

Impact of Gender Policy on Women Representation in Decision-Making Positions in the Zambian Public Service: A Case Study of Government Ministerial / Institutional Headquarters.

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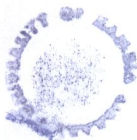
**Dissertation submitted in partial fulfillment of the requirement of the award of
Masters of Public Administration.**

By

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DEDICATION

Dedicated to the memory of three persons who believed in me and inspired me greatly. My beloved father, the late John Leo Mwansa, my very dear uncle, the late Goodfellow Malipilo and my sweet husband, the late John Mshanga.

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APPROVAL

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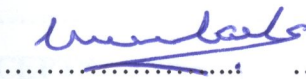
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LIST OF ABBREVIATIONS AND ACRONYMS

ADC	Area Development Committees
AIDS	Acquired Immune Deficiency Syndrome
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSO	Central Statistics Office
GCF	General Conference Forum
GFP	Gender Focal Point
GFPP	Gender Focal Point Persons
GIDD	Gender in Development Division
GNC	Gender National Conference
GRZ	Government of the Republic Zambia
HIV	Human Immuno Virus
HQ	Headquarters
HRIP	Human Resource Information Planning
ICT	Information Communication Technology
MACO	Ministry of Agriculture and Cooperatives
MCDSS	Ministry of Community Development and Social Services
MCT	Ministry of Communications and Transport
MEWD	Ministry of Energy and Water Development
MIBS	Ministry of Information and Broadcasting Services
MLSS	Ministry of Lalour and Social Security
MMMD	Ministry of Mines Mineral Development
MOD	Ministry of Defence
MOE	Ministry of Education
MOFA	Ministry of Foreign Affairs
MOFNP	Ministry of Finance and National Planning
MOH	Ministry of Health
MOHA	Ministry of Home Affairs
MOJ	Ministry of Justice
MOL	Ministry of Lands
MSYCD	Ministry of Sport youth and Child Development
MTENR	Ministry of Tourism, Environment and Natural Resources
MWS	Ministry of Works and Supply
NCDP	National Commission for Development Planning
NGC	National Gender Conference
NGM	National Gender Mechanism
NGOCC	National Non-Governmental Organization Coordinating Council
NGP	National Gender Policy
NGRC	National Gender Resource Centre
NWLG	National Women's Lobby Group
OAG	Office of the Auditor General
PCLGHG	Parliamentary Committee for Legal Affairs, Good Governance, Human Rights and Gender Affairs
PSC	Public Service Commission
PSMD	Public Service Management Division

RDC	Resident Development Committee
SADC	Southern African Development Community
SPA	Strategic Plan of Action
SPAW	Strategic Plan for the Advancement of Women
SPSS	Statistical Package for Social Sciences
UNGA	United National General Assembly
UNIP	United National Independence Party
WFC	Women for Change
WIDD	Women in Development Division
ZARD	Zambia Association for Research and Development
ZFWB	Zambia Federation of Women in Business
ZNWLG	Zambia National Women's Lobby Group

ABSTRACT

In spite of the fact that females constitute about 52% of the population in Zambia, their participation in decision-making positions has continued to lag far behind males. Many social scientists have argued that gender inequality in decision-making positions has contributed to retarded and distorted development. Consequently, many governments world wide have acknowledged and put in place mechanisms, through which gender equality could be attained in decision-making positions.

In Zambia, the government adopted the National Gender Policy in 2000, in line with the 1997 Southern African Development Cooperation (SADC) declaration, which among other things, aimed at attaining 30% female representation in decision-making positions in the civil service by 2005. To translate the gender policy into tangible benefits, various institutions and positions were established to spearhead its implementation.

Four years down the line (2000-2004), only about 14% of the decision-making positions in the civil service were held by females, thus falling far below the target. This study aimed at investigating and establishing the factors inhibiting the implementation of the gender policy by assessing the appropriateness and adequacy of the adopted structures and programmes.

The research strategy used was the case study of responsible institutions at ministerial headquarters (HQ). This kind of research was chosen because it was easier and more convenient to conduct, since it aimed at assessing the appropriateness and adequacy of implementing structures and their programmes. It was also an evaluative research. The research design utilized was the quantitative approach, as quantitative data was deemed necessary to the collection of required responses and their measurement to determine the frequency distribution of variables (rate of occurrence of factors) in the population. To give equal chances to all the units in the population (civil servants based at HQ), the sampling design employed the probability sampling method, which in turn utilized the stratified random sampling technique. This is because the population was deemed to be heterogeneous enough to hold divergent views on the subject. Nevertheless, a small sample of Gender Focal Point Persons (GFPP) was purposively selected due to its critical role in gender programmes implementation.

The selected sample of 120 respondents was given self-administered questionnaires, with the help of desk officers, to return them within a stipulated period. Follow ups were made where clarification was required. The questionnaires were structured and contained both closed ended and open ended questions. The responses were coded, classified, analyzed and interpreted, in order to derive meaning and provide an explanation of the research findings.

The research findings indicate that the structures put in place to spearhead gender programmes implementation, such as Gender Consultative Forum and Gender in Development Division lack adequate capacity to do so, hence proved inadequate and inappropriate to the task at hand. Lack of adequate funding, staffing, gender analytical skills, and data base, clear and specific terms of reference, coupled with inadequate time due to too many responsibilities and lack of linkages with other stakeholders, have contributed to the failure to implement the gender programmes effectively. It was also established that males continue to perceive females as inferior, hence unwilling to have female managers.

The findings also indicated that females are perceived to be less qualified and experienced, lack self drive and support from fellow women, and above all continue to face institutional discrimination through company policies and practices. The study established that the above mentioned factors have contributed to inhibit the promotion of females into decision-making positions in the civil service. It was argued however, that if gender programmes were sufficiently implemented, including capacity building programmes for females and gender sensitization of male employees, most of the negative factors mentioned would become irrelevant or disappear. It was concluded that the failure to attain 30% female representation in decision-making positions in the civil service, was influenced by the failure of responsible institutions to implement gender programmes. In short, equitable representation in decision-making positions in the civil service has not been achieved due to lack of adequate capacity of implementing institutions and positions. The study recommended that among other things, sufficient resources, time and authority to implement gender programmes must be given to the responsible institutions and positions. Unless the policy-makers become truly committed and take necessary actions to sufficiently empower the implementing institutions and positions, the attainment of equitable representation in decision-making positions in the Civil Service shall continue to be an elusive dream.

CHAPTER ONE

INTRODUCTION

1.1 BACKGROUND

Historically, the concepts of justice, fairness and equal opportunities for all do not seem to have been equitably applied all over the world. It is generally perceived that imbalances, which do not favour women, have existed in socio-economic, cultural and political spheres the world over as reflected in the oppression, discrimination and marginalisation of females.

The oppression, discrimination and marginalisation of females has appeared in various forms, such as male violence against females, rape, female child defilement, restriction of females to domestic work, discriminatory policies against women in employment, low status jobs and low wages for women doing the same jobs as males, including discrimination in hiring, promotions and other working conditions. In fact, many fields of employment are still sexually segregated, with the proportion of women to men in decision-making positions greatly biased in favour of men. This biased arrangement has actually contributed to making women among the poorest groups of people in society and has been presumed by some social scientists to be a contributing factor to retarding and distorting development programmes.

As a result, the need to address the problem of female discrimination has increasingly been recognised by Governments world-wide and its momentum has continued to grow. Likewise, the Zambian Government through the National Gender Policy has recognised that gender imbalance against females has been a major contributing factor to lack of sustainable development resulting in widespread poverty amongst women who make up the largest segment of the poor in Zambia (GRZ, 2002). A research conducted in Zambia in 1998 revealed that 61% of female-headed households experienced food shortages as compared to 52% of male-headed households (CSO, 2003:3). Consequently, the Government committed itself to promoting equitable female participation in positions of decision-making in the Public Service as a mechanism of reducing poverty among

women and attaining sustainable development in society. To implement this portion of the Gender Policy, the Government established various institutions and positions in the Public Service, such as Gender in Development Division (GIDD), Lead Actors and Gender Focal Points which were empowered to undertake programmes that would enable working women acquire more skills and higher levels of education, experience, self confidence and other attributes to enhance their chances of occupying higher posts competently. The aim for all this was to increase the level of female representation in decision making positions in the Public Service up to 30% as per SADC target.

In spite of such structures and processes put in place and their existence for over five years now, the number of women in decision making positions lags far behind the SADC target of 30%. This has continued to cause concern to all stake holders. In the light of the persistence of Gender imbalance against females, this study undertook to identify inhibiting factors by evaluating the effectiveness, appropriateness and adequacy of the Institutions and programmes put in place for the attainment of equitable female participation in positions of decision –making in the Zambian Civil Service.

The discrimination against women seems to have originated as a natural consequence of the struggle and survival of the physically strongest and most adapted to hostile natural forces in the evolution of human beings from their earliest ancestors. Some studies indicate that role specialisation and division of labour between males and females was already in existence in the Stone Age period. Generally, males hunted big game and involved in trading beyond tribal boundaries, while females kept in doors doing household activities such as taking care of children, weaving and knitting, making beads and so forth. However, with the further development of society role specialisation and labour division also developed to an extent where society started creating reasons to justify such gender divisions that with the passage of time became norms, not only describing, but also prescribing what was expected of each sexual group. As these roles became more rigidly adhered to through socialisation, women were increasingly marginalised not only from leadership positions but also from owning property. This made them part of the most oppressed and exploited class.

Further justification for treating women as second class citizens historically has been derived from scientific observations of Altbac and Kelly's argument that, a woman's cranium is smaller than that of a man's, (1978), from religious teachings that the first female was created from a man's rib and that she should be submissive to a man and from cultural practices which teach that a female is not supposed to do a man's job.

However, over time, society has been able to realise that some of the traditionally held assumptions about women's inferiority and inability to perform certain jobs effectively are incorrect. For example, in Europe, proof that females were equally capable of effectively performing male dominated tasks was derived from those recruited into industry to replace men who had gone to fight in the Second World War. During this time, industries continued to attain high productivity, as female employees were able to meet required targets. Consequently, justification for female discrimination was increasingly questioned and the need for their treatment as equal partners in development recognised. Henceforth gender inequality has become one of the leading human rights issues of the 21st Century worldwide.

In line with increasing evidence against old gender notions, leaders in various periods have met at International level, beginning from the League of Nations in 1935 to the current United Nations Organization. Leaders have, through various conferences, conventions and assemblies formulated policies and programmes, made declarations and established strategies, structures and processes aimed at abolishing female discrimination and enhancing their participation in decision-making positions in society.

Among the prominent achievements have been:-

- i. The Convention concerning equal remuneration for men and women workers for work of equal value, which was adopted by the United Nations General Assembly (UNGA) in 1951.
- ii. The Convention on political rights of women to vote and be voted into office adopted by the UNGA in 1952.

- iii. The Convention on the Nationality of married women adopted by the UNGA in 1957.
- iv. The convention for consent to marriage, minimum age for marriage and registration adopted by the UNGA in 1962.
- v. The convention against discrimination in education adopted by the UNGA in 1960.
- vi. The Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), adopted by the General Assembly in 1979.

Subsequently, Zambia, like other parts of the world, has witnessed various women's conferences and conventions to which she has been partly trying to address the historical fact of gender imbalance.

In traditional Zambian society, generally, females were subjected to discriminatory practices and their roles and status in decision-making positions were secondary to that of males. While matrilineal tribes like the Bemba, Chewa and Lozi did offer few positions of influence in decision-making to females (Chieftainess and Head-women). The matrilineal tribes, like the Ngoni, Tumbuka and Tonga, virtually excluded females in this arena. Instead, they treated women as tools of reproduction, hence the acceptance of being married and assimilated into the male family by leaving their homes. As a result, the right to make decisions was a prerogative of the male side of the extended family.

In colonial Zambia, females were subjected to varying forms of discrimination, such as; travel restrictions to seek employment in mining areas, housing policies for married employees, adoption of husbands' second names, biased rules in areas such as banking, and acquisition of passports, all of which were in favor of males. Although attempts were made to promote women into decision-making positions, the post-colonial Zambian Government continued with much of the discriminatory policies and practices against females in education, employment, leadership positions and land as well as property ownership in general.

After Independence, the Zambian Government did however realize that females were equally capable of performing male dominated tasks effectively and undertook to enhance their participation in decision-making positions in society. Despite the apparent lack of explicit National Gender Policy in Zambia since 1964, the importance of female participation in decision-making positions was recognized and implemented through programmes and structures such as:

- i. The formation and existence of the women's league within the United National Independence Party (UNIP) which was intended to promote female participation in decision-making positions in the political arena.
- ii. The appointment of women to senior positions in the party and its government as members of the central committee and/or ministers.
- iii. The appointment of women as Heads of parastatal bodies was also intended to enhance female participation in the development process through occupancy of these decision-making positions.

Additional efforts were made to increase female participation in decision-making positions in the Fourth National Development plan of 1989-1993, which included a chapter on women in development. In spite of these numerous efforts made, not much was achieved in terms of equitable female participation in decision-making positions in society.

The re-introduction of plural politics in 1991, culminated in further efforts at enhancing female participation in decision-making positions in Zambia. In fact, following the platform for Action Conference of Beijing in 1995, the Zambian Government and other stakeholders developed a national plan of action, known as the Strategic Plan for the Advancement of Women in Zambia (SPAW). Additionally, in recognition of the importance of gender in achieving sustainable development, the Government in 1996 elevated what was the National Women's Department under the former National Commission for Development Planning to a Division at Cabinet Office. This institution known as GIDD was to be responsible for coordinating gender mainstreaming into national policies, programmes and projects.

In 1997, SADC nations at a conference in Blantyre adopted a declaration in which, among other things, member states including Zambia committed themselves to ensuring equitable representation of both women and men with a 30% target share representation of women in political and decision-making positions by the year 2005. This target has been a form of a measuring rod pushing Zambia's efforts towards its achievements. Whether this target share is sufficient and how it was arrived at since countries are not the same, may be another area of concern.

However, gender imbalances having been an area of great concern in Zambia as demonstrated by the earlier activities of the gender advocacy groups and Zambia's participation in both regional and world fora led to Zambia's adoption of the National Gender Policy on 6th March, 2000. The policy, among other issues, attempts to address the problem of gender imbalance in decision-making positions resulting in low participation and benefit from the development process by women. It also incorporates power relations between women and men in domestic, community, and public domains, feminization of poverty, prevalence of gender violence, statutory laws and cultural practices, which promote gender inequality. The policy took into account the United Nations declarations of 1979, 1990, 1991, 1992, 1993, 1994, 1995 and 1997, all of which dealt with issues on gender inequality and the right of females to participate fully in decision-making.

In order to ensure the policy's its implementation and prevent it from being a mere academic exercise, the National Gender Policy was interpreted into specific structures which were responsible for spearheading particular, programmes and resources were allocated for the cause. The controlling officers were challenged and tasked to implement gender equity programmes in their respective institutions by utilizing allocated resources and to demonstrate affirmative action rather than mere lip service in the enhancement of gender equality.

Among the various institutions and positions tasked to spearhead the implementation of gender, programmes and activities in the area of decision-making positions in the Civil Service are: -

- i. GIDD, which acts as the national coordinating body in gender policy implementation.
- ii. Ministries and Institutions, such as Information and Broadcasting Services, Sport, Youth and Child development, Community Development and Social Services, Justice, Public Service Management Division and Finance and National Planning. These together with GIDD have been designated as Lead Actors.
- iii. Gender Focal Point Persons appointed in and for each Ministry/ Institution.

Among the processes (programmes, projects and activities) planned and targeted for implementation by the above institutions and positions were:

- i. Sensitization and advocacy aimed at changing attitudes in the Civil Service through seminars and workshops.
- ii. Training and development targeted at female employees to enable them acquire skills in decision-making positions in the Civil Service.
- iii. Identifying and recommending changes to gender discriminatory rules, policies, procedures and practices in favour of men in the Civil Service.
- iv. Positive discriminatory practices and rules in favor of women which are aimed at giving opportunities to women to rise to senior management positions in the Civil Service.
- v. Information dissemination through the mass media as well as production of magazines, news letters, artifacts (for example, T-shirts.) bearing messages and symbols justifying efforts promoting gender equity in decision making positions in society.

The above are some of the activities recommended and given to lead actors, Focal Point Persons and controlling officers to implement since 2000 by the National Gender Policy aimed at redressing the gender imbalance in decision-making positions in the Zambian Civil Service. Indeed, it was the hope of various stakeholders, including this researcher,

that, within the targeted five-year period, equitable female participation in positions of decision-making, such as Assistant Directors, Directors, Ambassadors, High Commissioners, Deputy Permanent Secretaries and Permanent Secretaries were to be achieved in terms of the 30% SADC target.

