of institutional gender policy in WSS sector can also be confirmed by a review done by Jule (2013) showing that there is no institutional gender policy and that practically, gender mainstreaming initiatives were reported at implementation level, but these are generally weak and needed to be coordinated and strengthened.

A review by GIDD (2010) observed some weakness in the public service to implement gender mainstreaming due to failure to disseminate the national gender policy at all levels which has contributed to the slow engendering process. Even the WSS sector has not disseminated the NGP to its staff as revealed in the study that gender knowledge levels are low and most of them had not seen or used the NGP, let alone the SADC Protocol and BPFA.

Budget allocation has not increased as planned in the strategic plan of gender mainstreaming with only a small amount for gender with no clear planned programmes for gender. According to Morna (2000) in gender links report, budgets from a gender perspective are integral to gender mainstreaming. If gender considerations have been built into policies and project design, they should reflect in resource allocation and if they have not, the outcomes are not likely to deliver substantive equality for women. Budgets are thus a critical tool for mainstreaming.

The development of institutional framework for gender mainstreaming was on the agenda of the WSS sector in the NSGMWSS (2000) but to date, findings indicate that Zambia has a quite well developed national framework in gender as concerns both government policy and civil society but problems seem to lie in weak implementation and predictability of the main challenges.
There is poor coordination within Gender In Development Division (GIDD), irregular funding and planning which has caused difficulties for GIDD in completing, its task of supporting gender mainstreaming in government bodies, uneven gender mainstreaming in GRZ institutions and low Private Sector participation of private sector actors, such as the banks and large corporations, have shown little interest in gender issues nor having interest in the GRZ target of SADC Protocol of 30% representation in decision making (Norrby 2008).

Other strategies for gender mainstreaming in WSS include conducting gender sensitization workshops in communities which is not being done at community level like Kafue and Lusaka under the RWSSP because of lack of funding and guidelines on how to implement them. The development of the gender strategic plan is well developed but implementation does not take place.

5.5 Institutional capacity for gender mainstreaming

The findings of the study revealed that the MLGH has one GFPP for the whole ministry from the HR department. The WSS department has one GFPP at national level and has also the position of Community Mobilisation as well as responsible for the provincial responsibilities. It was established that all the GFPPs in the WSS sector are not full time and gender responsibility is not part of the ministry’s structure. The dual responsibilities tend to overburden and deprive them of time, motivation and energy to perform gender programmes effectively. It is therefore not surprising that implementation of gender programmes has been poor. There is need for officially having gender positions to enable GFPPs become full time and permanent functionaries for effective implementation to be possible. The Ministry of Gender could alternatively consider having centrally establishment for GFPPs who could be distributed to various ministries and institutions.

The findings further established that GFPPs faced several challenges which contribute to the poor implementation of gender programmes. Some of the challenges include linkages between the GFPPs and the decision makers to convince them to participate in gender meetings. The GFPPs in terms of organisational ranking are juniors who might feel intimidated by their bosses to convene or push for consideration of gender issues in the policies and plans. The funds are not adequate to complete all gender activities except for GIZ which has so far only funded the workshops. The other challenge is lack of technical guidance from the Ministry of Gender on gender related issues. There has never been training for GFPPs apart from the workshops.
attended. This means that they lack gender knowledge for executing the gender duties. The GFPP for WSS clearly stated that she did not have enough knowledge on gender mainstreaming. ‘There is need for more lessons on gender’” she said.

The other challenge faced was lack of direction on issues of gender mainstreaming, as the GFPP/HR stated, ‘we don’t know where we are going and also people have no interest in gender issues because I offered to be a GFPP out of personal interest and I have no training in gender’.

It was also established that there were no gender focal point persons at district and community level due to lack of skilled personnel such as, Area District Committees and Residence Development Committees (RDCs). Gender programmes have not permeated into the community which in turn has perpetuated old male prejudices and discrimination against females. In fact many respondents in this study indicated that at community level there is wide spread ignorance about who the GFPPs are and what role they play.

