

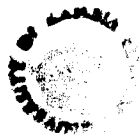


**PROSPECTS AND CHALLENGES OF GENDER MAINSTREAMING IN
WATER SECTOR POLICIES AND INSTITUTIONS: CASE STUDY OF THE
DEPARTMENT OF WATER AFFAIRS (DWA)**

By

**CHIZYA MVULA,
BA. Ed (GEOGRAPHY)**

**A dissertation submitted to the University of Zambia in partial fulfilment of the
requirements for the Postgraduate Diploma in Integrated Water Resource
Management (IWRM)**



The University of Zambia

2010

Declaration

I, Chizya Mvula, do hereby declare that this dissertation represents my own work, and that it has not previously been submitted for a Post-graduate diploma at this University or any other University.

Signature-----

Date-----

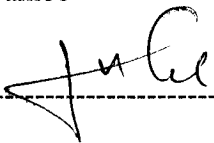
0278797

Approval

This dissertation of Chizya Mvula has been approved as partial fulfilment of the requirements for the award of the Post-graduate Diploma in Integrated Water Resources Management by the University of Zambia.

Name of Supervisors:

Prof. Imasiku A. Nyambe

Signature----------Date-----21/7/12-----

Dr. W. Mafuleka

Signature-----Date-----

Abstract

This dissertation is a study of the prospects and challenges of gender mainstreaming in water sector policies or policies that have influenced operations of the MEWD/DWA mainly the Gender Policy (2000) and the National Water Policies (1994 and 2010) and their implications for gender actions to be undertaken by the Ministry of Energy and Water Development. The actions on gender will have an implication on the composition of the ministry in terms of gender and either promote sensitivity to gender or promote gender blindness. The study also aims at assessing the institutional arrangement of the Ministry at present and how receptive the organisation is to the IWRM principle that women should be involved in the provision, management and safeguarding of water. Staff awareness and perceptions towards gender are also discussed.

The study revealed that although there is some attention to gender mainstreaming in the ministry, there is lack of commitment in terms of written policy on how this is to be done. There is neither a clear strategy nor are there set benchmarks as to how progress is to be monitored. The findings of the study also indicate that the employees of the department generally were not exposed to gender sensitive practice in the workplace. The MEWD/DWA has one gender focal point person whose functions are not clear and gender is not really part of the main agenda as this person has an entirely different job description in which gender is not embedded. The staffing statistics of the DWA also indicate that the department has a rather large number of men as compared to women in the technical and management fields whilst the larger number of women is employed in administrative jobs such as typing or clerical work. This indicates that there is need to have policies that promote gender balancing if women are to be encouraged to come aboard and participate in decision-making in the water sector.

In view of the findings of this study, it is recommended that the MEWD/DWA should have an internal gender policy to guide gender action in the institution. The study also recommends a central gender-mainstreaming unit with policy responsibility to guide the overall gender mainstreaming process. There is also need for gender-sensitive budgeting, capacity building on gender-mainstreaming and the development of indicators that will guide the gender-mainstreaming process.

Acknowledgements

Firstly, I would like to thank the DANIDA for awarding me the scholarship through DANIDA to study for the post-graduate diploma in IWRM. Many thanks are also due to the UNZA IWRM staff, namely Prof. I. A. Nyambe and Mrs. I. Kawesha for their support and guidance throughout the duration of the programme. I would also like to thank my supervisors for the Project, Prof. I.A Nyambe and Dr. W. Mafuleka for their guidance in the research project.

Further, I would like to acknowledge the Human Resource and Planning Departments of the Ministry of Energy and Water Development as well as the Gender in Development Division for their assistance in providing the necessary data for this research.

TABLE OF CONTENTS

Declaration	ii
Approval	iii
Abstract.....	iv
Acknowledgements	v
List of Abbreviations	vii
CHAPTER 1.....	1
1.0 INTRODUCTION.....	1
1.1 RATIONALE	2
1.2 HYPOTHESIS.....	3
1.3 OBJECTIVES OF THE STUDY	3
1.3.1 GENERAL OBJECTIVE/AIM	3
1.3.2 SPECIFIC OBJECTIVES.....	3
1.4 PROBLEM STATEMENT	4
CHAPTER 2.....	5
2.0 LITERATURE REVIEW.....	5
2.1 ZAMBIA’S NATIONAL WATER POLICIES AND GENDER.....	5
2.2 ZAMBIA’S NATIONAL GENDER POLICY – 2000.....	6
2.3 INSTITUTIONAL ARRANGEMENT AND GENDER	7
2.4 DEFINITION OF TERMS AS USED IN THIS STUDY	8
2.5 CONCEPTUAL FRAMEWORK AS USED IN THIS STUDY	9
CHAPTER 3.....	10
3.0 METHODOLOGY AND ANALYSIS OF DATA.....	10
3.1 SAMPLE SIZE AND SAMPLING PROCEDURE.....	10
3.2 METHODS AND TECHNIQUES OF DATA COLLECTION	10
3.3 DATA ANALYSIS.....	11
CHAPTER 4.....	12
4.1 PRESENTATION AND DISCUSSION OF RESULTS	12
4.1 POLICY AND ACTION PLANS.....	12
4.2 GENDER PRACTICE IN THE MINISTRY	13
4.3 IS THE MINISTRY AN EQUAL OPPORTUNITY EMPLOYER?.....	13
4.4 STAFFING STATISTICS IN THE DWA	13
4.5 GENDER AWARENESS AND PERCEPTIONS OF EMPLOYEES.....	15