1.2 STATEMENT OF THE PROBLEM

In spite of the various programmes and structures adopted between 2000 and 2004 to redress the gender imbalance in the Zambian Public Service, the number of women in decision-making positions continues to lag far behind that of men. In the Civil Service, in particular the number of women in selected decision-making positions by 2004 was only 114 as compared to 451 held by men. This in percentage terms is 20% in relation to 80% respectively (Human Resource Information Project, 2004). Given the current levels that are below the 30% target share set by the SADC declaration, this continuing gender imbalance has been a source of great concern to the Government and other stakeholders. This in turn has brought into question the appropriateness and adequacy of the programmes and structures in place. Among the researchable questions that were posed by the researcher were: - how appropriate and adequate were the programmes and structures put in place? What internal factors (weaknesses) and external factors (threats) have inhibited the adequacy of the adopted programmes and structures? What factors on the ground have caused the persistence of gender inequality? Alternatively, should the Gender Policy (2000) be given more time to mature and if so how much time? Further, what factors could help enhance the attainment of gender equity in female representation in decision-making positions in the Civil Service? These and a number of other questions required some systematic investigations that this present study undertook and has attempted to answer.

1.3 OBJECTIVES OF THE STUDY

1.3.1 General Objective

The general objective of this study was to evaluate the programmes and structures adopted for the enhancement of gender equity in decision-making positions of the Civil Service in Zambia.

1.3.2 Specific Objectives

- i. To describe the mode of implementation of the Zambia National Gender Policy (2000) in terms of its programmes and structures in relation to enhancement of women in decision-making positions in the Zambian Civil Service from 2000 to 2004.
- ii. To assess the appropriateness and adequacy of the programmes and structures put in place for the attainment of gender equity in decision-making positions of the Civil Service from 2000 to 2004.
- iii. To establish key factors inhibiting the attainment of gender equity in decision-making positions.
- iv. To make recommendations that may redress the inhibiting factors to the attainment of gender equity in decision-making positions of the Zambian Civil service.

1.4 CONCEPTUAL FRAMEWORK

The assumption of this research was that the National Gender Policy covers a wide range of issues on the legal framework, media and information, Labour laws, poverty, land, decision-making and many more. This study focused only on one component of the National Gender Policy, which is the attainment of gender equity in decision-making positions in the Zambian Civil Service. For the purpose of this study therefore, the concept of the National gender policy was understood only in the narrow context of its being intended to promote equitable female representation in decision-making positions in the Civil Service. The National gender policy in this study, therefore, was viewed as having focused on and referred to all programmes, projects and activities as well as institutions, positions and resources that have been put in place from 2000 to 2004, intended to increase the level of decision-making positions held by females in the Zambian Civil Service.

Further, this study focused on establishing a cause-effect relationship between the National Gender Policy and the level of female representation in decision-making positions in the Civil Service. The study attempted to establish whether the adopted

structures and processes have caused an increase or failed to cause an increase in the ratio of women to men in decision-making positions in the Zambia Civil Service by December, 2004.

However, the problematic aspect of this study was to establish a reliable and valid cause-effect relationship between the independent variable (institutions, positions and programmes adopted) and the dependent variables (the ratio/percentage of decision-making positions held by females). The critical question was, are the persistent low levels of women in decision-making positions caused by inappropriate and inadequate institutions, positions and programmes adopted or by other unknown and unrelated factors? Further, the appropriateness and adequacy of the adopted institutions, positions and programmes were determined by the extent to which females have increased their level of participation in decision-making positions in the Civil Service from 2000 to 2004.

To increase the validity and reliability of the research findings, in terms of linking the independent to the dependent variables, the study attempted to establish the level of female participation in decision-making positions prior to the adoption of the gender policy (1994–1999) and compare the trend in figures with the period after adoption (2000 to 2004). It is the assumption of this research that this comparison or continuous analysis might have helped to determine the extent to which adopted strategies have been effective or ineffective at addressing the gender imbalance.

1.5 OPERATIONAL DEFINITIONS OF CONCEPTS

In this study:

The National Gender Policy referred to the diverse programmes and structures (structures and processes or institutions and programmes), put in place for achieving gender equity in Zambia in particular in the area of decision-making.

Gender referred to the social roles of being male or female, and is the behavioural characteristics specific to males or females in a community or in other human groups as determined by culture.

Gender Roles referred to those roles performed by males or females as prescribed by culture but which can change and differ from one society to another. They are not biological roles like pregnancy or breast-feeding which males cannot perform.

Gender Imbalance has been defined as the unequal access to resources and positions of power or decision-making positions in favour of one overly dominant sexual group in this case the males.

Gender Equity referred to the equal access to resources and positions of power or decision-making positions of both sexual groups.

Decision-making referred to the ability to take part in the influencing or determining of choices and outcomes in a given context.

Decision-making positions referred to positions of authority, allowing individuals' influence or power to determine outcomes. In the Public Service, these positions include those of Permanent Secretary, Deputy Permanent Secretary, Director, Assistant Director and their equivalents.

The Public Service referred to the Civil Service, Teaching Service, the Zambia Police and Prison Services and other services duly established under the Constitution of Zambia or under an Act of Parliament.

The Civil Service referred to a Service within the Public Service duly established under the constitution of Zambia but which are positions under the control of the Public Service Commission.

Development referred to qualitative and sustainable improvement in the cultural, social, political and economic well being of an individual or society.

CHAPTER TWO

LITERATURE REVIEW

The perception that women hold a low status relative to men in social, political and economic spheres of life has been a topical issue much debated and agreed by various scholars and leaders over decades worldwide. Objectives to achieve equity between men and women in all spheres of life with positive action to ensure and guarantee the enhancement of women participation have been proposed through various programmes in various countries starting with the declarations at the Human Rights Convention after World War II.

Ashworth (1992) observes that the Convention demanded for equal pay, equal treatment, equal opportunities and opposed discrimination based on race, sex, color, religion, language or national origin. The Convention declared that leaders should realize that women and men are equal partners and need each other in the development process and that there was good reason for the elimination of all forms of discrimination against women.

However, Ashworth (Ibid) also observes that before the International Women's year in 1975, which marked the beginning of the United Nations Decade for Women (1975 – 1985), there was not much concern to practically integrate Women in Development in many countries including Zambia. In spite of the declared intentions and objectives to do so, leaders seemed to lack real commitment as females continued to be sidelined.

However, in the last two decades, recognition of and commitment to the need for equal and full participation of women at all levels of national development has been increasing as demonstrated by the involvement of Governments, International development agencies, donors and gender advocacy groups in furthering this cause. It has increasingly been realized that there is need to establish mechanisms that ensure that women who constitute the majority of the population are well represented at decision-making levels. They have emphasized that participation is not simply about bringing stakeholders

together but is more about recognition that all stakeholders actually own the programme. From this angle, women can only be effective participants if they are equitably represented in decision-making positions. Further, women can only be among the stakeholders owning the developmental programmes only if they are part of decision makers.

One of the strong advocates of this view is Newland (1995) who argues that if real participation is a crucial component of human rights based development, and then carefully constructed strategies will need to be devised for women to be full co-owners as decision makers and beneficiaries of the diverse developmental activities. He bemoans the lack of carefully devised strategies in most countries as a major factor contributing to the perpetuation of gender inequality against women.

The issues raised above by Newland (1995), are relevant to our study because they point to possible factors that might have perpetuated gender inequality in the Zambia Civil Service. The existence or non existence of carefully devised gender strategies in Zambia could have either enhanced or constrained the attainment of gender equity in decision-making positions the Civil Service. Among other things therefore, this study aimed at establishing whether or not, and to what extent, carefully devised gender strategies have been put in place in the Zambia Civil Service. Further, the study aimed at establishing whether or not and to what extent the lack of carefully devised strategies has acted as major factors inhibiting the attainment of the 30% female representation in decision-making positions in the Zambian Civil Service as stipulated in the National Gender Policy.

However, it is felt that although Newland has rightly pointed out the need to carefully construct strategies that should promote full women participation in developmental activities, he would have been of much help if he indicated the kind of strategies that needed to be put in place to redress the gender inequality.

Another author who has discussed the persistent gender inequality is Osafo (1987:20) who pointed out in her thesis that even in the developed industrialized countries of the west, the proportion of women to men employed in higher Civil Service positions continues to lag well behind expectations. She cites Sweden where 73.4% of women in the Public Service were in ranks rated one to nine (the lowest ranks) while 73% of men occupied higher-ranking positions rated ten to twenty seven. In Germany, the pattern was much the same whereby class one which is the highest level had 1.2% females, class two 2.2%, class three 13.4% and the lowest class 77.1% females. The situation in developing countries may be even worse.

While appreciating Osafo's work at providing statistics to prove the persistence of gender inequalities, she too can be criticized for not bringing out the contributing causal factors to the persistence of the gender inequality as well as not suggesting a convincing way forward. Arising from the issues raised above, this study attempted to evaluate the programmes and structures adopted, in order to establish the factors that continue to inhibit the attainment of equitable female representation in decision-making positions in the Zambian Civil Service as well as the extent to which they do so. Secondly, based on the research findings, the study has attempted to suggest the way forward by identifying and recommending certain programmes and structures that can enhance the attainment of equitable female representation in decision-making positions in the Zambian Civil Service.

Some scholars like Newland (1975), Lungu (1987), Moon (1995) Reskin and Ross (1995), have all identified women's deficiencies in educational qualification, training, skill possession and managerial experience as the major factors inhibiting equitable female participation in decision-making positions. These scholars have argued that most working class women still possess lower level educational qualification, lower levels of skills and experience as compared to most men, hence their being relegated to lower level jobs. In addition, Lungu (1987) argues that among the major factors causing the educational qualification imbalance between males and females at work place are the biased ratio of school pupils in favor of boys which is itself caused by parental preference

for boy child over the girl child in school enrolment. This may mean that where resources are lacking, a parent prefers to give the little resources to the boy to go to school, and let the girl stay at home, since most parents still hold on to the cultural norms that females are more suitable at home chores and less suitable in school than males. Therefore, there are more male graduates than female graduates ready to work in managerial positions.

The issues raised by the four scholars may point to possible factors contributing to inhibiting equitable female representation in decision-making positions in the Zambian Civil Service. Arising from the issues raised above, this study aimed at determining whether or not, and if applicable, to what extent, females are less skilled, less educated and less experienced than men in the Civil Service. Further, the study attempted to determine the extent to which such lack of adequate skills, training, experience and education levels has contributed to the persistence of gender inequity in decision-making positions in the Civil Service.

On the other hand, another group of scholars who contend that such factors are no longer dominant in society has challenged this view. Jacobs (1989), Wilson and Boldizar (1990), all contend that these theoretical perspectives on women's exclusion from management predict conflicting answers due to major positive changes that have occurred in women's educational status, skills levels, and experience in the last two decades.

For instance, by mid 1980s, according to the US National Centre for Educational Statistics (1987), women claimed over one third of Bachelor's degrees and one quarter of the master's degrees in business. Jacobs (1989) and Wilson and Boldizar (1990) add that women's and men's college majors have become more similar as have their occupational aspirations. According to Hartmann (1990), by 1980, women's labor force participation showed more continuity and the number of those willing to settle for clerical jobs declined so that justifying their relegation to dead end jobs became harder.

Therefore, “to the extent that real or perceived sex differences were major factors in women’s near exclusion from organizational authority, declining sex disparities in education, declining turnover and increased skills and experience amongst women as well as employers increased contact with women managers should have eroded employers’ motives for denying women authority” (Jacobs, 1995:129). Arising from the above views and statistics about the Civil Service in USA, this study attempted to establish whether or not and to what extent, women’s educational status, skills levels and experience are leveling up with those of men in the Zambian Civil Service. Secondly, the study also attempted to determine, what factors, other than the above mentioned, have actually perpetuated the continued gender inequality in decision-making positions.

Summerton (1970), Reskin and Ross (1995), are some of the scholars who have argued that high turnover rates among women employees act as factors inhibiting their promotion into decision-making positions, hence the continued/persistent gender inequality in spite of the realization and efforts to redress the imbalance by policy-makers. They contend that employers believe that even if women are given comprehensive training, attain high educational background and acquire wide experience, they opt to leave employment in preference for marriage and childcare. Therefore, promoting them into positions of decision-making is more risky and problematic than promoting men. As a result, they state that even in jobs referred to as women’s jobs like teaching; women have little opportunities for a share in senior positions. In consideration of the argument raised by Summerton, Reskin and Ross, the continued negative practices against females by policy-makers and employers may be explained as a consequence of such behaviors by women. Therefore, this study attempted to investigate whether or not and to what extent there has been a high turn-over rate of trained and educated women in Zambia’s Civil Service. Further, the study attempted to determine to what extent such high turn over rate, if applicable, is due to female’s marital preferences over jobs. Lastly, the study also attempted to determine the extent to which discriminatory policies and prejudices by employers are a consequence of female preferences for marriage rather than for jobs.

Hewitt (1974) and Wander (1972) are among scholars who have tried to shed some light on gender inequality in decision-making positions in politics. They have observed that though women are included in activities of political parties, it is common for them to be isolated in branches or clubs that are far removed from policy-making and public leadership. Where they are not isolated, they are concentrated in lower ranks of the party's hierarchy. Often they opt to play supportive roles to male politicians. They campaign and fund raise for elections, they knock on doors, answer telephones, hand out leaflets and get the vote in the service of the male candidate, yet they seldom rise in the highest ranks of these parties in general. It is felt that if the above observations are correct, then it reflects on the lack of ambition, self-drive and self-confidence of most women to be in the driving seat and can be seen as docility. In this context, it would appear women enjoy being in the shadow of the important men in their lives as opposed to being important themselves in their own right. Given the above issues raised by Wander and Hewitt, this study aimed at ascertaining whether or not and if applicable, to what extent is there lack of self-confidence, self-drive and ambition among women in the Zambian Civil Service. The study also intended to determine the extent to which such factors, if applicable, inhibit the females from attaining decision-making positions. Nevertheless, the above authors can be duly criticized for not providing possible factors contributing to the lack of self-confidence among females in spite of their high educational and professional status.

In this regard, Pollert's (1981), argument that women tend to exist as male appendages, decorations and home makers may seem to make sense. Pollert identifies certain social factors that create lack of self-confidence and self-drive in women. He contends that language, visual arts and the mass media prompt women to see themselves as men view them as sex objects, helpers and cooks. This tends to disadvantage the women as they work alongside the men. The above issues brought up by Pollert may be relevant to this study because they point to possible factors that perpetuate an inferiority complex in women, hence preventing self-drive and self-confidence. As a follow up, the study intended to investigate whether or not, and determine to what extent, the mass media, visual arts and language in Zambia contribute to perpetuating a feeling of inferiority and

lack of self-confidence in women resulting into viewing themselves and accepting to be perceived as objects of sexual attractions and appendages of men.

Some scholars, such as Lungu (1987), Reskin and Ross (1995) and Kerenge (2003), have all attributed the continued gender inequality in decision-making positions to the institutional policies and practices, which are still biased and discriminatory against females. For example, policies on employee transfers, placement and housing all normally consider the views and residence of husbands, and very rarely of wives. This meant that women could be transferred against their will based on their husbands' transfers and hardly ever the other way round. Often, married women were not accommodated in their own right as employees. In addition, the legislative barring of women from certain kinds of jobs in the mines, railways and electrical sectors intended to protect women from hazards, is a law that from another angle, restricts women's opportunities to join occupations of their choices. This consequently restricts their training choices at colleges, thereby continue to deprive them of equal opportunities to compete with men and rise to decision-making positions. The above authors have further pointed out that the biased company organization policies, structure and culture may be practiced in a different form. At times within organizations, human resource matters such as performance appraisal and staff development procedures may be gender blind. Career paths too are often designed to fit the life patterns of men (for instance, ten years of continuous service) and jobs that require travel at short notice or require one to work in distant locations. The fact that women interrupt their careers due to child bearing and breast-feeding may affect their ability to reach the top.

The relevance of the issues raised by Lungu, Reskin & Ross, and Kerenge, to this study is that it points to possible factors that might contribute to perpetuating gender inequality in decision-making positions in the Zambia's Civil Service. If institutional policies, structures and practices of the Civil Service were gender biased against females, it would mean that competent women could not be promoted into decision-making positions. Therefore, this study intended to investigate whether or not, and determine to what extent policies, structures and practices are gender biased against females as well as to what

extent they have inhibited the attainment of gender equity in decision-making positions in the Zambian Civil Service.