Based on the findings from the study, no formal training for gender has been done for any of the staff including the GFPPs at the MLGH and all its departments (LWSC and Kafue WSS Unit). The only training to be considered is workshops most staff attended within and outside the sector on gender mainstreaming. The recent workshop was by GIZ conducted in 2013 as a roadmap of gender mainstreaming. The only problem of this workshop and other previous ones were that it only included those in top management positions limiting knowledge of gender mainstreaming to those in higher positions. This was confirmed during the field work of the study where staff at middle management had little or no knowledge on gender mainstreaming.

Gender training is one of the most important strategies/ways for increasing understanding and skills in GAD approach, promoting gender analysis of organizational structures, policy, programming, planning, decision making processes, and monitoring and evaluation systems. Therefore, a gender training package should seek to enhance the ability of MLGH department/institutions to analyze, assess, evaluate and address the sustainability implications of development policies and programmes (JUDAI, 1997).

The study revealed that staff are very much willing to be trained in gender issues but opportunities are mostly open to a few individuals and don’t share what they have learnt when they are trained. One of the participant expressed disappointment to those who plan for the gender training as she stated, ‘we just see our friends going for workshops without involving us, it would be good if we are also involved and trained in gender issues, we are eager to learn but
no chance is given to us. Most of them who go for these trainings are men and it is like what make them attend the workshops are the allowances they get during trainings.

Depriving women and men of gender training would not be helpful to the development process of WSS sector because capacity building means bringing together more resources, more people (both women and men) and more skills. Capacity building in water supply and sanitation in developing countries like Zambia is aimed at water resources and water supply specialists. The UN Report revealed that targeting women for training and capacity building is critical to the sustainability of water and sanitation initiatives, particularly in technical and managerial roles to ensure their presence in the decision-making process (UN Water Policy 2005). Women and girls are most often the primary users, providers and managers of water in their households and are the guardians of household hygiene. If a water system falls into disrepair, women are the ones forced to travel long distances over many hours to meet their families’ water needs. Gender mainstreaming demands that all members of the organisation, at all levels receive gender training packaged in different ways to suit the different time constraints and operational requirements of those involved (UNDP, 2006).

Most respondents observed that gender courses that have been offered so far were not enough for one to acquire gender analytical skills for gender mainstreaming. The material presented does not sufficiently address the needs of the different staff that the WSS sector is at in terms of gender mainstreaming. The findings revealed that only members of staff in top management positions keep attending gender workshops because of the positions they occupy and do not share with the rest of staff what they are trained in. There is a group of staff in management that does not benefit from gender training such as those at operational level, for example, most members of staff at Kafue WSS Unit have not had gender training.

In terms of budget allocation for WSS sector, it was difficult for respondents to specifically state how much was allocated and for which gender activity. Most of them just stated they had no idea of how much is for gender except the GFPP person whom had an idea but not sure of what percentage because it also covers the allocation of other crosscutting issues. Allocating a budget without clear guidelines is just like not allocating funds for gender activities because people are not trained and the gender budget is not clear then what happens and who would give directions? That is the more reason why the gender activities are not implemented. The WSSSAG committee involved in budgeting is male dominated and may not have interest in gender issues with the
belief that gender is the women’s issue. The MGCD does not participate to give technical advice on a gender responsive budgeting.

The Council of Europe (2005) defined gender responsive budgeting as an application of gender mainstreaming in the budgetary process which involves a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.

5.6 To what Extent has Gender been mainstreamed in WSS Sector?

At national level Government adopted the NGP on 6th of March 2000. The overall goal of the policy was to facilitate effective and equitable participation of both women and men in the socio-economic development of the country and to achieve gender equality and equity in all sectors and at all levels. All ministries the MLGH inclusive were expected to mainstream a gender perspective in all their policies, strategies and activities but not so much has been done.