4.5.1 AWARENESS OF POLICY AND ACTION PLANS	15
4.5.2 STAFF PERCEPTION OF THE MINISTRY AS AN EMPLOYER	16
4.5.3 SENSITIVITY TO GENDER IN JOB DESCRIPTIONS	17
4.5.4 PERCEIVED EFFECT OF GENDER ON OPPORTUNITIES (PROMOTION, TRAINING)	17
4.5.5 WORK ENVIRONMENT AND WORK CULTURE	18
4.6 CHALLENGES OF GENDER MAINSTREAMING IN THE MINISTRY	18
CHAPTER 5.....	19
5.0 CONCLUSION AND RECOMMENDATIONS	19
5.1 CONCLUSION	19
5.2 RECOMMENDATIONS.....	19
References.....	21

List of Figures

Figure 4.0: Number of male and female employees in the Department of Water Affairs, MEWD.....	14
Figure 4.1: Distribution of male and female employees in the DWA/MEWD according to job type	15
Figure 4.2: Distribution of Male and female employees within the job categories. ..	15
Figure 4.3: Knowledge of existence of gender focal point person in the MEWD.....	16
Figure 4.4: Respondents' opinion of Senior Management's attitude towards Gender Issues.....	17

List of Tables

Table 3.0: Age of Respondents	10
Table 3.1: Sex of Respondents.....	10
Table 3.2: Type of job	11
Table 3.3: Number of years of Service.....	11
Table 3.4: Level of Education	11
Table 4.0: Distribution of Male and female employees by Job Category	15
Appendixes.....	22
Appendix I: Questionnaire for MEWD/HRD	22
Appendix II: Questionnaire for Employees of the DWA	24

List of Abbreviations

DWA	Department of Water Affairs
FAO	Food and Agriculture Organisation
GAD	Gender and Development
GIDD	Gender in Development Division
GWA	Gender and Water Alliance
IWRM	Integrated Water Resource Management
IWRM/WE	Integrated Water Resource Management and Water Efficiency
MEWD	Ministry of Energy and Water Development
MEWD/HRD	Ministry of Energy and Water Development, Human Resources
NWASCO	National Water and Sanitation Council
WID	Women in Development
WRAP	Water Resources Action Programme
ZWP	Zambia Water Partnership
UNDP	United Nations Development Programme
WRAP	Water Resources Action Programme

CHAPTER 1

1.0 Introduction

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men can benefit equally (GWA, 2003). This study assesses the prospects and challenges of mainstreaming gender in the water resources management sub-sector particularly, the Department of Water Affairs (DWA) under the Ministry of Energy and Water Development (MEWD).

The Ministry of Energy and Water Development, through Department of Water Affairs (DWA) and Water Board have the overall responsibility of water resources management and development. The DWA is responsible for water resources planning, management and development.

Zambia has been implementing water sector reforms since the 1990s. Key elements of the reform are the adoption of the National Water Policy (1994), decentralisation, enactment of the Water Supply and Sanitation Act (1997) and the simultaneous establishment of an autonomous water regulator, NWASCO (1997). In the Water Resources Management subsector, the new National Water Policy by the Water Resources Action Programme (WRAP) addresses the new paradigm shift in water resources management to Integrated Water Resources Management (IWRM). One of the principles of IWRM is the recognition that women play a vital role in provision, management and safeguarding of water. It is therefore imperative that they take proactive decisions on how these resources are managed and developed.

Furthermore, the gender policy, adopted in 2000 defines gender as an analytical concept, which focuses on women's roles in relation to those of men and recognises that full participation of women and men in the development process is cardinal to achieving sustainable development (Gender in Development Division, 2000).

gender policy inclusive of intersecting identities of race, class, caste, ethnicity, age, ability, and geographical location is a public statement of a country's or an organisation's commitment to taking gender issues seriously, and a framework for what this means in the context of the organisation's work. A gender policy in water resources management relates to both of the following:

- **The organisation's work:** - i.e. women's and men's involvement in the planning, construction, operation, maintenance and management of domestic water supply, irrigation, sanitation or environmental protection;
- **The organisation's internal culture and staffing – issues affecting female and male staff** at work; for example, recruitment, promotion and training opportunities for female and male staff, sexual discrimination and harassment, and issues such as child care, paternity or maternity leave, and safe travel arrangements (GWA, 2003).

According to the UNDP (2005), there is little attention to gender concerns in the water governance structures or processes. This problem needs to be addressed and constraints to mainstreaming gender in water institutions identified. Institutions are grounded in norms, culture, market systems and policies that often perpetuate gender inequalities.

1.1 Rationale

One of the principles of IWRM is the recognition that women play a central role in the provision, management and safeguarding of water. It is therefore very important to examine the extent to which the Ministry of Energy and Water Development/Department of Water Affairs, as custodians of the resource, have gone to implement this principle as well as the measures being taken for future improvements. This is a critical component if at all the IWRM process is to be a success in Zambia.

Gender policy development and implementation require an on-going strategy for the capacity building of all members and partners of the institution or organisation. Both women and men should be recognised as central to the provision, management and safeguarding of water. The implementation of a policy depends to a large extent on a supportive institutional framework. It is therefore necessary to pay attention to the organisation itself. Policy development is not a once-off process. It is important to re-

visit gender policies that have been in existence for some time, evaluate performance, review lessons learnt, and develop and launch revised policy commitments accordingly.

There are clear benefits that accrue when gender mainstreaming is adopted as a strategy. Gender mainstreaming not only makes the social problem of gender inequality visible but also makes full use of human resources, by recognising women and men with similar capacities and opportunities.

1.2 Hypothesis

Low participation of women in the water resources management sub-sector is as a result of the absence of gender mainstreaming policies and strategies in water institutions.

1.3 Objectives of the Study

The objectives of the study were as follows;

1.3.1 General Objective/Aim

To identify the main challenges or constraints to Gender mainstreaming in water institutions and thereby suggest solutions to these problems.