Another major factor identified by Lungu (1987), Reskin and Ross (1995), Loring (1976) and Kerenge (2005) as contributing to perpetuating gender inequality in decision-making are social roles and norms learnt through childhood socialization, which creates biased male attitudes towards women as well as biased attitudes of females against fellow females hence the consequent lack of self-drive and self-confidence. The culturally conditioned socialization process in which norms about men's and women's proper roles in society are fixed and demarcated, instill into both males and females deep rooted psycho-social values, attitudes, feelings and perceptions that women are inferior and can not become leaders. Such norms, once internalized, are not only difficult to remove, but also create docile and submissive women who lack self-drive and self confidence, hence disadvantaging themselves and unable to compete with men for power and authority. As for men, such norms when internalized create a feeling of superiority over women and consequently regard them as second-class citizens to be ruled or managed. Because of such socialization, most men assume that men should run organizations and are uncomfortable if they are expected to work with women as equals or under a woman. The prejudices created by socialization are shown by such widespread assumptions that a man works to support his wife and family while a woman only works to supplement and that when a male boss talks to friends, he is discussing business, but for a female boss, she must be gossiping. Further, when a female employee is not in office, she must either be shopping or seeing a family, while a male employee must be visiting clients. Likewise, when a female manager books in hotels, she must have an affair with someone, but when it is a male manager, he has booked to do business. Due to the above negative assumptions, many employers, whether male or female often overlook women for transfers and promotions. At times, they may not offer those challenges and opportunities, and may often exclude them from important formal discussions. The issues raised by the above named scholars are relevant to this study as they may point to possible factors that may inhibit equitable female representation in decision-making positions in the Civil Service. As a result, this study attempted to investigate whether or

not, and determine the extent to which, the negative male and female attitudes and stereotypes towards females exist in the Civil Service, as well as the extent to which they have contributed to inhibiting equitable female participation in decision-making positions. Further, the study also attempted to determine whether or not, and determine to what extent, cultural norms internalized through socialization from early childhood, have acted as major factors creating such negative feelings, beliefs and stereotypes in both male and female Civil Servants.

Newland (1975) is one of the scholars who have identified lack of suitable leadership personality traits among females as a contributing factor to the persistent gender inequality in decision-making positions in society. According to this argument, females do not possess individual competitive spirit to enable them achieve set objectives, unlike men. It is argued that this is so due to the upbringing of females who are taught to be submissive and not authoritative. In order to confirm whether such views are valid or not, this study intended to investigate whether or not, and determine the extent to which women are regarded as lacking suitable personality traits in the Civil Service. It also aimed at determining the extent to which such unsuitable leadership personality traits, if ever they exist, has contributed to preventing women from becoming successful managers, hence contributed to perpetuate gender inequality in decision-making positions in the Civil Service.

ZARD (1985), has observed that while programmes and structures have been created, there has been little effort to implement them, hence the persistence of gender inequality. Despite the rhetoric and 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. As a result, females are still under-represented in decision-making positions in spite of the high profile rhetoric given to gender inequality since 1964. The relevance of the issues raised by ZARD to this study is that they point to possible factors contributing to persistent gender inequalities in the Civil Service. The extent to which male policy makers and employers deliberately shelve off or neglect to

implement gender programmes, may have acted as major factors inhibiting the attainment of equitable female representation in decision-making positions in the *Zambian Civil Service*. Therefore, this study intended to find out whether or not, and determine the extent to which gender programmes have not been implemented in the *Civil Service* by responsible institutions such as GIDD and Lead Actors.

To conclude the literature reviewed, the assumption of this study is that all the issues raised by various scholars are merely possible factors that might have contributed to the persistence of the gender inequality in the *Zambian Civil Service*. To establish whether they actually have contributed and to determine the extent to which they have done so, required investigations, which was the purpose of this study. This was done by evaluating the programmes and structures put in place as well as to establish possible inhibiting factors as brought out in the literature reviewed. It was further assumed that once the real inhibiting factors have been established the stakeholders shall be in a better position to make well informed decisions, hence take appropriate action to attain set objectives and goals.

CHAPTER THREE

METHODOLOGY

3.1 PREAMBLE

This Chapter outlines the methods used and data collection techniques utilised to gather, analyse and present quantitative and qualitative data. It brings out the research design, sample design, sampling methods, sampling frame or study population, sample size, study site, study procedures, study limitations, problems encountered during the study and ethical considerations.

3.2 RESEARCH DESIGN

This study is an evaluative research, which employed a quantitative approach. Moreover, it was a case study of Government Ministerial /Institutional Headquarters in Lusaka. Data collection techniques utilised involved the administering of semi-structured questionnaires to respondents selected by purposive sampling to obtain quantitative data.

To ascertain the adequacy of the programmes and structures taken to redress the problem of low representation of women in decision-making positions in the Public Service, the study examined the adopted program designs, action plans, specific activities undertaken as well as the allocation of material and Human Resources. Further, the study compared levels of women representation in decision-making positions before and after implementation of said programmes, as well as compared the expected outcomes with the actual outcomes, in order to assess the extent to which the programmes and strategies adopted have succeeded or not succeeded in resolving the gender imbalance. The comparison of the period before and the period after policy/program action in terms of both male and female representation in decision-making positions was intended to establish a reliable and valid link between structures and processes within the Gender Policy frame-work and the levels of female representation in decision-making positions.

The examination of the period prior to the implementation of the Gender Policy was intended to reflect the extent of the imbalance in the Zambia Civil Service at the beginning of the adoption of the policy while the period after the action should reflect

any changes or other wise caused by the said interventions. The cross comparison provides a picture of the extent to which the imbalance has been addressed.

The above procedures, involving the evaluation of the responsible institutions tasked to implement gender programmes, were designed or intended to bring out weaknesses and strengths of the adopted programmes and structures themselves, which in turn were to bring out internal factors contributing to the success or failure of the adopted programmes and structures. In other words, the study examined the adopted programmes and structures, not only to ascertain their appropriateness and adequacy, but also to establish the internal factors (within the adopted programmes and structures) that have contributed to the apparent persistence of gender imbalance in decision-making positions in the Zambian Civil Service.

Secondly, as for external factors contributing to the persistence of the gender imbalance, the questionnaire intended to elicit responses from respondents that dwell not only on the adopted programmes and structures, but also outside of the programmes and structures. This involved eliciting views, feelings and observations from respondents as to the cause of the gender inequality in the Civil Service in particular, and Zambian society in general.

By establishing the internal and external factors, the study aimed at providing comprehensive and factual information on the persistence of gender inequality in the decision-making positions of the Zambian Civil Service. The assumption of this study is that providing such information should help stakeholders take appropriate action/programmes and structures to redress the gender imbalance. An overall positive change of over 30% of the original statistics is regarded as a sufficient indicator of the appropriateness and adequacy of the programmes and structures in place. This is so because it is the target set by the SADC declaration for all its member states as the minimum ratio for women representation in decision – making positions by 2005.

3.3 SAMPLING DESIGN

3.3.1 Population

The population of the study comprised 123,000 Public Servants divided into various Ministries and Public Institutions within Zambia as at 30th August, 2004 (PMEC Project, 2004).

3.3.2 Sampling Frame

The sampling frame for the study was the Establishment Register of Ministries and Institutions in the Public Service. The Sampling Unit was the Ministerial or Institutional Headquarters within Lusaka.

3.3.3 Sampling Methods

The Sampling methods used to identify research respondents were stratified random Sampling, Purposive Sampling and simple random sampling. Stratified random Sampling was utilised because there was need to divide the population into heterogeneous groups (Strata) and to have samples drawn from each stratum at random. In particular, the target group (intended beneficiaries) were selected at random as respondents from their population. The purposive sampling was utilised because some respondents were regarded as being key. These are specialists charged with spear heading the programmes in place. It is believed that they are well placed to provide first hand information on the strategies put in place, problems encountered (constraints) and achievements made so far.

3.3.4 Sampling Plan

The Sampling Plan divided the population into the following strata: -

- a) 1st Stratum – Lead Actors who are tasked and expected to stimulate, initiate and authorise various programmes involved in enhancing women representation in decision-making positions namely:
 - i. Gender in Development Division
 - ii. Ministry of Information and Broadcasting Services
 - iii. Ministry of Sport, Youth and Child Development
 - iv. Ministry of Community Development and Social Services

- v. Ministry of Justice
- vi. Public Service Management Division
- vii. Ministry of Finance and National Planning

GIDD was purposively selected as a participant institution. However, selection of the four out of the remaining named six Ministries and Institutions was done by placing their names into a lottery box and selecting four. Further, the five selected Ministries/Institutions were allocated four (4) respondents each, making a total of twenty (20). In each Ministry/Institution, all females and males in management and non-management sections were listed on small pieces of paper. They were divided according to sexual groups and management levels, put in separate lottery boxes, and shuffled. Then one (1) name from each of the four boxes was selected by simple random sampling. The selected respondents were given semi-structured questionnaires to answer closed and open-ended questions for quantitative data collection.

b) 2nd Stratum comprising eighty (80) respondents as the target group that is those who were targeted to be the beneficiaries of these policies and programmes and divided as follows: -

- i. Twenty (20) Men and Twenty (20) Women in decision-making positions within ministerial and institutional headquarters such as Permanent Secretaries, Directors and Assistant Directors.
- ii. Twenty (20) Men and twenty (20) Women not in decision-making positions within ministerial and institutional headquarters such as Clerical Officers, Secretarial Staff, and Middle Level Management.

Men were also regarded as beneficiaries not in terms of promotions in their favour into decision-making positions but rather in terms of being targeted to change their alleged biased perceptions against females so that they could support the promotion of females into decision-making positions as well as be willing to work with and under female managers. The relevance of positive attitude or attitude change to the study is that it may serve as an indicator of the effectiveness of programmes in place.

Respondents for this stratum were selected from all the seven Lead Actor Ministries and Institutions and thirteen that were lottery picked to make a total of twenty. Out of a total of twenty-six Ministries and Institutions, it was felt that twenty was sufficient representation of the Civil Service. The respondents were selected by way of lottery picking of two males and two females in management and the same ratio from non-management positions. This resulted into four respondents from each of the twenty Institutions and Ministries and eighty respondents.

c) 3rd Stratum comprised twenty (20) respondents. These respondents for this stratum were focal point persons from the twenty Institutions and Ministries identified in the second stratum hence purposively selected. Gender Focal Point Persons are appointed by GIDD for ministries and institutions and are officially designated as responsible for spearheading implementation of the policy. These civil servants of diverse professions and positions ranging from Clerical Officers, Secretarial Staff, Middle Level Management officers (such as Accountants, Planners, Economists, Human Resource Officers, Engineers, to mention a few) and Senior Management and decision-makers such as Directors and Permanent Secretaries. However, focal point persons are not full-time implementers, as they continue in their professional positions on full time, but given extra responsibilities to spearhead gender policies in their respective Ministries.

3.3.5 Sample Size.

For the purpose of this study and considering limited time and resources available, it was felt that 120 respondents might be sufficiently representative of the study population of 123,000. The sample size was therefore estimated to be one hundred and twenty (120) respondents comprising lead actors, focal point persons and other Civil Servants.

The constitution of the total sample involved the following:-

- (a) Selection of four persons each from five of the seven ministries as indicated in the 1st Stratum, which have been selected to implement the gender policy and are designated as lead actors in the policy document (Total = 20).

- (b) Selection of Forty persons from each of the two categories in the 2nd Stratum comprising the target group of Civil Service employees, that is, officers in decision-making positions, and those who are not (Total = 80).
- (c) Selection of twenty gender focal point persons as indicated in Stratum number three who are appointed by GIDD from Ministries/ Institutions in the Civil Service in Zambia (Total = 20)

It was felt that eighty (80) respondents be drawn from ordinary employees because they constitute the majority. On the other hand, It was decided that lead actors and focal point persons be represented by samples of Twenty (20) each because the population from which they were drawn was small.

3.4 DATA COLLECTION TECHNIQUES

This study relied on secondary and primary sources of data.

3.4.1 Secondary Data

Secondary data was collected by the use of documentation methods. In particular, it was obtained from Government documents, publications and reports. Much of these were from the GIDD, CSO, Public Service Management Division (PSMD) and the Human Resource Information Project (HRIP). Secondary Information was also sourced from Non-government sectors such as ZARD, NGOCC, and Women's Lobby through magazines and books obtained. Accessibility to these documents enabled the researcher to have an over-view of the programmes and structures to be examined and evaluated. The secondary data collected also indicated the magnitude of the imbalances in women representation in decision-making positions. Lastly, the internet was also consulted which provided some insights into secondary information on gender inequality from a theoretical point of view. Generally, the secondary data collected from literature reviewed, helped to enrich the researchers understanding of the topic at hand, and to go into the study with a more focussed approach than before.

3.4.2 Primary Data

In this study, only one technique of collecting primary data was utilised, namely, the semi structured questionnaire. This kind of instrument was chosen due to the ease with which it was standardised in format and with which it was conveniently distributed to a large number of respondents within a relatively short time. Secondly, this technique was actually found to be easy to self-administer for any respondent at one's own free time, which was vital when dealing with senior civil servants who normally were extremely busy and mobile. Thirdly, this technique not only allowed for comparisons in responses, but also permitted free individual expressions through the open-ended questions included in the questionnaire. Fourthly, the most important advantage of this technique was that it was primarily designed to collect quantitative data that was easily categorised, processed, analysed and interpreted using Statistical Package in Social Sciences (SPSS) and Excel.

Although the questionnaires were all standardised in format (for example, contained almost the same detailed questions), the three categories of respondents were distinguished by the background information on the front page whose responses indicate who is a focal point person, a lead actor and a target group member.

The researcher distributed the one hundred and twenty (120) questionnaires to all the selected respondents for self-administration with the help of the Desk Officers at Public Service Management Division, and collected them back from January 2006 up to February 2006. Where necessary the researcher went back with the questionnaire to the affected respondent to seek clarification. Thereafter, the next stage commenced.

3.5 DATA CODING, ENTRY, CLASSIFICATION, ANALYSIS AND INTERPRETATION

While interviewing the participants, every response was coded by being allocated a symbol. The coded data was classified into categories for the purpose of comparing, quantifying the responses and determining their frequency distribution in the sample. The classified and quantified data was then analysed and interpreted by explaining the connections between variables using the SPSS in order to give meaning to the research

findings. This enabled the researcher to answer the question the research topic raised and propose how to resolve the problem.

3.6 SIGNIFICANCE OF THE STUDY

The significance of this study was to find: a) It might act as a tool for evaluation as its findings may be usefully utilised by key stake-holders such as GIDD, lead Ministries/Institutions, and the Focal Point Persons to review and improve upon their strategies to enhance women representation in decision-making positions. b) Its findings might provide critical information to academicians or scholars that may add to the existing knowledge on gender issues that may in turn stimulate further debates and research on the same.

3.7 LIMITATIONS OF THE STUDY

The researcher was conscious of possible biases that might exist in the study design and in the processes of data collection, which may have influenced the results. Firstly, in-depth interviews were not utilised to obtain detailed qualitative information from key respondents, which might have brought new insights and possibly changed some findings. However, in depth interviews were presumed to require a lot of time, which the researcher felt the kind of respondents selected to answer questions did not have. Secondly, the researcher is aware that some key respondents could have provided incorrect information to safeguard their positions that might have a bearing on the research findings and conclusion. Lastly, being a case study, its findings may not be generalised to other areas.

3.8 PROBLEMS ENCOUNTERED DURING THE STUDY

Among the major problems encountered during the study were the following:

The first and prominent problem was the lack of knowledge of the Focal Point Persons as to their exact roles and functions in the implementation of Gender Policy. Most of those talked to expressed ignorance of their exact roles and functions. Secondly, some respondents in decision-making positions seemed too busy to fill in the questionnaire hence took very long to return the questionnaires to the researcher, and repeated

reminders had to be made, which caused delays in the study. Thirdly, funding of the study was not only delayed, but also inadequate as the original budget was not honoured but given only one quarter (1/4) of the required amount. This also caused difficulties in the study timetable and in the manner field research was conducted.

3.9 ETHICAL CONSIDERATIONS

The researcher, being a senior civil servant herself, did not face many problems to administer questionnaires to respondents, nor did she have problems obtaining permission to conduct the gender study in the Civil Service. However, her immediate supervisor at the time, Director – Recruitment and Placement, was informed about the study topic who did in turn inform the controlling officers for approval. Further, respondents were assured that this study was purely academic and not part of their internal appraisal strategies ascertaining their work performance. They were also assured that strict confidentiality in their responses was to be maintained to avoid jeopardising their work and protect them from negative reactions from their supervisors or the public. Lastly, each respondent was given a questionnaire separately to fill in at one's own free time to avoid copying and undue influence from others and ensure a true expression of ones views and knowledge.

CHAPTER FOUR

MODE OF IMPLEMENTATION OF THE GENDER POLICY

4.1 PREAMBLE

This chapter aims at assessing the appropriateness and adequacy of the programmes and structures put in place for the attainment of equitable female representation in decision-making positions in the Civil Service. The assumption is that the equitable representation in decision-making positions as the goal of the Gender Policy cannot be achieved without appropriate and adequate programmes and structures being put in place. This means the kind of programmes and structures put in place, is critical to influencing the extent to which the Gender Policy has been implemented.