An Analysis of Sanitation Policies in Southern Africa South Africa and Zimbabwe by Mwansa et al (2007) rank 88, 129 and 107 respectively in the global gender related development index reflecting the low status given to gender with respect to access, control and ownership of economic resources and decision-making positions. Therefore, more work has to be done to ensure that gender imbalances among men and women, rich and poor are addressed adequately.

At the MLGH WSS sector, the study established that not much has been done since the launch of the 2000 NSGMWSS apart from workshops by donors on the meaning of gender mainstreaming. The 2000 Gender Mainstreaming Strategic Plan was just shelved and never referred to in the gender workshops that followed. In 2013, the MLGH had a workshop sponsored by GIZ as a roadmap to gender mainstreaming. During the workshop, the ministry realized that gender knowledge among the staff was very minimal and resolved to do a review of the policy documents to identify gender gaps and do amendments. The institutional policy documents of WSS sector have only acknowledge gender as a crosscutting issue with no strategic plans which is a challenge for the sector to mainstream gender.

Gender Mainstreaming Guidelines and Checklists to be used in the Public Service and in the implementation of NGP lacked Training on how they can be used to mainstream gender. Due to this weakness, many of the gender subcommittee members did not know how to use gender guidelines and what was expected of them. At LWSC, the findings were that gender has not been done but a GFPP is available at the Head Office off Addis Ababa Drive. The other departments
at LWSC operational department like the water treatment centre and sanitation treatment centre staff complained as being not included in issues of gender. Nothing has been done so far with no institutional gender policies and none of them has been trained in gender mainstreaming. The GFPP does not communicate to those in other departments. It is like even these GFPPs are appointed not because the sector has a policy for mainstreaming but because there is a directive by either government or donors to at least have one. The reason being that they operate in isolation with not guidelines on gender mainstreaming and no one seemed to be interested in what they are doing especially those in top management positions.

There is no link in terms of gender issues with the MLGH and its departments that is, from national, province and district levels. Kafue District Council on gender issues is a centre of excellence and actively participated in the Provincial workshop organised by Gender Links in 2009 where a gender action plan was developed. Having been selected to be a Centre of Excellence by Gender Links, the council saw the importance of developing gender equality policies and strategies that seek to provide women and men equal opportunities at the local authority.

The weakness of gender strategies for Kafue District Council are that gender activities are only dealing with women’s problems such as GBV, providing support to women with financial problems and through the draft policy decided to help staff members who are HIV positive by providing financial and material support to ensure the wellbeing of employees and their immediate dependants. Other strategies included awareness campaigns in the community and training of councillors. This shows lack of understanding and knowledge of gender mainstreaming as earlier stated that it was a woman’s issue.

**5.7 What are the Constraints of Enhancing Gender Mainstreaming in WSS?**

Findings of the study confirm the problem analysis which highlighted the possibility of lack of implementation of gender mainstreaming in WSS sector reflected in the list of challenges from respondents. Some of the challenges are based on social, economic and political spheres in which the WSS operate in. Through socialisation individuals develop cultural perspectives and these play a significant role in shaping attitudes which affect the way they look at the promotion of gender equality. For example, some respondents especially at LWSC consider women as slow learners and not physically strong to perform certain jobs such as engineering at the water and sanitation treatment centers. These were expressed by key people holding higher management
positions in the WSS sector. They felt that some jobs are too physical for women to perform as they require a lot of energy. One participant at the Water Supply Department gave an example of some women at operational level who fail to unscrew the big valves at the treatment center.

The WSS sector top management is male dominated with only one female at national level. The situation in WSS sector can raise a concern just like the UN Water Policy brief report (2005) that made an observation of women being under-represented in the ‘water world’, with careers and training in water management dominated by men. The report indicated that if water management is to be democratic and transparent and represent the needs of the people, both men and women must have an equal say. Women’s participation serves both practical and strategic gender needs. The practical gender needs of women are needs based on existing divisions of labour and authority, whereas strategic gender needs are those that require redress of gender inequalities and redistribution of power more equitably. Women have been found to have information on the year-round reliability of traditional water sources, whereas village chiefs and elders lacked such knowledge (World Bank Report, 1995).