1.3.2 Specific Objectives

- To find out whether the DWA or the MEWD has an existing policy on gender and the details on how the policy is being implemented.
- To examine the policy itself – this should be devised on the basis of the situation analysis and comprise an explanation of why the organisation considers gender issues to be important.
- To examine the organisation's vision of gender-sensitive practice, and the various ways in which this understanding will influence the organisation's work in management and development of water resources.
- To find out the extent to which gender issues are given priority in terms of funding and capacity building.
- To examine staff knowledge, skills, commitment and practices in relation to gender issues, and an examination of gender issues affecting staff (such as gender differences in promotion opportunities or sexual harassment at work)

1.4 Problem Statement

According to WRAP-MEWD (2003), very few women are employed as water resources managers in the water resources management sub-sector. Inadequate participation of women in water resources management has been attributed to low levels of literacy for women compared to men. The gender responsive approach to the management of water recognises that by virtue of their traditional roles, men and women face different environmental issues and are also custodians of different environmental resources and therefore, the lack of knowledge among women and men of environmental issues is a problem. There is also the problem of lack of training for women on new technology. The percentage of women that are adequately trained is very low as compared to men. There is need for women in higher positions to serve as role models and contribute significantly to decisions at management level. This situation can only be improved through formulation and implementation of a gender policy that will target the balancing of the genders in the sector (GWA, 2003).

CHAPTER 2

2.0 Literature Review

Gender mainstreaming is a newly emerging concept and experience that still needs to be built upon and has many challenges. Magosvongwe et. al (2010) point out that in most government institutions, there is no budget for gender mainstreaming. In some instances, gender equality is not seen as a national priority but as a donor-imposed agenda. In the absence of strong national allies, this makes it more difficult for organisations to promote gender equality.

“Gender mainstreaming is the process whereby gender concerns are raised routinely within everyday operations of an institution or organisation and resolved in a gender-just manner in normal operations” (Women in Development, 2006). Murison (2009) points out that it is a methodology to achieve gender equality. Gender mainstreaming is not about addition of a woman’s component or even a gender equality component into an existing activity. It goes beyond increasing women’s participation but rather bringing the experience, knowledge and interests of men and women to be on the development agenda. It requires changes in goals, strategies and actions so that both men and women can influence, participate in and benefit from the development process.

Gender mainstreaming means addressing gender issues in all aspects of development including decision-making structures, planning processes, policy making, budgeting, policies and practices of institutions (Women in Management, 2006). Thus gender mainstreaming is fully reflected along with other core priorities, in the mindset of an organisation’s leadership and staff, its values, resource allocations, operating norms and procedures, performance measurements, accountabilities, competencies and its learning and improvement processes. The aim is to develop interventions that overcome barriers preventing women and men from having equal access to the resources and services they need to improve their livelihoods.

2.1 Zambia’s National Water Policies and Gender

Zambia’s water resources are yet to be fully exploited for the benefit of its people in order to enhance their productive ability for improved livelihoods. In order to

achieve this, the government of the republic of Zambia in 1994 formulated the National Water Policy which led to significant changes in the water sector. However, in view of the new challenges and modern approaches that have evolved, regarding the management of water resources, the Ministry of Energy and Water Development in consultation with other stakeholders undertook a revision of the National Water Policy (MEWD, 1994) in order to provide a comprehensive framework for sustainable development, management and utilisation of the water resources. The revised National Water Policy embraces modern principles of water resources management.

According to the National Water Policy (MEWD, 2010), the management and development of water resources from the lowest to the highest level require effective participation by both genders. In order to achieve this, the following measures are to be implemented:

- i. Accelerate the representation of women at all levels in all spheres of water resources management.
- ii. Gender mainstreaming in water sector programmes will be articulated with full involvement of women in the development and implementation of the water policy.
- iii. Appropriate and gender sensitive technology shall be introduced.
- iv. Ensure gender balance by defining the key roles women, men and children so that there is no gender discrimination in the ownership and management of the various water schemes operated by communities.

2.2 Zambia's National Gender Policy – 2000

With regard to water related issues, the National Gender Policy stresses water supply and sanitation functions rather than management or development of the resource. The policy states that in order to resolve problems pertaining to the provision of safe and clean water and good sanitation, which affect women more than men, government will:

- i. Promote and encourage the involvement of women in the decision making process in the provision of safe and clean water and improvement of sanitation facilities.

- ii. Encourage partnership between men and women in the provision of water and sanitation
- iii. Devise a mechanism to ensure that water and sanitation facilities companies provide affordable accessible clean water through a regulator
- iv. Establish investment mechanisms to ensure that water reticulation systems take into account issues of hygiene to prevent water-borne diseases.
- v. Promote and mount awareness campaigns through the media and other means of information dissemination on the importance of hygiene at household and community levels in urban, peri-urban and rural areas, and
- vi. Ensure use of gender friendly technology in water supply and sanitation to all members of the community especially persons with disability.

In view of the lack of attention to the internal institutional arrangement of water resource management institutions, it is necessary for the MEWD to devise an internal gender policy that will address the issue of balancing the genders in management as we work towards the implementation of IWRM.

2.3 Institutional Arrangement and Gender

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

In the IWRM/WE Implementation Plans, it is realised that although issues of gender play a crucial role in water resources management, the major challenge in the water resources management sub-sector is to build capacity, understanding and implementation of gender considerations so that programmes put in place reduce inequalities and enable integration of the knowledge of both genders thus increasing their sustainability (ZWP-MEWD, 2008).

An organisation's structure, policies and culture, govern the kinds of programmes that it is capable of producing. It is logically impossible for an organisation consistently to produce projects and results that are at variance with its own internal practices and culture. A gender mainstreaming strategy is likely to require considerable internal scrutiny and strong alliances between these, collectively to gain greater influence and control over the determinants of politics or economics and the quality of life in the community (Masgovongwe et. al 2010).

2.4 Definition of Terms as used in this Study

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

Gender describes the characteristics that a society or culture delineates as masculine or feminine.