4.2 PROGRAMMES

This study aimed at investigating and examining the specific component of the national Gender Policy that addressed low female participation and representation in decision-making positions in the Public Service. The relevant information was obtained from the various documents such as the Strategic Plan of Action for The National Gender Policy (2004), Guidelines and Checklists for Mainstreaming Gender in The Public Sector (2001), and the National Gender Policy (2000). Among the programmes identified for implementation by various institutions were the following; 1). The parliamentary committee on gender and the Ministry of Justice to lobby for the enactment of a bill promoting affirmative action in terms of enforcing the 30% female representation in decision-making positions in the Public Service. 2). The GIDD to publish books, journals, magazines and newsletters to inform and explain to the public why and how gender equity in decision-making positions should be attained. 3). The GIDD to conduct research with other institutions on the gender situation in Zambia and provide findings which can act as the baseline information or data base upon which to make specific programmes and action plans. 4). The Ministry of Information and Broadcasting Services, the Ministry of Education and the GIDD to utilize the mass media, such as television, newspapers and radio, to conduct various gender programmes aimed at informing the public on gender issues. 5). The GIDD to conduct gender sensitization

activities at workplaces in order to change negative attitudes towards females. 6). The GIDD to coordinate efforts of all public and private stakeholders involved in gender programmes for smooth implementation. 7). The GIDD to influence gender mainstreaming in all ministries. 8). The PSMD and GIDD to ensure that all delegations for meetings, such as conferences, seminars and workshops are gender balanced. 9). The GIDD to ensure that a standard criteria is developed for promoting females into decision making positions in the Public Service. 10). The GIDD to provide skills training to female employees in the Public Service to enhance their opportunities for promotion into decision-making positions. 11). The controlling officers, such as Permanent Secretaries, to promote more females into decision-making positions in the Civil Service to attain the set targets. 12). The controlling officers to increase budgetary allocations for gender related activities in their respective ministries.

Once implemented, the above programmes would result in the attainment of gender equity, such as the 30% female representation, in decision-making positions in the civil service over a 5 year period. To implement the above programmes, various structures were established and resources provided to enable them execute their mandate.

4.2.1 Programmes Implemented

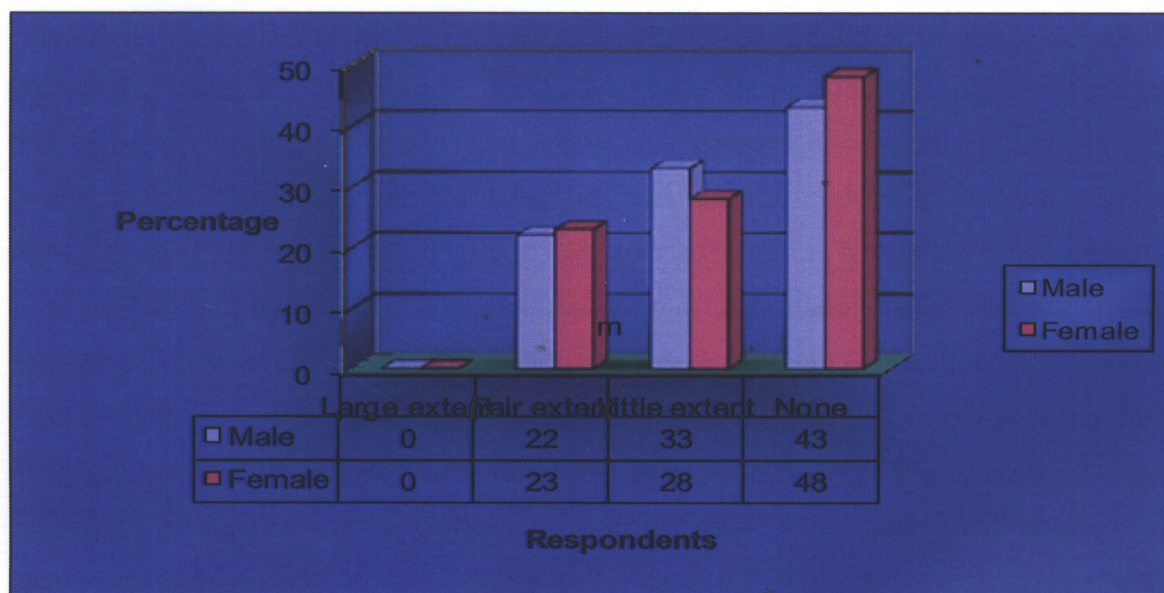
From the responses of officers and close examination of pamphlets and newsletters, this study established that concerted efforts have been made to implement programmes such as publishing gender materials, conducting sensitization meetings, presenting research reports, holding television discussions/radio programmes, distributing the National Gender Policy document, making press releases, producing the gender newsletter, magazine publications, lobbying and coordinating with other stake holders.

It may be said that the increased awareness of gender issues in society as witnessed by the formation of numerous women's rights movements such as Women for Change (WFC), Women in Law Development (WLD), National Women's Lobby Group (NWLG), as well as various women's clubs at community level. This has partly been made possible by the concerted efforts of lead ministries and departments through

information dissemination, sensitization, publication of magazines and newsletters, conducting radio programmes, press releases, lobbying for increased female representation and co-coordinating with other stakeholders in the country.

Interestingly, the respondents in response to the query on the extent to which they felt that gender programmes had been implemented did not seem to reflect a positive picture. As a matter of fact the indication was that 77.5% of them were in the brackets of programmes not implemented or that a few programs have been implemented.

Figure 4.1: Frequency distribution of respondents by extent to which gender programmes have been implemented in the civil service.



4.3 STRUCTURES

This study, upon close examination, established that various institutions and positions, such as the parliamentary committee on gender, GIDD, Gender Consultative Forum (GCF), Gender National Committees (GNC), Gender Focal Points (GFP) and Lead Actors were put in place in order to implement the gender programmes in the Zambian Civil Service. Their specific composition, roles and functions were as follows;

4.3.1 Parliamentary Committee on Legal Affairs, Good Governance, Human Rights and Gender Affairs (PCLGHG)

This committee comprises eleven (11) members of Parliament, and was established in 1999 in order to supervise, coordinate, integrate, monitor and evaluate Gender Policy implementation at national, provincial, district and community levels in both the public and private sector. Among its main functions are to mobilize resources and ensure that stakeholders are aware of and actually implement the Strategic Plan of Action (SPA) in the initial five (5) years (2000-2005). Another major role is to advise parliament and propose gender related bills for enactment.

4.3.1.1 Inadequacies of the PCLGHG

This study observed that there were weak linkages between the committee and other gender institutions like the GCF. Secondly, the committee does not hold regular meetings with other stakeholders both public and private and consequently did not regularly submit gender bills to Parliament for enactment as laws. Lastly, it does not receive regular reports from all the institutions involved in gender activities as per its mandated role. As a result, the committee lacks adequate and factual information upon which to make decisions. This committee also lacks legal authority to compel GIDD and GCF to submit regular reports on their operations, hence was not able to adequately monitor and supervise them. The above have acted as factors inhibiting the committee from effectively performing its critical roles of supervising, coordinating and holding all institutions accountable.

Further, within the committee, there are several inadequacies observed, which inhibits its performance and impact. It was established that the committee members lack training in gender analytical skills and have insufficient knowledge in gender issues. Furthermore, the committee only meets once per year to discuss gender issues based on reports received from GIDD and other stakeholders. It is felt that once quarterly would be sufficient meeting time to deal with gender issues rather than once yearly. Clearly, the committee lacks sufficient time to effectively monitor the performance of all other institutions. Good quality policy-making can only be expected if the committee meets

regularly to review operational reports from implementing institutions. In addition, the parliamentary committee has no legal authority to compel the executive to allocate sufficient funds as projected in the budget. Consequently, insufficient funding is a major hindrance. Lastly but not in the least, this committee appears to be overburdened by the numerous responsibilities and roles it has to play making it inappropriate. As a result, some areas like gender appear to have suffered.

4.3.2 Gender Consultative Forum

This body ideally comprises all stakeholders involved in gender activities, both public and private institutions operating at national and local community levels. Prominent members are Women for Change (WFC), Zambia National Women's Lobby Group (ZNWLG) Zambia Federation of Women in Business (ZFWB), (SADC report 2003). The Gender Consultative Forum (GCF) was mandated to meet regularly, discuss quarterly reports from the National Gender Committee (NGC), and make policy recommendations to the parliamentary committee responsible for gender and to GIDD.

4.3.2.1 Inadequacies of the GCF

This study on close examination, established that the Secretary to The Cabinet appoints the GCF members. In addition, the GCF is functional, as it has held some meetings so far. Nevertheless, it was observed that the Forum does not hold regular meetings to discuss and make policy recommendations to the parliamentary committee responsible for gender affairs. Its links with other stakeholders, particularly with the parliamentary committee are weak. As a result, the GCF has not contributed much to the effective policy-making and implementation of gender programmes in the country. It was also established that there are no clear terms of reference as regards its precise roles, composition, procedures, benefits, objectives and purpose. This situation has contributed to the failure of the GCF to perform its role effectively. In addition, the study established that the GCF does not receive regular quarterly reports from the National Gender Committee, which comprise Gender Focal Point Persons countrywide. This lack of coordination and information exchange makes it difficult for the GCF to hold regular meetings and make appropriate gender related policy recommendations to the parliamentary committee on gender affairs.

Further, the GCF seems to have no authority to compel the National Gender Committee to submit regular reports. It is imperative for GIDD to re-focus its priorities and act as a truly coordinating machinery as per its mandate to ensure that linkages exist between the GCF and the NGC for smooth and effective gender policy implementation.

4.3.4 Gender in Development Division

The Gender in Development Division is the National Gender Machinery for the implementation of all gender programmes. It was formed in 1996 from Women in Development Division (WIDD) under The National Commission for Development Planning (NCDP). Before December 2006, GIDD was based at Cabinet Office, but in October 2006, it was relocated to the Government complex. A Permanent Secretary headed it, until recently when a Minister responsible for Gender Affairs was appointed.

The adoption of the SPA in 2000 was intended to enable GIDD to prioritize and coordinate the programmes or activities of all gender issue stakeholders in Zambia and to evaluate their performance and impact for corrective actions. GIDD is involved in planning, advocacy, and publication of materials, monitoring and evaluating programmes, resource mobilization and training officers.

4.3.4.1 Inadequacies of GIDD

It was established that originally, GIDD had an inadequate organizational structure, which created staffing problems. For example, there was no position of evaluation and research officer in the organization's structure, at inception, which contributed to inhibiting GIDD from monitoring and evaluating the performance of its own programmes and of other stakeholders. Lack of adequate staffing and of skilled evaluation and monitoring officers were identified in this study as major factors constraining the performance of GIDD. The creation of a position for the research officer, being a specialist in monitoring and evaluation, was essential to the successful performance of the key roles and functions of GIDD and without it, none of its major objectives could have been adequately attained. This was in fact the case at the beginning.

Table 4.1 Staff of GIDD as at December, 2004.

No.	Existing Post	No. of established posts	No. of filled posts	Sex of position holder	Status
1.	Permanent Secretary	1	1	F	Acting
2.	Head Gender in Economic Development Section	1	1	M	Acting
3.	Head Gender in Social Development Section	1	0	-	Vacant
4.	Specialist, Gender in Economic Development	2	2	M M	Acting Acting
5.	Specialist, Gender in Social Development	2	2	F M	Acting
6.	Specialist Information Management	1	1	M	Acting
7.	Principal Planning and Research	1	0	-	Vacant
8.	Documentalist	1	1	M	Acting
9.	Administrative Officer	1	1	F	Acting
10.	Accountant	1	1	F	Acting

Further, the inadequacy of the organizational structure of GIDD was pointed out by many research respondents who felt that policy makers were not committed to gender equity attainment, as reflected in their failure to establish a monitoring and evaluation position in GIDD. This implied that policy makers were not seriously interested to know the performance of GIDD and other stakeholders, so long they were seen to have established the structures as a sign of fulfilling the SADC declaration. Respondents indicated that the lack of monitoring and evaluation mechanisms contributed to the failure by GIDD to implement its gender programmes adequately.

In contrast to that view, according to GIDD, a comprehensive monitoring and evaluation mechanism was established in 2002 to ensure that programmes are assessed and reports presented to review performance and re-adjust where necessary (GIDD, 2002:12). The review was to be done at mid term and end of term of programmes. However, the responses from participants indicate that such monitoring and evaluation mechanisms are unknown and had no significant impact on Civil Servants. GIDD had seemingly not demonstrated to its target beneficiaries the efficacy of review programmes and structures

put in place. Either the programmes and structures have not worked, hence its little impact, or GIDD has not effectively communicated to the beneficiaries. The negative perceptions held by respondents, indicates that in spite of having implemented some programmes and re-organized its internal structures, the performance and impact of GIDD at enhancing gender equity in the Civil Service has not produced significant outcomes. It would appear that this negative view showed lack of significant positive impact of the gender programmes implemented by GIDD in the Civil Service. The fact that by 2004 only 14% female representation in decision-making positions was attained in the Civil Service is further confirmation of the inadequate positive impact of GIDD. The respondents also thought that inadequate funding and lack of sufficient gender analytical skills among GIDD staff, could have contributed to inhibiting the implementation of gender programmes, contrary to the views of the GIDD management.

The negative perceptions can only be corrected if GIDD intensifies sensitization programmes to keep them informed on latest achievements. Lack of information flow entails lack of linkages, which contributes to inhibiting the impact of gender programmes.

Upon close examination of the latest staffing position of GIDD by December 2005, it was established that all positions have been filled and a skilled monitoring and evaluation officer was employed. Although GIDD is now expected to perform better, the respondents are yet to see any benefits.

4.3.5 Lead Actors.

In the area of enhancing women in decision making positions, seven (7) Ministries and departments in Government were mandated to be in the lead within the Civil Service. These included Ministry of Information and Broadcasting Services (MIBS), Ministry of Sports, Youth and Child Development (MSYCD), Ministry of, Community Development and Social Services, (MCDSS), Ministry of Justice (MOJ), Public Service Management Division (PSMD), Ministry of Finance and National Planning (MOFNP) and Gender in Development Division (GIDD). Among their major responsibilities are:-

- i. Conducting awareness campaigns among the public and media on the importance of equitable female representation in decision-making positions in all walks of life. The specific Lead Actors to perform this role included Ministries of Information and Broadcasting Services, Sports, Youth and Child Development, Community Development and Social Services, and Gender in Development.
- ii. Conducting advocacy programmes among legislative and executive wings of government by GIDD in order to lobby for increased women participating in decision-making positions.
- iii. Lobbying for enactment of new legislation to implement the 1997 SADC gender declaration of 30% female representation in decision-making positions. This role was given to GIDD and Ministry of Justice.
- iv. Allocating quotas for women to participate in decision-making positions in all spheres of life. GIDD, PSMD and MOJ were mandated to spearhead the implementation of these programmes.

4.3.5.1 Inadequacies of Lead Actors.

A close examination of Lead Actors in their organization structures and operations revealed several weaknesses. The first one is lack of trained and skilled personnel in gender issues which constrains them from providing guidance on gender issues. Another finding was that there were no separate budget lines for gender programmes in respective Ministries and Departments. This was a major inhibiting factor to the implementation of gender programmes. The study also established that lack of formal gender structures with full time paid staff at all levels, constrained the Lead Actors from concentrating their efforts and time to implementing gender programmes. Further, it was noted that ordinary officers in the so-called lead ministries had no idea they were designated as such, and what their input as individuals was supposed to be. The above weaknesses have acted as major factors inhibiting responsible Ministries and Departments in the Civil Service from implementing their programmes effectively. As a result, the achievements made have fallen far short of the expected targets, hence not made a significant impact on equitable representation in decision-making positions in the Civil Service. There is an urgent need for policy-makers and GIDD in particular to redress the above problems to enable

responsible officers in the lead ministries to perform effectively and produce desired results.

4.3.6 Gender Focal Points

These are structures within ministries, though not part of the organization's formal structure, to which civil servants are appointed by either GIDD or respective ministries to spear head the implementation of gender programmes. The appointees are referred to as Gender Focal Point Persons (GFPP). The above are expected to form gender sub-committees within each ministerial, provincial, district and community (area) development committees. They are supposed to act as links between GIDD and their respective institutions, conduct gender sensitization meetings, identify gender gaps in their respective institutions and initiate various gender projects.

4.3.6.1 Inadequacies of Gender Focal Points

In examining GFP, it was established that the GFPP were all part time as gender activists, since they are still full-time employees of their respective institutions in their professional capacity. As a result, they tend to be overburdened and deprived of time, energy and motivation to perform gender programmes effectively. It is therefore not surprising that implementation of gender programmes has been poor. There is need to officially establish gender positions to enable them become full-time and permanent functionaries for effective implementation to be possible. Alternatively, GIDD could consider having a centrally controlled establishment for focal point persons who could be distributed to various ministries and institutions.