The other challenge is lack of trained personnel in gender analysis to help translate gender issues into programme activities. The challenge can be said to be contributing to lack of implementation of gender activities because they don’t have skills to help them interpret the gender strategies into activities. The Gender Links Report (2000) observed that gender mainstreaming demands that all members of the organisation, at all levels receive gender training packaged in different ways to suit the different time constraints and operational requirements of those involved.

The challenge of political will by the governing body in the WSS sector to ensure that the National Strategy for Gender Mainstreaming is successfully implemented was also highlighted as a major concern. The political will challenge could be attributed to male dominance of top management whom may not have interest due to cultural beliefs. The challenge of leadership comes to play on this challenge. The sector bemoaned the need for clarity in the role of the Ministry of Gender and the MLGH in the implementation process of the gender activities. Lack of coordination among these stakeholders has negatively impacted on efforts to effectively mainstream gender in the sector.
The staff at the sector especially the GFPPs are of the view that leaders at national level are not doing enough to ensure promotion of gender mainstreaming in the sector hence, failure to implement the planned gender activities. These leaders constitute the critical mass needed to get gender integrated into water and sanitation policies and programmes. Working closely with these dynamic leaders is important for advancing a gender perspective at all levels in the WSS and developing a network on gender and water. Sustainable management of water resources and sanitation provides great benefits to a society and the economy as a whole. Thus, it is crucial, first, to involve both women and men in water resource management and sanitation.

Lack of gender awareness among development workers and lack of networking and gender sensitization of communities and local authority technical staff has led to insufficient participation of women in decision making processes in WSS sector. This needs to be addressed through community mobilization, sensitization, training and awareness creation to mainstream gender issues in all the activities of the communities.

According to Mulenga et.al (2002), a notable gap in which are responsible for the provision, management or regulation of water and sanitation services is the absence of internal gender policies to indicate their commitment to gender in the sector. In most instances water and sanitation agencies also do not have departments dealing with gender related issues and all considerations are left to the departments of gender that are housed in a different ministry. In organisations with departments dealing with gender more often than not, these departments are under-resourced and their members of staff lack the necessary gender training to guide them in their work and there is no gender equity. In cases where departments of gender are co-opted in water and sanitation committees their roles and powers are not clearly stated.

Inadequate budget allocation for gender activities or lack of gender responsive budgeting were further observed as being challenges of gender mainstreaming by the sector. Gender responsive budgeting is a crucial tool for monitoring gender mainstreaming activities, because public budgets involve all policy areas. Gender responsive budgets therefore are “a mechanism for establishing whether a government’s gender equality commitments translate into budgetary commitments” (Sharp/ Broomhill, 2002). Gender responsive budgeting can consequently be seen as an essential instrument for establishing gender mainstreaming within government policies and assigning clear responsibilities, making governments accountable for their gender policy commitments.
The presence of the Cabinet Minister at the MGCD ensures that decisions passed Cabinet take into account gender as a cross-cutting issue (Njavwa, 2012). The challenge with this ministry is that it is not a fully flagged one like the other ministries with offices up to district level and this makes it difficult to operate and link with other stakeholders such as the WSS sector to coordinate gender inequality concerns. It does not provide enough staff gender technical support in the public sector. Parliamentary Committee on Legal Affairs, Human Rights, Governance institution has weak linkages between the committee and other stake holders of gender institutions. The committee does not hold regular meetings with the same stake holders that is, both public and private without even regularly submitting the reports.

The committee also lacks adequate factual information upon which to make decisions and as well lacks legal authority to compel GIDD and GCF to submit regular reports on their operations. Limited involvement of beneficiaries at all stages of the project cycle because policies and programmes in water development and management are not based on a participatory approach without involving users, planners and policy makers at all levels because water has an economic value in all its competing uses and should be recognized as an economic good. Gender differentials are important because women and girls suffer most when water supply is poor, and benefit most.