Sex refers to biological differences; chromosomes, hormonal profiles, internal and external sex organs.

So while your sex as male or female is a biological fact that is the same in any culture, what that sex means in terms of your gender role as a 'man' or a 'woman' in society can be quite different cross culturally.



Gender Equity is the process of being fair to women and men. To ensure fairness, strategies and measures must often be available to compensate for women's historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity leads to equality.

Gender Equality requires equal enjoyment by women and men of socially-valued goods, opportunities, resources and rewards. Where gender inequality exists, it is generally women who are excluded or disadvantaged in relation to decision-making and access to economic and social resources.

Therefore a critical aspect of promoting gender equality is the empowerment of women, with a focus on identifying and redressing power imbalances and giving women more autonomy to manage their own lives. Gender equality does not mean that men and women become the same; only that access to opportunities and life changes is neither dependent on, nor constrained by, their sex. Achieving gender equality requires women's empowerment to ensure that decision-making at private and public levels, and access to resources are no longer weighted in men's favour, so that both women and men can fully participate as equal partners in productive and reproductive life.

2.5 Conceptual Framework as used in this Study

This study is guided by the 'Gender and Development' (GAD) approach. This is an analytical approach which considers both women's and men's roles and responsibilities within the community and their relationship to each other. Since 1993, GAD has aimed to promote, inspire and support development policy and practice which furthers the goal of equality between women and men. The shift from Women in Development (WID) to GAD took place in the context of deteriorating economies in the North and increasing indebtedness in the South promoted by the financial institutions with their emphasis on economic liberalisation, market led growth, the rolling back of the state and cuts in public expenditure. A corresponding shift took place in relation to women whose multiple roles in society were increasingly recognised by development agencies. Therefore, the aim of GAD is sustainable reshaping of the power variables, in equal participation of men and women in decision-making positions (Moser 1993).

CHAPTER 3

3.0 Methodology and Analysis of Data

This chapter presents the methodology and analysis of data. This consists the sample size and sampling procedure, methods and techniques of data collection and data analysis.

3.1 Sample Size and Sampling Procedure

The sample size was 30 employees of the Department of Water Affairs. The sampling frame is the total number employees in the department which was found to be 261. These were further broken down into four categories, namely management, administrative, technical and support staff. The four were the basis for stratified sampling and within these strata; purposive sampling was employed in order to have gender balance among the respondents.

3.2 Methods and Techniques of Data Collection

Data needs were met through the Human Resource records from MEWD, Human Resource Department. A questionnaire was administered to the MEWD/HRD (Appendix I) whilst another questionnaire (Appendix II) was administered to a given sample of employees in order to assess their attitudes and perceptions towards gender as well as to assess their level of awareness. The details of the respondents to Appendix II are broken down as illustrated in Table 3.0, 3.1, 3.2, 3.3 and 3.4.

Table 3.0: Age of Respondents

Age (Years)	Percentage of Respondents
20 - 30	29
31 - 40	43
41 - 55	29

Table 3.1: Sex of Respondents

Sex	Percentage of Respondents
Male	65
Female	35

Table 3.2: Type of job

Job Category	Percentage of Respondents
Management	26
Administrative	27
Technical	27
Support	20

Table 3.3: Number of years of Service

Number of years of service	% Respondents
1 – 5 years	57 %
6 – 10 years	14 %
11 – 15 years	14%
> 16 years	14%

Table 3.4: Level of Education

Level of Education	% of Respondents
College Certificate	36.7%
Diploma	36.7%
Degree	23.3%
Post Graduate	3.3%

3.3 Data Analysis

The Gender Policy (GIDD, 2000) and the National Water Policy (MEWD, 2010) were the main policy documents and they were analysed to determine implications for gender in the water resources management sub-sector.

Data was collected, organized, examined and reviewed using quantitative and qualitative analyses. Quantitative data was coded and percentage tables and figures were done. Qualitative data was analyzed using analytical comparison. A method of agreement and differences forms the basis for analytical comparison. The researcher first compared responses of each respondent against other respondents, and second, he compared the primary data against existing policies and literature review. Similarities and differences between the collected data and theory were at the core of qualitative data analysis.

CHAPTER 4

4.1 Presentation and Discussion of Results

This chapter presents the findings of the study and discusses some of the challenges and prospects for gender mainstreaming in the MEWD/DWA. As custodians of the water resource in terms of management, planning and policy formulation, the composition of its human resource in terms of gender is important.

4.1 Policy and Action Plans

It was found that the Ministry has no internal gender policy but strongly relies on the Gender Policy (2000) which is housed in the Gender in Development Division, a different institution altogether. This poses a challenge as it lacks attention to the internal institutional arrangement of water resource management institutions. The gender policy also emphasises the water supply and sanitation functions rather than water resource development and management. It therefore fails to address the importance of gender in the water resources management sub-sector.

The newly adopted National Water Policy (MEWD, 2010) is a tremendous improvement on the subsequent water policy of 1994 with regard to attention to cross-cutting issues such as Gender, HIV/AIDS and Climate Change. In the new policy, it is recognised that the management and development of water resources from the lowest to the highest level require effective participation by both genders. This is to be done by implementing the following:

- Accelerate the representation of women at all levels in all spheres of water resources management.
- Gender mainstreaming in water sector programmes will be articulated with full involvement of women in the development and implementation of the water policy.
- Appropriate and gender sensitive technology shall be introduced.
- Ensure gender balance by defining the key roles women, men and children so that there is no gender discrimination in the ownership and management of the various water schemes operated by communities.

4.2 Gender Practice in the Ministry

It was found that the Ministry has only one gender focal point person whose duties were unclear. Although the Ministry is present in its work countrywide, it was found that the gender focal point person is only based at the Ministry Headquarters in Lusaka.