The study further established that GFPP faced several challenges both internal and external weaknesses, which contributed to the poor implementation of programmes. These included weak institutional linkages between the GFPP and other institutions responsible for gender implementation. The study established that the GFPP do not regularly write reports to provide feed back information on their operations to GIDD for performance assessment. Without knowledge of successes and problems encountered, no effective corrective measures can be taken, hence little progress is expected. Secondly, it

was established that GIDD does not provide regular guidelines and supervision to the GFPP and as a result, their performance is not coordinated and focused, resulting in insignificant impact.

The study also established that Focal Point Persons of different ministries do not hold regular meetings to share their experiences. This isolation perpetuates ignorance and lack of coordination, thereby resulting in poor performance and lack of success in the implementation of gender programmes in the Civil Service. In spite of the fact that provincial and district development coordinating committees have encompassed gender programmes in their plans through Focal Point Persons; it was also established that there are no formally established gender structures (committees) in place. In addition, no Focal Point Persons have been nominated at sub-district or community level such as in Area Development Committees (ADC) and Residence Development Committees (RDCs). Consequently, 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 still wide spread ignorance about who the Gender Focal Point Persons are and what their roles are. The GFPP themselves admitted ignorance of their specific roles, duties and responsibilities as per their appointed positions.

Similarly, many respondents indicated that the terms of reference (job description) for Focal Point Persons were inadequate or non existent, which contributed to poor performance and lack of implementation of gender programmes. Further, the GFPP were said to have inadequate skills due to lack of training. This was said to be a contributing factor inhibiting the implementation of gender programmes in the Civil Service.

Upon examination, it was further established that even though GIDD might have trained some of its gender focal point persons in gender analytical skills, the public perceptions are different. Since implementing officers (GFPP) are regarded as not qualified, they are likely to face resistance and fail to implement gender programmes. Therefore, GIDD can resolve the identity crisis by communicating to the public about the competence of its

officers and performing its capacity building and supervisory roles adequately. Its inability to do so has caused its officers to have no credibility in the eyes of the Public Servants in general and Civil Servants in particular.

4.3.6.2 Comparison of Periods 1999 (Before) to date (After) Gender Policy Implementation

Earlier, the study indicated that a comparison of these periods would be carried out to increase the validity of the findings in terms of linking the independent variables to the dependent variables. Comparison of the trend of the increase or decrease of the women in decision-making positions for these periods was assumed might help to determine the extent to which adopted interventions (programs and structures) may have been adequate or appropriate in addressing the gender imbalance for the purpose of this comparison. The respondents were requested to respond as at the time of handling the questionnaire to make it more accurate. In this case, it meant the year 2006 when the questionnaire was being completed.

It was evident from the graphs that there was no definite pattern or consistent percentage in terms of increase to demonstrate that the interventions had obviously increased the occupancy of decision-making positions by women. However, what is clear is that the decision-making positions have increased in the Civil Service since 1999. Notably, there has been some increase in the numbers of women in these positions. However, the ratio of men against that of women in these positions still does not reflect a balance. What is gratifying also is that in each Ministry, the numbers are more currently than they were at the time before the obvious interventions.

Figure 4.2: Comparison of male/female representation in Decision-making Positions for the year, 1999.

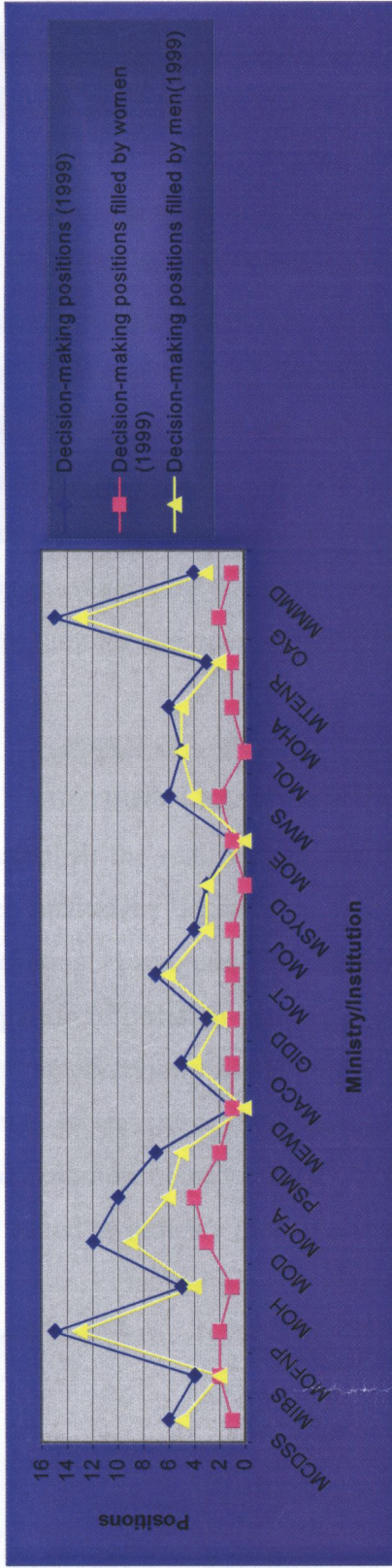
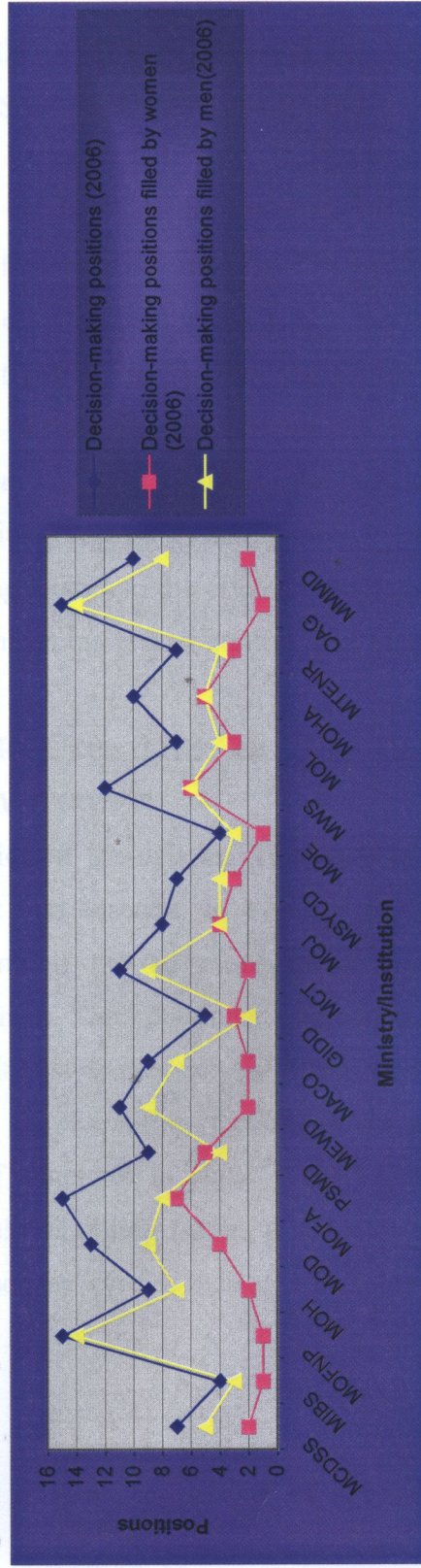


Figure 4.3: Comparison of male/female representation in Decision-making Positions for the year, 2006.



CHAPTER FIVE

INHIBITING FACTORS TO THE ATTAINMENT OF GENDER EQUITY IN DECISION-MAKING POSITIONS IN THE CIVIL SERVICE

5.1 PREAMBLE

This chapter aims at establishing key inhibiting factors to the attainment of gender equity in decision-making positions in the Civil Service. The assumption is that the equitable female representation in decision-making positions as the goal of the Gender Policy cannot be achieved with the continued existence of certain general factors which continue to thrive in spite of the efforts at redressing them and in turn curbing the imbalance. To get an in-depth understanding both the inhibiting factors to occupation of decision-making positions by women as well as inhibiting factors to the effective implementation of programmes and operation of structures for enhancing gender equity were examined.

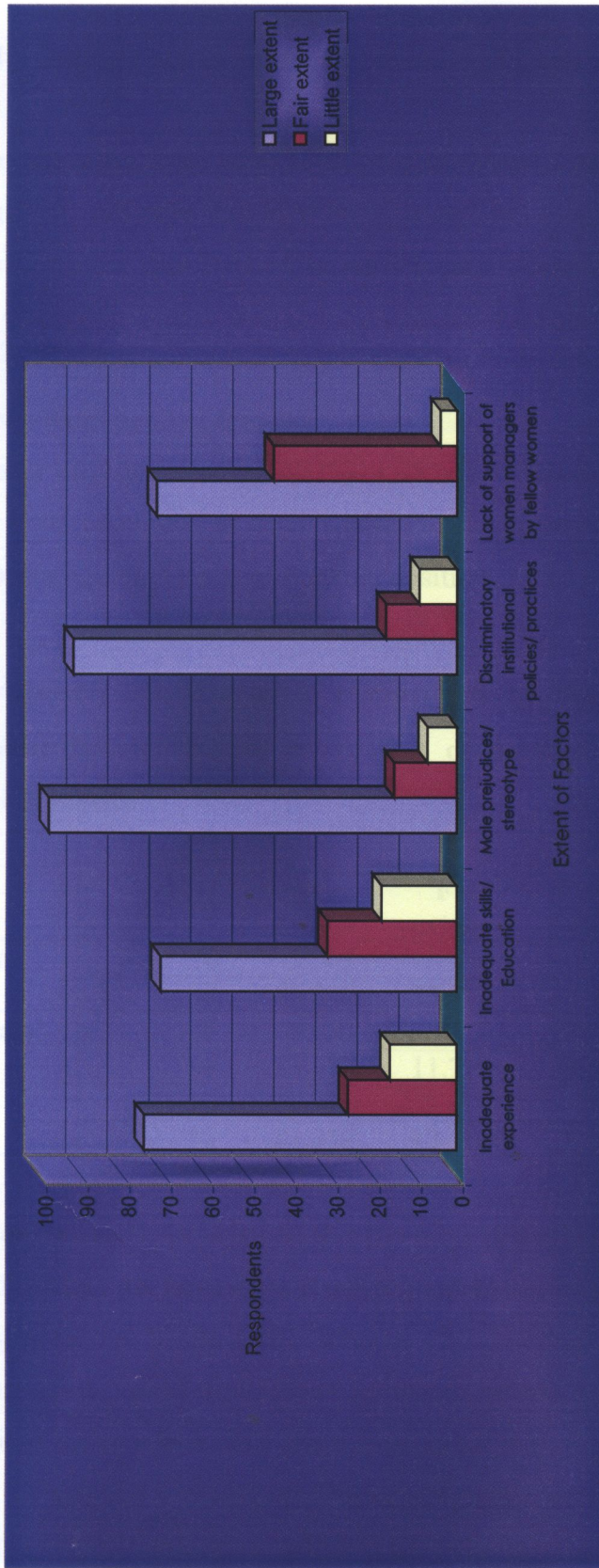
5.2 GENERAL INHIBITING FACTORS TO THE OCCUPATION OF DECISION-MAKING POSITIONS BY WOMEN

To establish the real reasons for the perpetuation of the existing imbalance in women representation in decision-making positions, it was essential to examine and analyse participants' responses to; factors said to inhibit the advancement of women or occupation of decision-making positions by women. Their continued prevalence in spite of the interventions could imply the interventions' inadequacy or inappropriateness. Further, it was also important to single out the inhibiting factors to the effective implementation of programmes and running of structures in place. When participants were asked to indicate their views on some likely inhibiting factors to the occupation of decision-making positions by women, their responses were as indicated in Table 5.1 and figure 5.1 respectively.

Table 5.1 Factors inhibiting occupation of decision making positions by women in the Civil Service

Inhibiting Factors		Extent			Total
		Large extent	Fair extent	Little extent	
Inadequate experience	N	78	26	16	120
	%	65%	21.7%	13.3%	100.0%
Inadequate skills/ Education	N	71	31	18	120
	%	59.2%	25.8%	15.0%	100.0%
Male prejudices/ stereotype	N	98	15	7	120
	%	81.7%	12.5%	5.8%	100.0%
Discriminatory institutional policies/ practices	N	94	17	9	120
	%	78.3%	14.2%	7.5%	100.0%
Family commitment of females	N	11	81	28	120
	%	9.2%	67.5%	23.3%	100.0%
Lack of self confidence by females	N	51	51	18	120
	%	42.5%	42.0%	15.1%	100.0%
Lack of ambition/ drive by females	N	45	52	23	120
	%	37.5%	43.3%	19.2%	100.0%
Negative presentation of females by media	N	37	74	9	120
	%	30.8%	61.7%	7.5%	100.0%
Lack of leadership traits in females	N	27	72	21	120
	%	22.5%	60.0	17.5%	100.0%
Parental preference of boy child to girl child	N	41	54	25	120
	%	34.2%	45.0%	20.8%	100.0%
Socialization process	N	36	70	14	120
	%	30.0%	58.3%	11.7%	100.0%
Lack of support of women managers by fellow women	N	72	44	4	120
	%	60.0%	36.7%	3.3%	100.0%

Figure 5.1 Factors inhibiting the occupation of decision making positions by women



5.2.1 Major Inhibiting Factors to the Occupation of Decision-Making Positions by Women

In analyzing the responses there were six (6) major factors identified as still being very prevalent in inhibiting advancement of women in decision-making positions in the Civil Service as shown by more than 50% of the participants. These are shown in figure 5.1 as large extent.

5.2.1.1 Male prejudices against females

The largest number of respondents at 81.7% or 98 out of 120 stated that male prejudices against females have continued to deter women's advancement hence constraining the attainment of gender equity in decision-making positions in the Civil Service.

Table 5.2: Frequency distribution of respondents by the extent to which male prejudices against females inhibit occupation of decision-making positions by women in the civil service

							Total
			Larger extent	Fair extent	Little extent	None	
Sex	Male	N	48	8	4	0	60
		%	80.0%	13.3%	6.7%	0.0%	100.0%
	Female	N	50	7	3	0	60
		%	83.3%	11.7%	5.0%	0.0%	100.0%
Total	N	98	15	7	0	120	
	%	81.7%	12.5%	5.8%	0.0%	100.0%	

Upon examination, the study established that the widespread feeling by respondents was that male prejudices against females is a major perpetrator of persistent inequalities in decision making positions in the Civil Service. This is compounded by the fact that policy-makers have not provided sufficient resources, authority, terms of reference and time to responsible officers to enable them implement the programmes to combat this vice effectively. This means that lack of effective implementation of gender programmes acted as an independent variable contributing to the persistence in male prejudices against females (dependent variable), which in turn has perpetuated gender inequity in decision

making positions in the Civil Service. Thirdly, it was also established that respondents believe that male prejudices against females persist due to the male need to protect their privileged positions in society. Had effective implementation of programmes targeted at reducing male prejudices occurred, male prejudices would have declined and finally disappeared, since people’s ideas and attitudes change with changed situations.

As a way forward, concerted efforts are required by GIDD to implement gender programmes which will ideally impart positive gender values and attitudes to both males and females. However, GIDD can do so only when the Government and foreign donors provide sufficient funding to enable it address issues of monitoring and evaluation, staffing, skills training of focal point persons, sensitization of the civil servants, funding and coordination (linkages) among responsible institutions and individuals. Further, lower level (sub-district and community) gender structures needs to be created to allow gender programmes and information to permeate every local community in Zambia, hence allow people to change their values and attitudes.

Upon further examination, however, it was observed that the male respondents appear to have given contradictory views. On one hand, 98.3% of the male respondents stated that female leaders are as able as male leaders as depicted in table 5.3 , but on the other hand, 80% (48 out of 60) of themselves stated that male prejudices are major factors inhibiting occupation of decision-making positions by women hence deterring equitable female representation in decision-making positions.

Table 5.3: Extent to which male bosses are better than female bosses

							Total
			Larger extent	Fair extent	Little extent	None	
Sex	Male	N	1	1	7	51	60
		%	1.7%	1.7%	11.6%	85%	100%
	Female	N		1	11	48	60
		%		1.7%	18.3%	80%	100%
Total			1	2	18	99	120
			0.8%	1.7%	15%	82.5%	100%

While the male respondents blame fellow males for having prejudices, they on the other hand by the responses that women are able leaders indicate that they are not of such prejudiced views. Since the respondents represented all the male civil servants, they cannot distance themselves from the rest. It would appear that either they hid their true prejudices against females or are stating past and not current prejudiced male attitudes.