5.8 Prospects for enhancing gender mainstreaming

To address gender inequalities, the Government has ratified relevant international and regional conventions (including CEDAW, 1979; SADC Protocol, 2008; UN Declaration on Violence Against Women, 1993). To institutionalize and promote gender mainstreaming across sectors Government created opportunities for gender mainstreaming through the adoption of the national gender policy and revision of other policies in the public sector including the WSS. Creation of the Ministry of Gender and Child Development which if responsible for gender issues is another great commitment by government to mainstream gender.

At national planning level, Government stresses promotion of gender mainstreaming. The Fifth National Development Plan (2006-2010) contained a stand-alone Chapter (Gender and Development), but this approach presented challenges to sectoral line ministries/institutions in terms of gender mainstreaming. To address the challenge experienced under the FNDP, in the Sixth National Development Plan, (2011-2015), gender treated as an over-riding cross-cutting
issue that cuts across sectors as well as the other cross cutting issues (HIV and AIDS, environment, governance, etc). All sectoral line ministries are expected to be guided by the SNDP in their planning processes.

Government’s commitment to reduce disparities in the provisions of basic education is another opportunity that would empower women to participate. Education is key to women’s empowerment and to reducing many of the problems that face a developing country like Zambia. The level of education attained is an important indicator of well-being and is key to ensuring access to other human development indicators such as employment and earnings, health, nutrition and reduced poverty levels generally. An education system that can provide high quality education to all those entitled to it is one of the most important pre-conditions for development. Development would, however, be impossible to attain without gender equity in the education system.

In 1996, the Ministry of Education (MOE) adopted the National Policy on Education called “Educating Our Future.” which addressed the entire field of formal institutional education, paying particular attention to democratization, decentralization and productivity on the one hand, and curriculum relevance and diversification, efficient and cost sharing, and revitalized partnerships on the other, flexibility, pluralism, responsiveness to needs, and the protection of quality. The policy put emphasis on such key factors of educational provision as access, equity and quality maintenance at all delivery points in the system. The Government’s vision and mission as it relates to gender was captured in the mission statement in the National Policy on Education which stated “... to guide the provision of education for all Zambians so that they are able to pursue knowledge and skills, manifest excellence in performance and moral uprightness, defend democratic ideals, and accept and value other persons on the basis of their personal worth and dignity irrespective of gender, religion, ethnic origin, or any other discriminatory characteristic” (Gender in Education policy, 2006).

The MOE committed itself to achieving gender balance in educational institutions and within the educational system, aimed at ensuring that female students were integrated with males as equal beneficiaries and participation at all levels of education by ensuring the elimination factors that hinder the access, progression and accomplishment of girls in schools and colleges and take measures to encourage the participation of girls in science and technology at all levels of education (Ibid). Government’s commitment through the MOE would be a solution to the
problem of male dominance in the WSS sector when more girls future employees are trained in technical skills such as engineering to allow them have access to the same jobs as men’s.
At sector level, there is a willingness by staff to be trained in gender issues so that they have an idea of what gender mainstreaming is. Appointing GFPPs at national and departmental levels is another commitment that the sector is putting. The inclusion of gender as a crosscutting issue gives an opportunity for gender mainstreaming. The policy and strategic plans reviews that the sector has proposed to include gender issues is a more positive way of the future for gender mainstreaming by the WSS sector.
CHAPTER SIX
6.0 CONCLUSION AND RECOMMENDATIONS
6.1 Conclusion
The study established that the Zambian government once a treaty, protocol or covenant is signed, it does not automatically become enforceable or part of the law or policy not until it has to be ratified by the Cabinet. This creates a problem of domestication of the treaties because once signed they are legally binding therefore require that once a Government has ratified them, they are domesticated into national laws to make them enforceable. Domestication of international or regional agreements, covenants or treaties is therefore a means by which the Government shows commitment to operationalising international or regional obligations and thereby adding value to the quality of lives of its people.