In terms of resources, gender is allocated very limited resources if any at all. According to the Human Resources Department, there is usually only a small allocation to gender from the Gender in Development Division which is usually used for 'Women's Day' activities. This means that there is no funding for capacity building on gender and gender actions on the ground targeted at improving gender awareness in the Ministry.

4.3 Is the Ministry an Equal Opportunity Employer?

According to some officials interviewed at MEWD/HRD, the Ministry gives equal opportunity in terms of appointment at first entry into the system. This is usually based on the individual's qualification and not their gender. However, one of the challenges of gender mainstreaming is that women that are already married when posted or transferred to different locations from their spouses usually decline these opportunities therefore increasing chances of having more men than women in the department.

The equal opportunity policies of the Ministry also cover issues of training, promotion and other incentives whereby women are encouraged to participate.

4.4 Staffing Statistics in the DWA

In this study, the staff of the Department of Water Affairs were categorised into four (4) major groups of employees, namely:

- a. **Management/Core functions staff** – those that are involved in decision-making or support decision-making (carrying out functions of planning, organising and leading).
- b. **Administrative staff** – those that support the day-to-day running of the Department to function in an orderly manner e.g. Human resource personnel, typists/secretaries, registry staff etc.

- c. **Technical staff**– directly involved in technical work on the ground e.g. Drillers, hydrological/learner technicians, laboratory technicians etc.
- d. **Support staff** – those not directly involved in water resources functions but render support to these functions e.g. mechanics

The composition of women and men in the DWA, in accordance with the Human Resource records, indicate that only 20.6% of the total number of staff is composed of women (Figure 4.0).

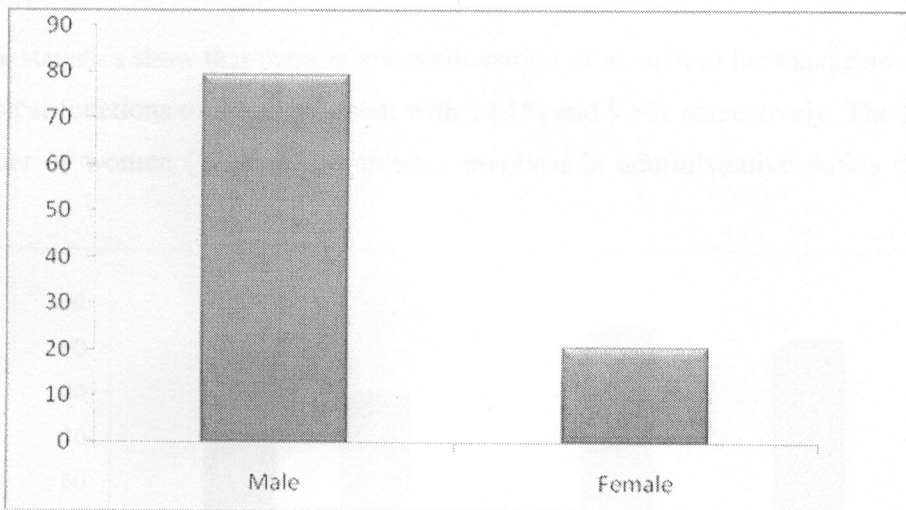


Figure 4.0: Number of male and female employees in the Department of Water Affairs, MEWD

These are distributed as indicated in Figure 4.1.

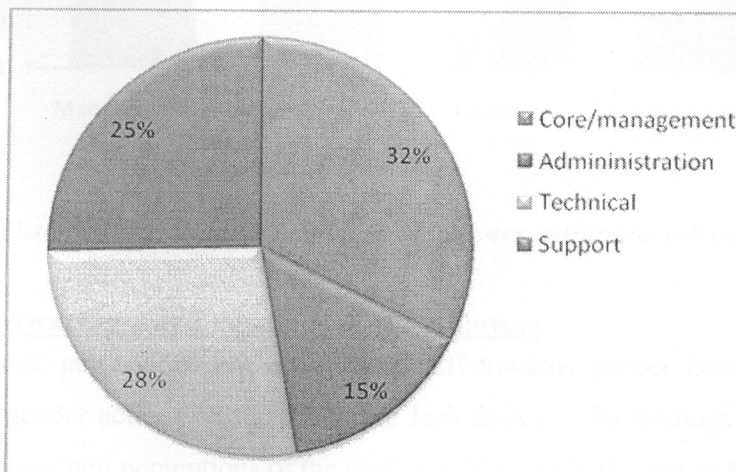


Figure 4.1: Distribution of male and female employees in the DWA/MEWD according to job type

Within these categories of jobs, men and women are distributed as in Table 4.0.

Table 4.0: Distribution of Male and female employees by Job Category

	Management	Administrative	Technical	Support
Male	85.9%	23.1%	90.1%	92.4%
Female	14.1%	76.9%	9.9%	7.6%
Total	100	100	100	100

These statistics show that there is low participation of women in the management and technical functions of the department with 14.1% and 9.9% respectively. The largest number of women (76.9%) is, however, involved in administrative duties (Figure 4.2).