5.2.1.2 Discriminatory institutional policies and practices

The second largest number of respondents, 77% or 92 out of 120, cited discriminatory institutional policies and practices, as another major inhibiting factor. Table 5.3 illustrates the responses of the males and females in figures. Interestingly, their views are almost balanced.

Table 5.4: Distribution of respondents by the extent to which discriminatory institutional policies and practices inhibits the occupation of decision-making positions by women.

							Total
			Larger extent	Fair extent	Little extent	None	
Sex	Male	N	47	8	4	1	60
		%	78.3%	13.3%	6.7%	1.7%	100.0%
	Female	N	45	9	5	1	60
		%	75.0%	15.0%	8.3%	1.7%	100.0%
Total		N	92	17	9	2	120
		%	76.7%	14.2%	7.5%	1.7%	100.0%

Although the MOJ and PSMD were mandated in the strategic plan of action (2004), to lobby for the abolition of discriminatory gender insensitive policies and practices, the respondents are not aware of any such positive changes in institutions. Clearly the efforts of PSMD and MOJ if any have not produced much positive impact in people's perceptions and attitudes as the negative responses have shown in Table 5.4. There is therefore need for the two responsible institutions to re-examine their approaches.

However, according to GIDD (2002:13), by December 2001, new legislation had been passed to prohibit discriminatory gender policies and practices in institutions. As a follow up, by December 2002, about 73% - 75% of the gender discriminatory institutional policies and practices were reviewed in Zambia for possible prohibition through new legislation. Since this study was conducted 3 years later (2005 December – February 2006), it can be argued that the impact of new legislative Acts prohibiting gender discrimination in the Civil Service has not been significant yet as seen from the responses. While parliament passed new legislative Acts, the respondents in the study were not aware about them. GIDD has probably not done much to bring new gender legislative Acts to their attention, which seem to have created an opportunity for the continued sidelining of females as indicated by most respondents. The fact that by December 2004, the target was still miles away seems to confirm the respondent’s views. As a way forward, GIDD must publicize new legislative Acts and avail them to employers and employees alike. Further, it must clearly stipulate the consequence of non-compliance, which may compel policy makers to stop female discrimination.

5.2.1.3 Lack of managerial experience

The third largest number of respondents, amounting to 63.1% (75 out of 120), stated that lack of adequate managerial experience of females, prevents them from being promoted hence gender imbalance in decision-making positions in the Civil Service has persisted. Table 5.5 illustrates the responses in figures.

Table 5.5: Distribution of respondents by the extent to which females’ lack adequate experience to enable them occupy decision- making positions in the civil service.

							Total
			Larger extent	Fair extent	Little extent	None	
Sex	Male	N	37	14	9		60
		%	61.7%	23.3%	15.0%		100.0%
	Female	N	38	12	7	2	59
		%	64.4%	20.3%	11.9%	3.4%	100.0%
Total		N	75	26	16	2	119
		%	63.0%	21.8%	13.4%	1.7%	100.0%

The figures in the table, reflecting the participants' responses may indicate that responsible institutions have largely failed to adequately perform their roles of building the capacity of female employees in the Civil Service. This task was given to MOJ, MLSS, MIBS and GIDD (Strategic Plan Action, 2004:22). These structures were tasked to identify constraints, build capacity, devise methods of promoting females, sensitize both male and female civil servants, identify old discriminatory policies and propose new gender policies to parliament for adoption. However, by December 2004, most tasks were not fulfilled and gender inequalities still persisted. This indicated inappropriateness and lack of capacity by the concerned institutions. Alternatively, GIDD and respective Ministries/Departments did not give priority to gender equality contrary to their stated objectives. A key point to note was that Public Service Management Division (PSMD), which is mandated to develop staff in the Public Service, was excluded from this all important task. Without the participation of the PSMD, it is difficult to see how capacity building programmes in favor of females could be implemented adequately.

On the other hand, GIDD indicated that 75% of Government ministries and departments have re-aligned their policies and practices with those of the National Gender Policy framework and goals. It also claimed that 75% of decision-makers in departments and ministries are in charge of gender implementation. A legislative Act was passed that targeted 30% female representation in decision making positions beginning with parliament itself (P.51, SPA 2004). From the above claims by GIDD, one would expect positive results in most ministries, which is unfortunately not the case. Female representation in decision-making positions in Zambian Civil Service was at 14% and 20% as at December, 2004 and 2005 respectively, instead of the targeted 30%. This lapse is an indicator of failure by GIDD and the designated ministries to adequately implement gender programmes.

If policy-makers had adequately put deliberate programmes and structures in place to enable females rise into decision-making positions (positive discrimination), then lack of experience should not have persisted. Without positive discrimination, females may not

compete and attain equity, since in the past, males monopolized decision-making positions. Positive discrimination entails setting different standards for female candidates. However, such “less experienced females”, once promoted should undergo capacity building as a priority for quality performance. GIDD needs to coordinate and supervise tertiary education and skills training programmes to enhance performance of female managers. Therefore the inclusion of the PSMD and the Public Service Commission (PSC), being the training and appointing authorities respectively, could be key to the adequate implementation of gender programmes in the Civil Service.

5.2.1.4 Lack of support for female managers by female employees

The above reason was the fourth dominant factor mentioned by 60% (72 out of 120) of the respondents as inhibiting the occupation of decision making positions by women hence deterring the attainment of equitable female representation in these positions in the Civil Service. Table 5.6 provides the responses in figures.

Table 5.6 Frequency distribution of respondents by extent to which female employees do not support female managers

						Total
			Larger extent	Fair extent	Little extent	
Sex	Male	N	40	18	2	60
		%	66.7%	30.0%	3.3%	100.0%
	Female	N	32	26	2	60
		%	53.3%	43.3%	3.3%	100.0%
Total		N	72	44	4	120
		%	60.0%	36.7%	3.3%	100.0%

When asked why they do not support fellow females for management positions, a variety of reasons were advanced. Some women denied not being supportive of female managers but pointed out that some female managers tend to be hostile towards fellow female employees, hence they fail to lead successfully. Other respondents mentioned that they only withdraw their support for female managers who are either not qualified or not performing well. Lastly, another group indicated that contrary to the responses given, they do wholeheartedly support female managers. Given the conflicting responses, it can be interpreted that lack of support by female employees towards female managers, might

be a result of several situational factors. Upon examining the responses, the study established that lack of experience; adequate educational qualification and skills among some female managers are perceived to be contributing factors to the seeming lack of support from female employees. It can be said therefore that such situations are likely to occur where ill-prepared, unqualified female employees are promoted in order to fulfill the goal of “gender equity” representation in decision-making positions at the expense of merit qualification. The consequences to such promotions are hostilities and lack of support from subordinates both arising from and giving rise to poor performance and lack of positive impact. The discussion above indicates that it is imperative for employers to provide sufficient training before promoting females on merit to enable them become effective leaders.

5.2.1.5 Lack of skills and educational qualifications

The fifth largest number of respondents, which is 59.2% or 71 out of 120, stated that females lack adequate skills and educational qualifications to become managers hence the persistent imbalance in decision-making positions. Table 5.7 below illustrates responses in figures.

Table 5.7: Distribution of respondents by the extent to which Inadequate Skills and educational qualifications have inhibited the occupation of decision-making positions by women in the civil service.

						Total
			Larger extent	Fair extent	Little extent	
Sex	Male	N	35	15	10	60
		%	58.3%	25.0%	16.7%	100.0%
	Female	N	36	16	8	60
		%	60.0%	26.7%	13.3%	100.0%
Total		N	71	31	18	120
		%	59.2%	25.8%	15.0%	100.0%

The perceptions by the 59.2% of the respondents that females lack sufficient qualification to become managers in the Civil Service appear to point to the inability of GIDD to adequately perform its capacity building role of training females for managerial positions. Alternatively, it might indicate that GIDD has failed to adequately sensitize the Civil

Servants to change their negative perceptions towards females. Arising from the above discussions, the Government should provide sufficient resources to GIDD to ensure that more female employees are trained to occupy decision-making positions. However, GIDD needs to co-operate with the PSMD in this field, otherwise it shall continue having difficulties. Indeed, without sufficient training, females shall neither ably compete with males, nor shall they receive the support they need from female subordinates, hence the persistent imbalance.

5.2.1.6 Lack of self-confidence among females

The above is the sixth major factor mentioned by respondents as hence contributing to inhibiting women occupying decision making positions. When asked, 42.5% (51 out of 120), of the respondents stated that female employees lack self-confidence, which in turn prevents them from striving for promotions into managerial positions. The respondents argued that most female employees tend to shy away from responsibilities, hence their being left out of decision-making positions. Table 5.8 provides the responses in figures.

Table 5.8: Frequency distribution of respondents by the extent to which lack of self confidence by female employees inhibits the women from occupying decision making positions in the civil service.

							Total
			Larger extent	Fair extent	Little extent	None	
Sex	Male	N	29	22	8	1	60
		%	48.3%	36.7%	13.3%	1.7%	100.0%
	Female	N	22	28	10		60
		%	36.7%	46.7%	16.7%		100.0%
Total		N	51	50	18	1	120
		%	42.5%	41.7%	15.0%	.8%	100.0%

The study, in examining the responses, established that the above negative perception about lack of self-confidence of females has persisted in the Civil Service mainly due to lack of implementation of gender programmes by GIDD and its subordinate institutions. This resulted in failure to influence changes in people's attitudes and values, including in the attitudes of our research respondents. On the other hand, lack of self-confidence by females might also indicate failure by GIDD to conduct sensitization and training

programmes to build self-confidence in potential female managers. As already discussed, lack of self-confidence might be caused by lack of adequate skills and qualification, which makes them unwilling to take up managerial positions. Given their historical subordinate roles through socialization, GIDD need to double its effort and take time to train them and build their capacities to re-orient their attitudes and enable them become self-confident.

5.2.2 Other Inhibiting Factors to the Occupation of Decision Making Positions by Women

Respondents also indicated other factors to the occupation of hence contributing to inhibiting the attainment of equitable female representation in decision-making positions in the Civil Service. For instance, about 37.5% (45 out of 120) stated that females' lack of ambition and self-drive is a contributing factor, while another 34.2% (41 out of 120) mentioned biased ratio of school enrolment in favor of boy child resulting into more male graduates seeking managerial positions as compared to females. On the other hand, if positive discrimination were sufficiently implemented, the few available educated females would have been promoted and given decision-making positions, thereby attaining equity. The negative presentation of females by the mass media was mentioned by 30.8% (37 out of 120) of the respondents, while the biased socialization process against females was mentioned by 30% (36 out of 120) of the respondents as contributing factors. Lack of leadership traits was mentioned by 21.8% (26 out of 120), and extremely few respondents indicated the remaining factors.

5.3 GENERAL INHIBITING FACTORS TO THE EFFECTIVE IMPLEMENTATION OF PROGRAMMES AND OPERATION OF STRUCTURES FOR ENHANCING GENDER EQUITY

Generally, in examining the findings, this study established that implementing institutions have not performed to the satisfaction of the intended beneficiaries and as a result have had little positive impact on the attainment of gender equity in the Civil Service. This conclusion was deduced from the fact that 46.7% of the respondents (56 out of 120) stated that gender programmes have not been implemented, while 30.8% (37 out of 120)

stated that very few have been implemented. In short, about 77.7% of the respondents indicated that programmes implementation by the responsible institutions has been poor. Table 5.9 illustrates the responses.

Table 5.9: Frequency distribution of respondents by extent to which gender programmes have been implemented in the civil service.

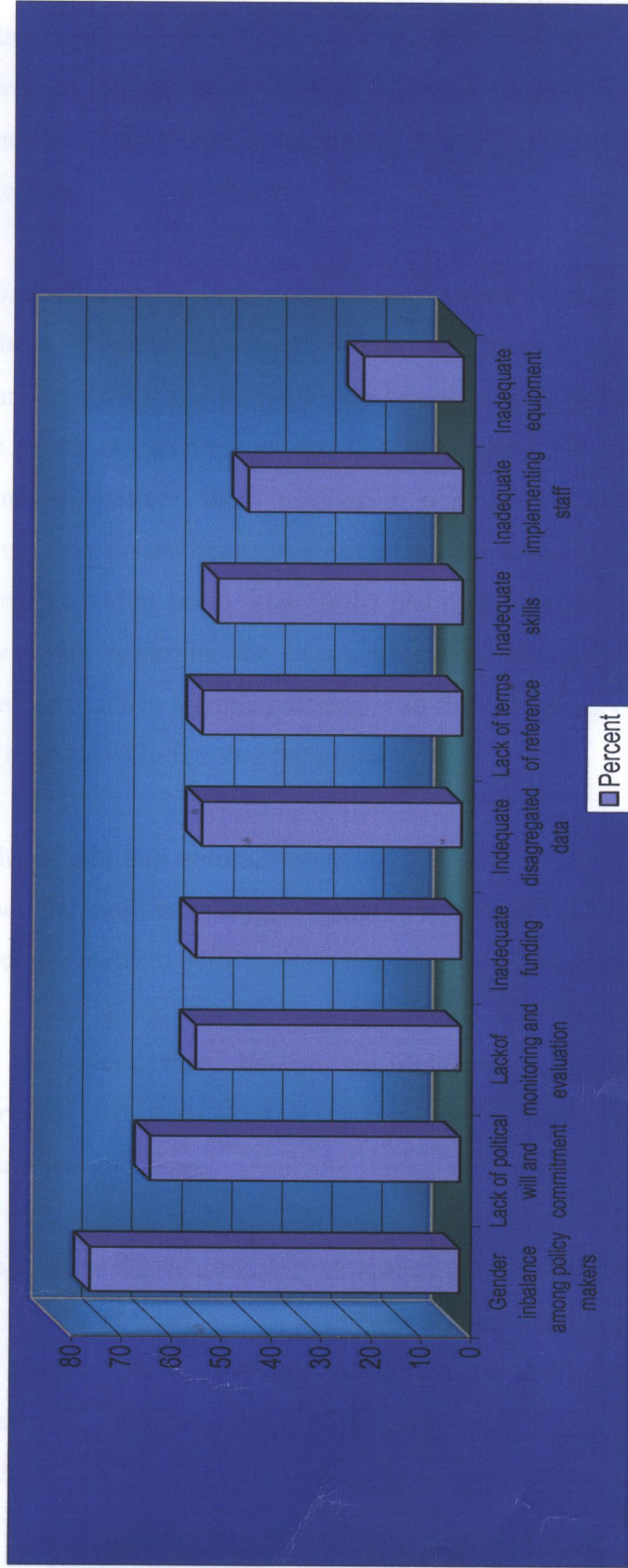
							Total
			Large extent	Fair extent	Little extent	None	
Sex	Male	N	0	13	20	27	60
		%	0.0%	21.7%	33.3%	45.0%	100.0%
	Female	N	0	14	17	29	60
		%	0.0%	23.3%	28.3%	48.3%	100.0%
Total		N	0	27	37	56	120
		%	0.0%	22.5%	30.8%	46.7%	100.0%

This study established that the failure by GIDD and other responsible institutions to implement gender programmes effectively is largely due to nine factors. According to the respondents the factors are:

- a) Gender imbalance among policy makers in favour of men.
- b) Lack of political will and commitment.
- c) Lack of adequate monitoring and evaluation mechanisms.
- d) Inadequate funding of institutions responsible for implementation.
- e) Lack of adequate desegregated data upon which to plan.
- f) Lack of clear terms of reference (job description) for officers.
- g) Inadequate skills
- h) Inadequate implementing staff
- i) Inadequate equipment.

Figure 5.2 illustrates this.

Figure 5.2 factors inhibiting the effective implementation of gender programmes and the effective operations of structures for enhancing gender equity in the civil service.



5.3.1 Major Inhibiting Factors to Effective Programme Implementation

From the weight attributed to certain factors, six of them could be said to be what the respondents perceived to be the major factors that had contributed to little or none effective implementation of programmes to combat lack of equity especially in women representation in decision-making positions.

5.3.1.1 Gender imbalance among policy-makers in favour of men

Among the respondents, it would appear that the fact that there is already an imbalance among the policy-makers with a bias to males was already a high probability of a lack of commitment to the cause as respondents felt that the male dominated policy makers would just continue to protect their privileged position of dominance. Further, respondents could not see males being committed to the cause of promoting gender imbalance in any area. This view point rides on the fact that the more males there are, the less they are likely to be regarding the issues of gender balance. Being among the majority they are unlikely to see anything wrong with the prevailing condition and may not therefore be too aggressive in fighting the imbalance.

5.3.1.2 Lack of political will and commitment

It would appear that the political players (executive and legislature), do not possess adequate political commitment or will to truly empower the institutions responsible for implementation of gender programmes. It is incumbent upon the key Government political players to go beyond mere rhetoric by mobilizing and allocating sufficient resources and authority to GIDD and to other stake holders to enable them implement the programmes and attain set objectives.