Findings also revealed that, despite adopting programmes and structures, the target of 30% female representation in decision making positions in the WSS sector has not been achieved but realization by the policy makers has been shown through the inclusion of gender as a cross cutting issue. The willingness of staff is also a positive sign because government’s efforts to close the gender gap would be appreciated by those willing to be engendered.
The sector has acknowledged that it is very important to use a gendered approach in implementing programmes in the WSS because of its benefit when women are involved in management there is efficiency and effectiveness in the management of water and sanitation services. It is also reflected that women make better managers of resources that they feel are cardinal for human survival.

From the stakeholder point of view, there is increased awareness on the need for a gendered approach; however, there are no specific institutional policies and strategies that are aimed at getting all members of staff involved in the water sector. Where available, they do not bring out the role of both sexes in the water sector and their implementation are left so much to the delegated water trusts who also lack detailed understanding of why a gendered approach should not be overlooked.

The WSS sector has also realized the need for staff to be trained in mainstreaming gender and translating gender into programmes at all levels of the WSS of the MLGH. Having realized this most the WSS sector recommended for a review of all sector policies and strategies of gender.
The low knowledge of gender mainstreaming was also concluded to be attributed to the absence of laws at national level to legitimize the National Gender Policy (NGP) in order for implementers to be answerable for not adhering to the policy. Despite the NGP having been in place since 2000, it has not been widely disseminated to all key stakeholders. There is also a misconception of gender issues and gender mainstreaming such as it being a ‘woman’s issue’ hence, lack of interest by some men who occupy most top positions of decision making in WSS sector.

The budget allocation is done under cross cutting issues but lacked guidelines on how it can be used hence, the misallocation of the budget to women’s activities. This shows that willingness by the policy makers to fund gender activities is there but guidance in much needed. While the sector has ensured to have GFPPs in some department, there are no guidelines on how they should be accountable for mainstreaming gender.

Generally the study established that WSS structures from national to community level in relation to gender mainstreaming has weak linkages that is, from both within and outside the sector. Implementation of planned gender strategies are failing because they do not have much technical support from the MGCD which has the expertise. As a result the WSS has been failing to adequately and appropriately address the problem of implementation of the planed gender strategies. Those responsible for supervision have failed to play the supervisory role in the implementation of planned activities.

6.2 Recommendations

i. Despite being a signatory to international and regional protocols and treaties on gender, Zambia has not domestication these. It is important the country urgent domesticates these undertaking, so they provided an impetus for enhancing gender mainstreaming.

ii. Given the identified low level of skills in gender mainstreaming in the sector, efforts must be made to scale up the training of staffing for gender mainstreaming. This should be done at all levels of the sector, starting with community, district, sector and national levels.
iii. Leaders constitute the critical mass needed to get gender integrated into water and sanitation policies and programmes. Working closely with these dynamic leaders is important for advancing a gender perspective at all levels in the WSS and developing a network on gender and water. Sustainable management of water resources and sanitation provides great benefits to a society and the economy as a whole. Thus, it is crucial, first, to involve both women and men in water resource management and sanitation.

iv. Institutions involved in spearheading gender activities such as the MGCD should ensure that all those involved in implementation are adequately trained in gender analytical skills with relevant gender skills required to execute their functions.

v. The dual responsibilities tend to overburden and deprive GFPPs of time, motivation and energy to perform gender programmes effectively. It is therefore not surprising that implementation of gender programmes has been poor. The WSS sector should re-examine the concept of using part-time staff spearhead gender issues by lobbying to government that GFPP become established positions in the sector with specific job descriptions related to enhancing the government gender agenda functions.

vi. The MGCD should ensure that the role of enhancing the representation of women is performed in liaison with government institutions WSS inclusive to ensure positive discrimination in favour of females into decision making positions at all levels. It should work with the Human Resource Development to ensure that more females are trained in management skills to enable them perform better and compete with males.

vii. The WSS sector should ensure there are clear guidelines for budget allocation so as to avoid misallocation of the budget to women’s activities.
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(www.un.org)
### Appendix I

| ACTIVITIES TO BE UNDERTAKEN | WHEN THE ACTIVITIES ARE TO BE UNDERTAKEN: 
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Appendix II