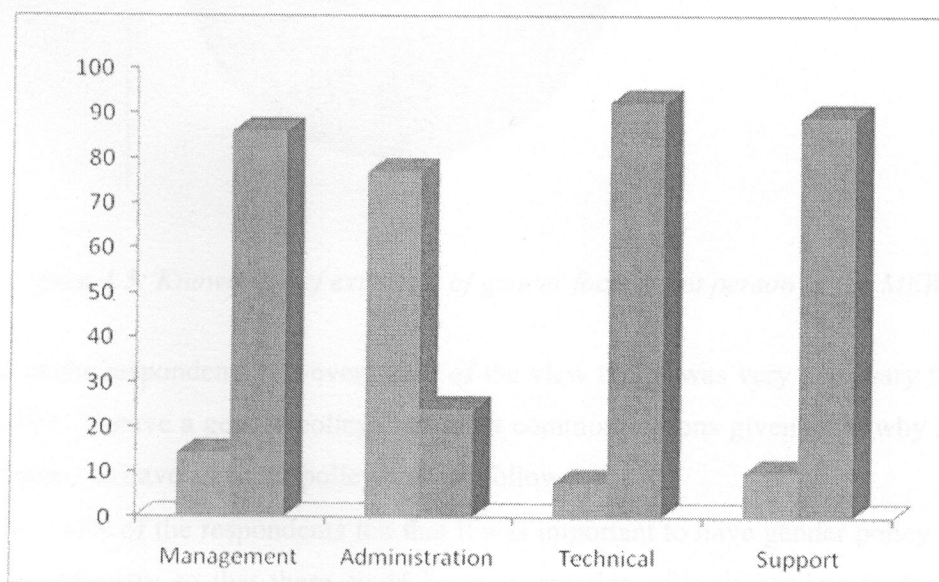


Figure 4.2: Distribution of Male and female employees within the job categories.

4.5 Gender Awareness and Perceptions of Employees

The awareness, perceptions and attitude of staff towards gender issues can be an indicator of gender actions on the ground or lack thereof. The findings of this study on the awareness and perceptions of the staff of DWA/MEWD were as follows:

4.5.1 Awareness of Policy and Action Plans

In this study it was discovered that very few employees are aware of any gender action being undertaken by the Ministry in terms of deliberate policies that promote

gender equity. Only 10% of the respondents said that they had some knowledge of gender action in the Ministry whilst the larger number of respondents (90%) was not aware.

Most of the respondents (96.7%) were not aware of a gender unit/focal point person in the Ministry, whilst only 3.3% had knowledge of an existing gender focal point person.

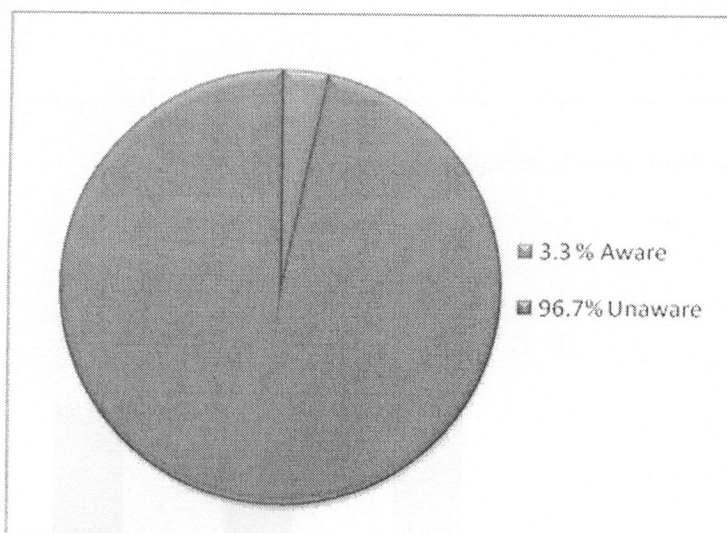


Figure 4.3: Knowledge of existence of gender focal point person in the MEWD

All of the respondents however, were of the view that it was very necessary for the Ministry to have a gender policy. The most common reasons given as to why it was necessary to have a gender policy were as follows:

- 30% of the respondents felt that it was important to have gender policy in the Ministry so that there could be representation of both genders in decision-making.
- 44% felt that a gender policy would ensure gender equality and equal opportunities for both men and women.
- 36% were of the view that a gender policy would help to promote fairness and equality in resource accessibility by both male and female.

4.5.2 Staff Perception of the Ministry as an Employer

The majority of the respondents, that is 90%, were of the view that the ministry is an equal opportunity employer as opposed to only 10% who did not share this view but rather thought that the Ministry was biased towards men. However, according the

MEWD/HRD, the selection criteria for employment in the Ministry is based only on one's educational qualifications. Gender is therefore not a barrier to recruitment or first appointment since both sexes are given equal opportunity. Furthermore, a large number of respondents (57.3%) rated senior management's attitude towards gender issues as being negative. However, 28.5% said that senior management had a good attitude towards gender issues whilst 14.2% rated them as being fair (Figure 4.4).

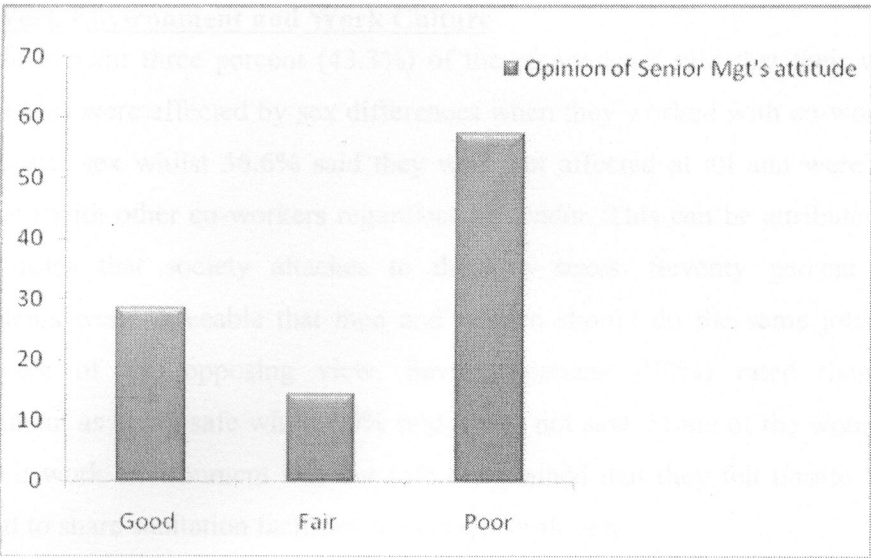


Figure 4.4: Respondents' opinion of Senior Management's attitude towards Gender Issues

4.5.3 Sensitivity to Gender in Job Descriptions

It was strongly felt by 86.6% of the respondents that job descriptions are not gender sensitive. It was cited that women are often disadvantaged when they are required to operate heavy equipment or other intense physical work e.g. borehole drilling or dam construction. It was also cited that women in the more technical types of jobs (e.g. drillers, learner technicians, and engineering assistants) usually felt the need to prove themselves more in order to be accepted as professionals who are capable of carrying out their duties.