In responding to what the major reasons for the inability of the responsible institutions, such as GIDD, GFP, GCF and Lead Actors, to effectively implement gender programmes, 61.5% (74 out of 120) of the respondents stated that the institutions have not been sufficiently empowered by policy-makers with resources and authority to enable them execute their mandate.

Table 5.10: Frequency distribution of respondents by the extent to which policy makers lack political commitment to implement gender programmes.

							Total
			Large extent	Fair extent	Little extent	None	
Sex	Male	N	40	17	3		60
		%	66.7%	28.3%	5.0%		100.0%
	Female	N	34	22	3	1	60
		%	56.7%	36.7%	5.0%	1.7%	100.0%
Total		N	74	39	6	1	120
		%	61.70%	32.50%	5.00%	0.80%	100.0%

Table 5.10 indicates that most respondents perceive political players as not being truly committed to the attainment of gender equity in decision-making positions in the Civil Service. Political leaders, such as the legislature and executive, apparently have given this indication by their failure to empower the responsible institutions adequately. This in turn has constrained the attainment of equitable female representation in decision-making positions in the Zambian Civil Service. This issue on the political will could be similar to the view point of Newland (1995) that persistent gender imbalances were largely due to lack of a political will which often resulted in the lack of carefully devised gender strategies to redress the inequalities.

5.3.1.3 Lack of adequate monitoring and evaluation mechanisms

Quite a number of respondents felt that lack of monitoring and evaluation mechanisms contributed to the failure by GIDD and other structures to effectively implement its gender programmes. Upon being asked, about 53% of the respondents (64 out of 120) stated that lack of monitoring and evaluation mechanisms contributed to the failure by the structures to implement its gender programmes. The table below illustrates the responses in figures.

Table 5.11: Distribution of respondents by extent to which inadequate monitoring and evaluation mechanisms have inhibited the performance and impact of GIDD and other structures

					Total
			Large extent	Fair extent	
Sex	Male	N	31	29	60
		%	51.7%	48.3%	100.0%
	Female	N	33	27	60
		%	55.0%	45.0%	100.0%
Total		N	64	56	120
		%	53.3%	46.7%	100.0%

5.3.1.4 Inadequate funding of institutions responsible for implementation

The study, also established that lack of effective gender programmes implementation by responsible institutions and officers, arose from inadequate resources at their disposal. Nevertheless, it can be argued that limited resources amidst competing needs and priorities might cause inadequate funding. This can be a compounding factor, as gender programmes might be less of a priority as compared to problems like hunger, illiteracy, HIV/AIDS and natural disasters like floods and droughts facing the country. Despite the limited resources being available, commitment and vision might see its attainment in the near future.

5.3.1.5 Lack of adequate gender disaggregated data upon which to plan

According to the study, the inadequacy of gender disaggregated data for use by the NGM and stakeholders makes planning difficult. The lack of disaggregated data is however attributed to factors such as inadequate gender research, lack of a gender management information system, inadequate Information Communication Technology (ICT) infrastructure and skills. The fact that there is no National Gender Resource Centre (NGRC) greatly contributes to the inadequate ICT infrastructure and a proper gender management information system. As a result, it is difficult to make informed comparisons or analysis, therefore positive interventions may not be easy to initiate. There is therefore

need to set up a resource centre for storing information to enable GIDD and stakeholders to have easy access to the data.

Table 5.12: Frequency Distribution of respondents by extent to which disaggregated data inhibits the performance and impact of GIDD and other structures

						Total
			Large extent	Fair extent	Little extent	
Sex	Male	N	32	25	3	60
		%	53.3%	41.7%	5.0%	100.0%
	Female	N	30	26	4	60
		%	50.0%	43.3%	6.7%	100.0%
Total		N	62	51	7	120
		%	51.7%	42.5%	5.8%	100.0%

5.3.1.6 Lack of clear terms of reference

51.5% of the respondents stated that lack of or inadequate terms of reference for the implementers such as members of the various forums, committees and focal point persons have largely contributed to inhibiting the performance of structures in place and in turn inhibited the implementation of gender programmes. The table 5.13 below illustrates the responses in figures.

Table 5.13: Frequency distribution of respondents by extent to which inadequate terms of reference have inhibited implementation of gender programmes.

							Total
			Large extent	Fair extent	Little extent	None	
Sex	Male	N	34	25	0	1	60
		%	56.7%	41.7%	0	1.7%	100.0%
	Female	N	28	31	1	0	60
		%	46.7%	51.7%	1.7%	0	100.0%
Total		N	62	56	1	1	120
		%	51.7%	46.7%	.8%	.8%	100.0%

The responses indicated in the table above seem to confirm the views of GFPP that they have no clear job descriptions, hence know little about their specific roles, duties and responsibilities, hence their being inactive.

5.3.2 Other Inhibiting Factors to Effective Programme Implementation

The study also established that from the main factors highlighted there were also other factors that were indicated by the respondents as inhibiting effective programme implementation. These are discussed here below;

5.3.2.1 Inadequate skills

49.2%, (59 out of 120) of the respondents indicated that most implementing officers like the GFPP lack gender analytical skills due to lack of training. This was said to be a contributing factor inhibiting the implementation of gender programmes in the Civil Service. Inadequate skills training among implementers especially GFPP have constrained their performance and impact in the implementation of gender programmes.

Table 5.14: Frequency distribution of respondents by extent to which inadequate skills training among implementers has inhibited the implementation of gender programmes

							Total
			Large extent	Fair extent	Little extent	None	
Sex	Male	N	34	21	5	0	60
		%	56.7%	35.0%	8.3%	0.0%	100.0%
	Female	N	25	32	3	0	60
		%	41.7%	53.3%	5.0%	0.0%	100.0%
Total		N	59	53	8	0	120
		%	49.2%	44.2%	6.7%	0.0%	100.0%

Upon examination, we established that even though GIDD might have trained some of its gender focal point persons in gender analytical skills, the public perceptions are different. Since implementing officers (GFPP) are regarded as not qualified, they are likely to face

resistance and fail to implement gender programmes. Therefore, GIDD can resolve the identity crisis by communicating to the public about the competence of its officers and performing its capacity building and supervisory roles adequately. Its inability to do so has caused its officers to have no credibility in the eyes of the Public Servants in general and Civil Servants in particular.

5.3.2.2 Inadequate implementing staff

The study established that for a long time GIDD did not run at full capacity and this affected implementation of gender programmes. Further, the lack of specialists in key positions contributed to the weaknesses in the coordination, monitoring and evaluation systems and capacities at various levels. Also the fact that most of the other people involved in gender implementation were part time so to speak may explain their none effectiveness since they had their major functions to perform.

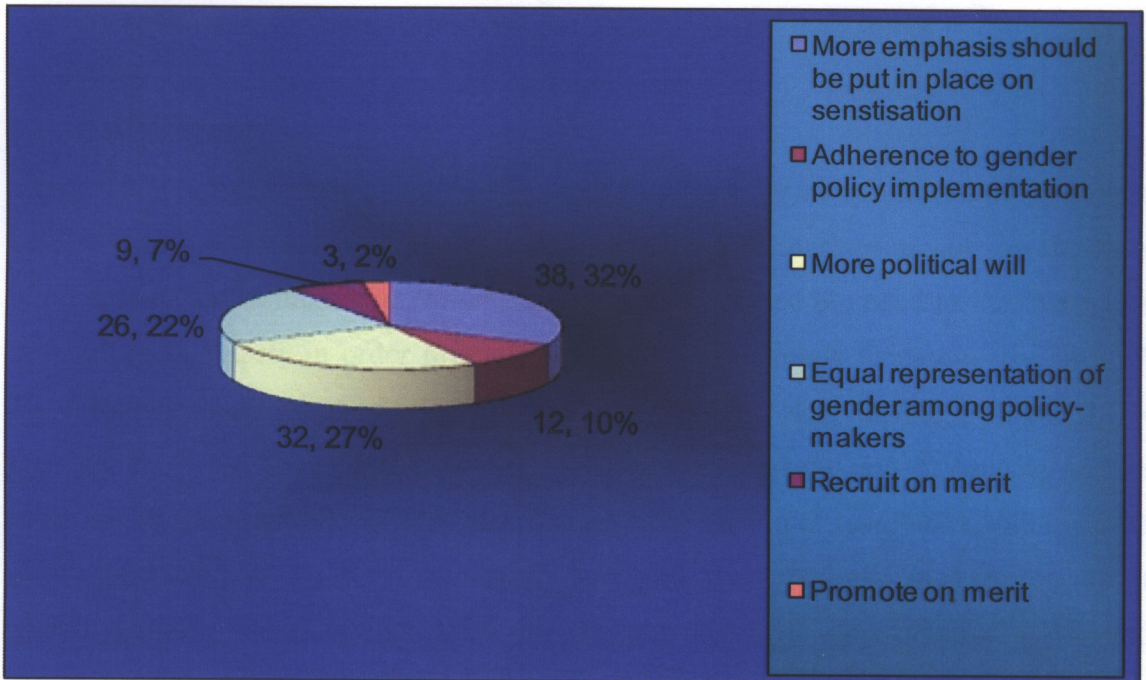
5.3.2.3 Inadequate equipment

According to the respondents limited and outdated office equipment was cited as being among the inhibiting factors to the effective implementation of gender programmes as well as the operations of structures put in place. The study established that GIDD and other structures dealing with gender issues have either a few computers in good working condition or none at all making it difficult for modern processing of work. Even transport was inadequate thereby making the execution of gender programmes difficult.

5.4 REMEDIAL MEASURES ACCORDING TO RESPONDENTS

According to the respondents, it was very important to emphasize sensitization, strengthen political will as well as to have equal representation of gender among policy-makers when working towards gender equity in representation in decision-making positions. Figure 5.3 represents the respondents' response in respect to remedial measures.

Figure 5.3 Remedial Measures according to Respondents.



CHAPTER SIX

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1 SUMMARY

Many social scientists world-wide have argued that gender inequalities against females have contributed towards the distortion and retardation of socio-economic development. Many governments, including Zambia, have long recognised the need to remove gender inequalities in society in order to attain balanced development. Consequently, in 2000, the Zambian Government adopted the National Gender Policy in line with the SADC Blantyre declaration, aimed at attaining 30% female representation in decision-making positions by the year 2005. To translate the gender policy into tangible benefits, various institutions such as GIDD were established and resources allocated to ensure its implementation. Therefore, the attainment of equitable female representation in decision-making positions was dependent on the performance of the established structures implementing the policy.

In spite of the adopted programmes and structures, the target of 30% female representation in decision-making positions in the Civil Service is nowhere near. Instead, by 2004 only 14% of decision-making positions were held by females. Four years down the line, the implementation of the Gender Policy did not seem to have produced significant positive impact in the Civil Service.

Having observed that gender inequalities continued to exist in decision-making positions in spite of the various programmes and structures put in place to redress it, the study intended to investigate what factors contributed to inhibiting the performance and impact of the Gender Policy by evaluating the structures, individuals and processes responsible for its implementation.

In chapter Four (IV), the study established upon examination that the key responsible structures put in place for the purposes of implementing the National Gender Policy were the following:-

- i. The Parliamentary Committee on legal affairs, good governance, human rights and gender affairs, responsible for monitoring, coordinating and supervising all private and public stake holders involved in gender related activities at community and national levels in Zambia. In addition, the committee was responsible for advising parliament on gender issues and proposing gender bills to parliament for enactment as laws.
- ii. The GIDD was responsible for implementation of gender related programmes in the Civil Service, hence the machinery for attaining stated objectives.
- iii. The National Gender Committee (NGC), responsible for sending proposals on operations of gender focal points in the Civil Service to the GCF and GIDD for review and further recommendation to the parliamentary committee.
- iv. Lead Actors, composed of seven ministries in the civil service and responsible for conducting gender awareness campaigns and advocacy, lobbying for new gender legislative acts and allocating quotas to institutions for female representation in decision making positions.
- v. Gender Focal Points (GFP), which exist in all ministries and institutions and are filled by gender focal point persons (GFPP) responsible for forming gender sub-committees in respective institutions (Ministries and Departments) to conduct gender sensitization meetings, initiate gender programmes and identify gender gaps on behalf of and within their respective Ministries and Departments.

In general, the study established that these structures have weak linkages, lack clear terms of reference and adequate resources. They also have the problems of irregular holding of meetings, non submission of reports and general lack of accountability for key result areas. As a result they have been inadequate and inappropriate in addressing the problem of gender imbalance in decision-making positions. With these inherent weaknesses those responsible for supervision have failed to play their supervisory role in some cases and even to submit bills to parliament for enactment as a law.

The study also established that the majority of respondents mentioned six (6) key factors as inhibiting the occupation of decision-making positions by women in the Civil Service. These included; male prejudices against females, discriminatory institutional policies and practices against females, inadequate experience of the female employees, lack of support for female managers by fellow females, inadequate education/skills by females and lack of self confidence.

Upon examination, it would appear that the major factor contributing to the persistence of the factors discussed above was really the lack of implementation of planned gender programmes. For instance, adequate implementation accompanied by vigorous positive discrimination in favour of females in terms of promotions and employment into decision-making positions, would have influenced a reduction in male prejudices against females. The above viewpoint is based on the assumption that changed conditions influence changes in people's perceptions and attitudes. This in turn would have facilitated the attainment of equitable representation in decision-making positions in the Civil Service. The study further established that male prejudices have continued to exist due to the need to protect their self-interests (privileged monopoly positions) in society. Despite the above observation, one would like to believe that once gender programmes are effectively implemented, such attitudes and other inhibiting factors are likely to disappear, as ideas change with changed conditions.

6.2 CONCLUSIONS

In conclusion, this study established that it was evident that the programmes and structures put in place to attain gender equity in decision-making positions in the Civil Service were not appropriate and adequate to the attainment of gender equity. This it would seem was due to the structures which lacked institutional linkages (no regular meetings and communication among themselves), were not working with key appointing and training institutions, had no monitoring and evaluation mechanisms, lacked trained staff in gender analytical skills, did not have adequate time and resources to implement gender programmes, lacked clear terms of reference (job description) to guide them, had

no data base upon which to make plans and had no legal authority to enable them enforce compliance.

Further, the study established that factors that the gender policy had set out to combat in order to attain gender equity were still rife. These included male prejudices against females, discriminatory institutional practices, inadequate experience of females, lack of support of female managers by fellow females, inadequate educational qualifications and skills, and lack of self-confidence by females. In the research findings, it was concluded that the above mentioned factors were dependent variables influenced by inadequate implementation of gender programmes, which acted as the independent variable. In short, had implementation of gender programmes taken place, the above constraints would have probably been resolved, disappeared or become insignificant. The study concluded that lack of implementation of gender programmes was the major constraint to the attainment of equitable representation in decision-making positions in the Zambian Civil Service.

A number of factors have however been indicated to explain this apparent lack of effective implementation. The factors alluded to have inhibited the effective implementation of gender programmes as well as the effective operations of structures for enhancing gender equity include, gender imbalance among policy makers in favour of men, lack of political will and commitment, lack of adequate monitoring and evaluation mechanisms, inadequate funding of institutions responsible for implementation, lack of adequate desegregated data upon which to plan, lack of clear terms of reference (job description) for officers, inadequate skills, inadequate implementing staff and inadequate equipment.

It would therefore appear that there was no efficient and effective administrative and management framework including a strong political will to translate the Gender Policy with its objectives, into a tangible reality. Without such an efficient and effective framework, the Gender Policy no matter how well conceived, can be seen to have failed in its objectives of attaining gender equity in women representation in decision making positions in the Zambian Civil Service.

6.3 RECOMMENDATIONS

Arising from the inadequacies highlighted earlier, the study made several recommendations;

- i. Policy makers should ensure that appropriate and adequate resources(material, financial, human), time and legal authority are given to the implementing institutions to empower them, which in turn will enable them to implement the National Gender Policy more adequately. This will demonstrate positive political will.
- ii. Government should ensure that terms of reference are clearly stipulated for all functionaries within the structures put in place. Further, specific performance bench marks should be set against which the performance of adopted structures can be ascertained in the light of all programmes being implemented.
- iii. Government should ensure that regular meetings are held and reports and policy proposals submitted as agreed in the implementation plan. This will ensure that linkages and supervision are maintained and the purpose for which the structures were set up attained.
- iv. The Institution responsible for spear heading gender activities such as GIDD should ensure that all those involved in the implementation are adequately trained in gender analytical skills and have the relevant gender skills required to execute their functions effectively.
- v. GIDD should re-examine the concept of using part time staff to implement gender programmes with a view to making them a permanent part of the implementation. It would be prudent for GIDD to lobby that focal points become established positions in ministries to which people can be appointed with a specific job description related to enhancing the GIDD agenda. In the case of Lead Ministries officers with designated gender related functions must be given specific time to deal with these responsibilities.
- vi. Policy makers should consider stream lining the responsibilities given to the PCLGHG, as it seems to be over burdened and may not give gender issues adequate attention.