I’m Mary Banda a Master student in the Department of Gender Studies, University of Zambia. I’m carrying out a study on Gender Mainstreaming in the Ministry of Local Government and Housing. Your Department has been chosen to participate in this study, and your contribution will help the researcher to determine the extent to which water Supply and sanitation has mainstreamed gender in policies and programmes. The results of the study will demonstrate the extent of gender mainstreaming, illustrate the challenges and provide knowledge on gender mainstreaming in the Ministry. As far as I’m concerned, there are no risks to you as a respondent in this study and I guarantee that all the responses that you provide will be regarded as confidential and will only be used for academic research purposes.

There is no need for you to indicate your name on the questionnaire. You have the freedom to participate or not participate in this study. Your participation is entirely voluntary and if you choose to participate kindly fill in the questionnaire. It will only take you about 15-25 minutes to complete.

In case of any questions, please contact me on the email address, tandima4@gmail.com or cell 0977975792.

Thank you!

Mary Banda
Questionnaire

Instructions: Select yes/no or tick for short answers, while questions that require you to explain, kindly write in the spaces provided.

1. Department…………………………………………………………………………………………………………………
2. Sex…………
3. Age …………
4. What is your highest level of education?
   - PHD
   - Masters Degree
   - Bachelors Degree
   - Diploma
   - Certificate/ other specify……………………………

5. What position do you hold in the Department?
   - Principal Water Supply and Sanitation Officer
   - Senior Water Supply and Sanitation Officer
   - Principal Solid Waste Management Officer
   - Senior Solid Waste Management Officer
   - Principal Community Development Officer
   - Senior Operation and Maintenance Officer
   - Senior Water Supply and Sanitation officer (Peri-Urban)
   - Other specify……………………………

6. How long have you been working in the department?
   ………………………………………………………………………………………………………………………………………

7. What is your area of specialization in the department?
8. What are the provisions of the following policies/strategies/actions/protocols with regard to gender mainstreaming?

National Gender Policy (2000)


National Strategy for Gender Mainstreaming in Water Supply and Sanitation Review (2005),


SADC Protocol on Gender & Development (1997)

9. May you explain what you understand by gender mainstreaming?
10. Explain how your department has mainstreamed gender?

11. Does your department have a gender focal point person? (yes/no)
12. What are the functions of the GFFP?

13. How efficient has the GFPP been in carrying gender functions?
   a. Very efficient [ ]
   b. Efficient [ ]
   c. Not efficient [ ]

14. What impediments has the GFPP faced in carrying these functions?

15. How has the Ministry helped in resolving these impediments?

16. What else can be done to make the GFPP more effective in carrying out their function?

17. Does your department have specific budget allocation for gender mainstreaming? Yes/No
18. If yes, how much is the budget allocation for gender activities?
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19. Does the ministry have a particular process to ensure that budgets are gender sensitive?
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20. Who is involved at:
   a. Budget proposal
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   b. Planning
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   c. Implementation
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   d. Evaluation
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21. How long have they been participating in the budgeting process?
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22. Have these people been maintained? Yes/No

23. What institutions are involved in the budget process?
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24. How long have they been participating?
25. Which other institutions are involved?
26. When planning budgeting, do you consider the needs of both male and female staff?
27. What processes do you use to ensure both male and female staff needs are included in the budget?

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28. In your opinion, what impact has the gender sensitive budgeting in your department?

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29. Have you ever attended any training on gender mainstreaming?

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30. Would you say the training was enough to make you understand issues of gender mainstreaming in your organization?

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31. How would you rate the efforts that your Department has undertaken in mainstreaming gender?
32. May you provide explanations for your ranking?

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33. What challenges do you face in mainstreaming gender in your department?

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34. In your opinion what do you think your department can do to improve its efforts of gender mainstreaming?

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35. From your personal experience, how would you want Government to support your organisation on gender issues?

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Thank you for your cooperation.