4.5.4 Perceived Effect of Gender on Opportunities (Promotion, Training)

Many of the respondents, that is, 86.6%, were of the view that one's sex had an impact on their opportunities to gain promotions, training, secondment etc in the Ministry whilst 13.3 % felt that one's gender had no impact on these opportunities.

Another 56.6% of the respondents felt that men had the advantage over women as they were more likely to be given these opportunities for various reasons. It was generally perceived by these respondents that the male employees in the Ministry had better qualifications, were more hardworking and had good relationships with senior management. However, 43% of the respondents had the view that women had better opportunities in recent years as the Ministry was trying to promote gender equality by encouraging increased participation of women at all levels.

4.5.5 Work Environment and Work Culture

Forty-three point three percent (43.3%) of the respondents said that their working relationships were affected by sex differences when they worked with co-workers of the opposite sex whilst 56.6% said they were not affected at all and were able to work well with other co-workers regardless of gender. This can be attributed to the gender roles that society attaches to the two sexes. Seventy percent of the respondents were agreeable that men and women should do the same jobs whilst 30% were of the opposing view. Seventy percent (70%) rated their work environment as being safe whilst 30% said it was not safe. Some of the women who said their work environment was not safe complained that they felt unsafe because they had to share sanitation facilities with male employees.

4.6 Challenges of Gender mainstreaming in the Ministry

In the study, the following challenges to gender mainstreaming were identified:

- i. Limited capacity for gender analysis as not all staff dealing with human resources has prior training in gender analysis.
- ii. Resistance to new concepts and ways of working as some staff members may not see gender mainstreaming as their responsibility or may feel that introducing gender detracts from the main programme.
- iii. Information and knowledge gap – efforts to promote gender equality have been constrained by lack of adequate information on sex disaggregated data.
- iv. Policy development and planning is sometimes gender blind and this makes it difficult to identify and address the challenges related to gender inequality.

CHAPTER 5

5.0 Conclusion and Recommendations

5.1 Conclusion

The study revealed that although there is some attention to gender mainstreaming in the ministry, there is lack of commitment in terms of written policy on how this is to be done. There is neither a clear strategy nor are there set benchmarks as to how progress is to be monitored. The study also revealed that the employees of the department generally were not exposed to gender sensitive practice in the workplace. Gender mainstreaming should be fully reflected along with other core priorities, in the mindset of the Ministry's leadership and staff, its values, resource allocations, operating norms and procedures, performance measurements, accountabilities, competencies and its learning and improvement processes. The aim is to develop interventions that overcome barriers preventing women and men from having equal access to the resources and services they need to improve their livelihoods.

5.2 Recommendations

In order for the Ministry to contribute substantively to equality it should have the following strategies in place.

- a. A **clear policy on its commitment to gender equality** supported by a proactive drive of management and expressed in a written policy, mission statement, objectives and values.
- b. There should be **full and active participation of women** as stakeholders in the Ministry. Ongoing consultations with women as well as men, to identify their priorities, success stories, lessons learnt and mechanisms is crucial if gender mainstreaming is to be successful.
- c. The Ministry should have a **central gender mainstreaming unit or committee with policy responsibility** and a mandate to guide the overall gender mainstreaming process. This should be manned by a gender expert who will support the incorporation of gender issues into their programmes. The gender mainstreaming unit should be responsible for:
 - Internal tracking and monitoring to ensure that strategic milestones are being reached.

- Monitoring staff recruitment and promotion to make sure women are not disadvantaged.
 - Ensuring women are represented at all different levels of the organisation
- d. The Ministry should ensure that there is **gender-sensitive budgeting** which will incorporate the concerns of both men and women. Gender budgeting will ensure allocation of resources to develop knowledge of gender issues and implement policies containing a gender perspective.
- e. **Capacity building** to build gender mainstreaming competence is important. This may mean hiring specialists from diverse sectors to conduct training on gender mainstreaming.
- f. **Gender-related objectives and indicators** should be included in individual work plans and job descriptions should be gender sensitive.

References

- Beyond inequalities: Women in Zambia (2005), Women in Development Southern Africa Awareness, Lusaka, Zambia
- FAO (1997), Gender: The key to sustainability and food security. SD Dimensions, May 1997 (available at www.fao.org/sd).
- Gender and Water Alliance (GWA) (2003), Gender Perspectives on Policies in the Water Sector, Leicestershire, London, WEDC
- Gender in Development Division (2000), National Gender Policy, Government of the Republic of Zambia, Lusaka
- Government of the Republic of Zambia (2000), Mainstreaming Gender in Water and Sanitation Sector in Zambia, Reform Support Unit (RSU) Working Group on Gender, Lusaka, Zambia
- GRZ, December (2009), National Water Policy, Ministry of Energy and Water Development.
- Institute of Development Studies (1994), Gender Profile of Zambia, Report Commissioned by Department of Foreign Affairs, Ireland. Report No. 29, Institute of Development Studies, Brighton
- Magosvongwe R, Gasva D, Kashora .P and Chikwiri .E (2010), Addressing Gender UNDisparity and Fostering Equity in University Education, Women's University in Africa Education Services Centre
- Ministry of Energy and Water Development (1994), National Water Policy, Government of the Republic of Zambia
- Moser A. (1993), Men and Women in Perspective; Practice, Power and Identity, Hemel Hempstead, Harvester Wheatsheaf
- Mulenga .M, Manase .G and Fawcett B (2002), An Analysis of Sanitation Policies in Southern Africa, The Case of Sanitation Policies in South Africa, Zambia and Zimbabwe, WEDC, Pretoria.
- UNDP (2005), Gender Mainstreaming, What it is, How to do it, A Resource kit, UNDP, Washington D.C
- WRAP-MEWD (2003), Gender issues in Water Resources Management. Lusaka, Zambia.
- Zambia Water Partnership-MEWD (2008), IWRM/WE Implementation Plans, Main Report 2007-2030 vol 1, Lusaka, Ministry of Energy and Water development



Appendixes

Appendix I: Questionnaire for MEWD/HRD

Note

* Represents the answer chosen by the Respondent.