- vii. Government must ensure that Controlling Officers (Permanent Secretaries) of lead ministries have separate budget lines for effective implementation of gender programmes.
- viii. GIDD should ensure that its role of enhancing the representation of women is performed in liaison with the Service Commissions, and PSMD - Recruitment and Placement to ensure positive discrimination in favour of females into decision making positions in the Civil Service. Similarly, GIDD must also work with the PSMD- Human Resource Development and concerned ministries to ensure that more females are trained in management skills to enable them perform better and compete with males effectively.

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LIST OF APPENDICES

Participants Questionnaire I

Participants Questionnaire II

Participants Questionnaire III

34. Explain your answer in 32 above.

.....
.....

35. Has this declaration enhanced women's participation in decision-making?

- a) Yes
- b) No
- c) Somehow
- d) Other specify.....

36. How effective have you been in tackling the issue of ensuring equal representation of women in your area of operation?

- a) Very effective
- b) Fairly effective
- c) ineffective
- d) Other specify.....

37. What activities have you put in place in order to achieve the stated objectives in the area of equal representation in decision-making positions?

.....
.....

38. In your own opinion, has the National Gender Policy been useful in enhancing female representation in decision making positions

- a) Yes
- b) No
- c) Somehow
- d) Other specify.....

39. In your opinion is the Gender In Development Division (GIDD) adequately addressing the issue of gender balancing?

- a) Yes
- b) No
- c) Somehow
- d) Other specify.....

40. Explain your answer

.....

41. What general comment can you make on the attainment of gender equity in women representation in positions of decision making.

.....
.....

THANK YOU FOR YOUR TIME AND HONEST CONTRIBUTIONS

25. In regard to the National Gender Policy, what programmes are you aware of that GIDD has put in place for the Civil Service in general and for your institution in particular in relation to enhancing women representation in positions of decision making in the Civil Service.?
- a).....
b).....
c).....
26. To what extent have these programmes/strategies been implemented?
- a) completely
b) partially
c) not at all
d) Other specify
27. In your opinion, what are some of the noticeable outcomes of the implemented strategies for the achievement of gender equity in women representation in decision making positions.?
- a).....
b).....
c).....
28. If question 26 is applicable, what strengths do the strategies have that have led to the achievement of the stated objectives?
-
.....
.....
29. What constraints (if any) have you faced in implementing the adopted strategies for achieving the goals of the National gender policy in regard to equitable representation in decision-making positions in your institution/ministry?
-
.....
30. In what ways would the adopted strategies in your institution/ ministry be better implemented?
-
.....
31. What other strategies/ measures would better help the achievement of the National Gender Policy goals in relation to gender balance in positions of decision- making in your ministry/institution?
-
.....
.....
32. Which factors do you believe still inhibit the attainment of gender equity in positions of decision making in the Civil Service.
- a) gender stereotyping
b) culture and systems in the service
c) education and training
d) men and women's attitudes
e) lack of effective strategies to combat inequity.
f) Other (specify)
33. Do you think the 1997 SADC Conference declaration for the achievement of 30% women representation in decision making positions by 2005 was realistic?
- a) Yes
b) No
c) Somehow
d) Other specify.....

15. Would you say there is a deliberate effort to maintain a balance in the ratio of women to men in your institution?

a) Yes

b) No

c) Other specify.....

16. Would you say there is a deliberate effort to maintain a balance in the ratio of women to men in management positions in your institution?

a) Yes

b) No

c) Other specify.....

17. If the answer to question 16 above is Yes, to what extent has this balance been achieved?

a) Large extent

b) Fair extent

c) Little extent

d) Other Specify.....

18. If the answer to question 16 above is Yes, indicate below some of the ways in which this is done. a)..... b)..... c).....

19. Have the efforts (if any) been coincidental or have they been influenced by the existence of the gender policy? Explain.....

20. What other factors other than the implementation of the gender policy could have contributed to the current ratio of men and women in decision-making positions in your ministry/ institution?

21. Do you think the ratio of men to women in decision-making positions would have been the same in your institution without the implementation of the gender policy?

a) Yes

b) No

c) Somehow

d) Other specify.....

22. If the answer to question 16 above is No, to what extent does gender imbalance exist?

a) Large extent

b) Fair extent

c) Little extent

d) Other Specify.....

23. If the answer to questions 16 above is No, indicate below some of the ways in which such a balance can be attained.

a).....

b).....

c).....

24. What is your role as a gender focal point person in the advocacy for gender equity representation in decision making positions in the Civil Service?

.....

.....

.....

SECTION A: CHARACTERISTICS OF THE RESPONDENTS

- 1. Sex.....
- 2. Age
- 3. Marital status.....
- 4. Ministry/Institution.....
- 5. Position/ Level.....
- 6. Highest academic Qualifications.....

SECTION B: GENDER ISSUES

- 7. What in your understanding is gender balance?
 - a) It is the equal representation of women and men in all issues.
 - b) It is the favoring of the women folk in preference to men.
 - c) It is the promotion of girl children education.
 - d) Other (specify).....
- 8 What in your understanding is gender imbalance.
 - a) It is the unequal representation of women and men in all issues.
 - b) It is not favouring women.
 - c) It is the lack of promotion of girl children education.
 - d) Other (specify).....
- 9. Which of the two- *gender balance* or *gender imbalance* would you say is true of the situation in the Civil Service regarding representation in senior positions of decision-making positions?
 - a) gender imbalance in favour of women
 - b) gender imbalance in favour of men
 - c) gender balance
 - d) Other (specify).....
- 10. To the best of your knowledge how many decision-making positions exist in your institution today?
.....
- 11. How many of the above stated positions in your institution are filled by women today?
.....
- 12. To the best of your knowledge how many decision-making positions existed in your institution as at 1999?.....
- 13. How many of the above stated positions in your institution were filled by women as at 1999?
.....
- 14. How would you rate the changes in the number of women in key positions in your ministry/ Institution in the last five years?
 - a) Significant increase
 - b) Fair increase
 - c) Little increase
 - d) Decrease
 - e) No change

Serial No.

THE UNIVERSITY OF ZAMBIA
Department of Political and Administrative Studies

MASTER OF PUBLIC ADMINISTRATION PROGRAMME

PARTICIPANTS QUESTIONNAIRE III

Topic: Impact of the Gender Policy on Women Representation in Decision-Making Positions in the Zambian Public Service: A Case Study of Government Ministerial/Institutional Headquarters.

Introduction

Dear respondent you have been chosen to answer this questionnaire whose use is strictly for academic purposes and is confidential. Therefore your answers shall not in any way be used against you rather your input is highly important, as it will make this study possible. Do not indicate your name anywhere but please fill in the details below and then answer all questions honestly and objectively

25. In regard to the National Gender Policy what programmes are you aware of that GIDD has put in place for the Civil Service in general and for your institution in particular in relation to enhancing women representation in positions of decision making in the Civil Service?
- a).....
 b).....
 c).....
26. To what extent have these programmes/strategies been implemented?
- a) completely
 b) partially
 c) not at all
 d) Other specify.....
27. In your opinion what are some of the noticeable outcomes of the implemented strategies for the achievement of gender equity in women representation in decision making positions?
- a).....
 b).....
 c).....
28. If question 26 is applicable, what strengths do the strategies have that have led to the achievement of the stated objectives?
-

29. What constraints (if any) have you faced in implementing the adopted strategies for achieving the goals of the National gender policy in regard to equitable representation in decision-making positions in your institution/ministry?
-

30. In what ways would the adopted strategies in your institution/ ministry be better implemented?
-

31. What other strategies/ measures would better help the achievement of the National Gender Policy goals in relation to gender balance in positions of decision- making in your ministry/institution?
-

32. Which factors do you believe still inhibit the attainment of gender equity in positions of decision making in the Civil Service.
- a) gender stereotyping
 b) culture and systems in the service
 c) education and training
 d) men and women's attitudes
 e) lack of effective strategies to combat inequity.
 f) Other (specify)

THANK YOU FOR YOUR TIME AND HONEST CONTRIBUTIONS

15. Would you say there is a deliberate effort to maintain a balance in the ratio of women to men in your institution?
 a) Yes
 b) No
 c) Other specify.....
16. Would you say there is a deliberate effort to maintain a balance in the ratio of women to men in management positions in your institution?
 a) Yes
 b) No
 c) Other specify.....
17. If the answer to question 16 above is **yes**, to what extent has this balance been achieved?
 a) Large extent
 b) Fair extent
 c) Little extent
 d) Other Specify.....
18. If the answer to questions 16 above is **Yes**, indicate below some of the ways in which this is done.. a).....b).....
 c).....
19. Have the efforts if any been coincidental or have they been influenced by the existence of the gender policy?
 Explain.....
20. What other factors other than the implementation of the gender policy could have contributed to the current ratio of men and women in decision- making positions in your ministry/ institution?

21. Do you think the ratio of men to women in decision –making positions would have been the same in your institution without the implementation of the gender policy?
 a) Yes
 b) No
 c) Somehow
 d) Other specify.....
22. If the answer to question 16 above is **No**, to what extent does gender imbalance exist?
 a) Large extent
 b) Fair extent
 c) Little extent
 d) Other Specify.....
23. If the answer to questions 16 above is **No**, indicate below some of the ways in which such a balance can be attained.
 a).....
 b).....
 c).....
24. This Ministry/ Institution is considered a lead Actor in the advocacy of gender equity representation in decision making positions in the Civil Service. What does this mean? Furthermore what has it done in playing this role.....

SECTION A: CHARACTERISTICS OF THE RESPONDENTS

- 1. Sex.....
- 2. Age
- 3. Marital status.....
- 4. Ministry/Institution.....
- 5. Position/ Level.....
- 6. Highest academic Qualifications.....

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SECTION B: GENDER ISSUES

- 7. What in your understanding is gender balance?
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 - b) It is the favoring of the women folk in preference to men.
 - c) It is the promotion of girl children education.
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- 8. What in your understanding is gender imbalance?
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- 9. Which of the two- *gender balance* or *gender imbalance* would you say is true of the situation in the Civil Service regarding representation in senior positions of decision-making positions?
 - a) Gender imbalance in favour of women
 - b) Gender imbalance in favour of men
 - c) Gender balance
 - d) Other (specify).....
- 10. To the best of your knowledge how many decision-making positions exist in your institution today?
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- 13. How many of the above stated positions in your institution were filled by women as at 1999?
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- 14. How would you rate the changes in the number of women in key positions in your ministry/ Institution in the last five years?
 - a) Significant increase
 - b) Fair increase
 - c) Little increase
 - d) Decrease
 - e) No change

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Serial No.

THE UNIVERSITY OF ZAMBIA
Department of Political and Administrative Studies
MASTER OF PUBLIC ADMINISTRATION PROGRAMME
PARTICIPANTS QUESTIONNAIRE I

Topic: Impact of the Gender Policy on Women Representation in Decision –Making Positions in the Zambian Public Service: A Case Study of Government Ministerial/Institutional Headquarters.

Introduction

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Serial No.

THE UNIVERSITY OF ZAMBIA
Department of Political and Administrative Studies

MASTER OF PUBLIC ADMINISTRATION PROGRAMME

PARTICIPANTS QUESTIONNAIRE II

Topic: Impact of the Gender Policy on Women Representation in Decision –Making Positions in the Zambian Public Service: A Case Study of Government Ministerial/Institutional Headquarters.

Introduction

Dear respondent you have been chosen to answer this questionnaire whose use is strictly for academic purposes and is confidential. Therefore your answers shall not in any way be used against you rather your input is highly important, as it will make this study possible. **Do not indicate your name anywhere but please fill in the details below and then answer all questions honestly and objectively**

SECTION A: CHARACTERISTICS OF THE RESPONDENTS

- 1. Sex.....
- 2. Age.....
- 3. Marital status.....
- 4. Ministry/Institution.....
- 5. Position/ Level.....
- 6. Highest academic Qualifications

SECTION B: GENDER ISSUES

- 7. What in your understanding is gender balance?
 - a) It is the equal representation of women and men in all issues.
 - b) It is the favoring of the women folk in preference to men.
 - c) It is the promotion of girl children education.
 - d) Other (specify).....
- 8. What in your understanding is gender imbalance.
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 - c) It is the lack of promotion of girl children education.
 - d) Other (specify).....
- 9. Which of the two- *gender balance* or *gender imbalance* would you say is true of the situation in the civil Service regarding representation in senior positions of decision-making positions?
 - a) gender imbalance in favour of women
 - b) gender imbalance in favour of men
 - c) gender balance
 - d) Other (specify).....
- 10. To the best of your knowledge how many decision-making positions exist in your institution today?
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- 11. How many of the above stated positions in your institution are filled by women today?
.....
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- 13. How many of the above stated positions in your institution were filled by women as at 1999?
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- 14. How would you rate the changes in the number of women in key positions in your ministry/ Institution in the last five years?
 - a) Significant increase
 - b) Fair increase
 - c) Little increase
 - d) Decrease
 - e) No change.....

15. Would you say there is a deliberate effort to maintain a balance in the ratio of women to men in your institution?

a) Yes

b) No

c) Other specify.....

16. Would you say there is a deliberate effort to maintain a balance in the ratio of women to men in management positions in your institution?

a) Yes

b) No

c) Other specify.....

17. If the answer to question 16 above is yes, to what extent has this balance been achieved?

a) Large extent

b) Fair extent

c) Little extent

d) Other Specify.....

18. If the answer to questions 16 above is Yes, indicate below some of the ways in which this is done

a).....b).....c).....

19. Have the efforts if any been coincidental or have they been influenced by the existence of the gender policy?

Explain.....

20. What other factors other than the implementation of the gender policy could have contributed to the current ratio of men and women in decision-making positions in your ministry/ institution?

.....
.....
.....

21. Do you think the ratio of men to women in decision-making positions would have been the same in your institution without the implementation of the gender policy?

a) Yes

b) No

c) Somehow

d) Other specify.....

22. If the answer to question 16 above is No, to what extent does gender imbalance exist?

a) Large extent

b) Fair extent

c) Little extent

d) Others, specify.....

23. If the answer to questions 16 above is No, indicate below some of the ways in which such a balance can be attained.

a).....

b).....

c).....

24. In relation to the National gender policy on enhancing gender equity representation in positions of decision making what programmes of action have been introduced in your institution to the best of your knowledge?

.....
.....
.....

25. Would you say much has been achieved?

- a) Yes
- b) No
- c) Somehow
- d) Other specify.....

26. Do you think the 1997 SADC Conference declaration for the achievement of 30% women representation in decision making positions by 2005 was realistic?

- a) Yes
- b) No
- c) Somehow
- d) Other specify.....

27. Explain your answer in 26 above.

.....
.....

28. Has this declaration enhanced women's participation in decision-making?

- a) Yes
- b) No
- c) Somehow
- d) Other specify.....

29. In your view is the Gender In Development Division (GIDD) adequately addressing the issue of gender balancing?

- a) Yes
- b) No
- c) Somehow
- d) Other specify.....

30. Explain your answer in 29 above

.....
.....

31. Which factors do you believe still inhibit the attainment of gender equity in positions of decision making in the Civil Service.

- a) gender stereotyping
- b) culture and systems in the service
- c) education and training
- d) men and women's attitudes
- e) lack of effective strategies to combat inequity.
- f) Other (specify)

32. Using a grading system of 1-6, grade the under listed attribute disparities on women according to your perception of their importance as an explanation for the general gender imbalances against women in relation to your ministry/ institution.

- a) Their deficiency in necessary qualifications, relevant experience or just education.
- b) Their general lack of confidence and aggressiveness.....
- c) The stereotype that women are irrational or harbour traits that ill suit them for management.....
- d) The assumption that women 's primary attachment to future families would limit their work or commitment.....
- e) The contention that male employers deny women authority in order preserve men's monopoly on organisational power.....
- f) The presence of some negative personnel or human resource policies which bar women from supervising men.

33. Do you think there are distinctions between a female boss and a male one? If yes name a few.

- a) Yes
- b) No
- c) Somehow
- d) Other specify.....

--

34. Do you think there is need for special consideration of sex when making placements. Explain answer briefly

- a) Yes
- b) No
- c) Somehow
- d) Other specify.....

--

35. In your own opinion can it be said that women are not supportive of fellow women?

- a) Yes
- b) No
- c) Somehow
- d) Other specify.....

--

36. Can it be said that men do not like working under a woman?

- e) Yes
- f) No
- g) Somehow
- h) Other specify.....

--

37. What general comment can you make on the attainment of gender equity in women representation in positions of decision making?

.....

.....

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THANK YOU FOR YOUR TIME AND HONEST CONTRIBUTIONS