A. POLICY AND ACTION PLANS

1. Is there a Gender policy in the Ministry?
a. Yes b. No*
-There is no localised gender policy but gender actions are based on the gender policy by GIDD, 2000.
2. If yes, when was it developed and who was involved?
Year _____
Stakeholders: _____

3. Does it use sex disaggregated data?
a. Yes b. No*
4. Is its implementation being monitored?
a. Yes b. No*

B. HUMAN RESOURCES

5. Is there a designated gender unit/focal person?
a. Yes* b. No
6. What do they do?
Coordinate women's day activities and other issues affecting women.

7. With what resources?

Source: GIDD

List Resources: Financial

8. Are other staff members gender aware?
a. Yes b. No*
9. Is sensitivity to gender included in job descriptions and assessed at job evaluations?
a. Yes b. No*

FINANCIAL/TIME RESOURCES

10. Is there funding for capacity building on gender?
a. Yes b. No*
11. Is there funding for gender actions on the ground?
a. Yes b. No*

SYSTEMS PROCEDURES AND TOOLS

12. Is attention to gender included in routine systems and procedures?
(Information systems, appraisals, planning and monitoring)?
a. Yes b. No*
13. Have staff been issued with guidelines on gender mainstreaming?
a. Yes b. No*

WORK CULTURE

Staffing statistics

14. What are the numbers of men and women at each level in the organisation and according to roles and sectors?

Level	Number of Employees	
	Male	Female
a. Management	<u>73</u>	<u>12</u>
b. Technical	<u>64</u>	<u>07</u>
c. Administrative	<u>09</u>	<u>30</u>
d. Auxiliary/ Support Staff	<u>61</u>	<u>05</u>
e. Other (Specify)	<u>N/A</u>	

Policy and Actions

15. Does the organisation have equal opportunity policies?
a. Yes* b. No
16. If yes, what does the policy cover? (Tick the appropriate or applicable)
a. training*
b. promotion*
c. personal emoluments*
d. allowances*
e. other
(specify) _____
17. If yes to Q 15, how is the policy promoted and implemented? (Briefly explain)
Through information dissemination to all staff about the opportunities available. All are given equal opportunity regardless of gender or sex.
18. What are some of the challenges of mainstreaming gender in the Ministry?
(Kindly tick the appropriate or applicable)
a. Lack of skilled personnel of the female sex*
b. Low levels of education for women in technical fields*
c. Lack of consideration by Senior members of staff*
d. Poor attitude among staff*
e. Lack of training in gender by human resource staff*

Appendix II: Questionnaire for Employees of the DWA

Section A: Personal Information

1. Age:

- A 20—30 Years
- B 31---40 Years
- C 41---50 Years
- D Above 50 Years

2. Gender:

- A Female B Male

3. Type of job:

- A. Administrative
- B. Technical
- C. Other: Specify _____

4. Highest level of Education:

- A Primary level
- B School Certificate
- C College Certificate
- D Diploma
- E Degree
- F Post-Graduate

5. Number of years of service in the Ministry/Department

- A. 1 – 5 years
- B. 6 – 10 years
- C. 11 – 15 years
- D. 16 – 25 years

Section B: Awareness of Policy and Action Plans

6. Are you aware of any existing policy on gender in the Ministry or Department?

- A. Yes B. No

7. If yes, would you say it is being implemented?

- A. Yes B. No

8. Do you think it is necessary for the Ministry or the Department to have a policy on gender issues?

- A. Yes B. No

9. Kindly give a brief reason for your answer to Q8.

10. Do you think the Ministry is an equal opportunity employer?

A. Yes B. No

11. If your answer to Q 10 is 'No', give a reason for your answer.

11. How would you rate Senior Management's attitude towards gender issues?

A. Poor B. Fair C. Good.

12. Are you aware of a gender unit or gender focal point person in the department or ministry?

A. Yes B. No

13. If yes, how would you rate their effectiveness in ensuring that both women and men's interests and views are incorporated in decision-making?

A. Low
B. Moderate
C. High

14. Do you think sensitivity to gender is considered in your job description?

A. Yes B. No

15. If No, which of the genders do you think is disadvantaged?

A. Male B. Female

16. Does one's gender affect opportunities such as promotion, study, workshops etc. in the department?

A. Yes B. No

17. If yes, which of the two genders is favoured?

A. Male B. Female

18. Why do you think this particular gender is favoured?

A. They are more qualified
B. More hardworking
C. They have good relations with senior management staff

Section C: Work Culture

19. Does gender affect your working relationship with other co-workers of opposite gender?
A. Yes B. No
20. Do you think your working environment is safe for both men and women? (E.g. transport, toilets and flexibility of working hours)
A. Yes B. No
21. Do you think male and female staff should do the same technical jobs?
A. Yes B. No
22. Is punctuality usually observed by both women and men in the department?
A. Yes B. No
23. If not, which of the genders reports late for work (according to your own observation)?
A. Male B. Female C. Both
24. Is there fairness in the way disciplinary action is applied to all workers?
A. Yes B. No
25. If not, which of the genders would you say is favoured?
A. Male B. Female