

**GENDER MAINSTREAMING IN SELECTED NON-GOVERNMENTAL
ORGANISATIONS IN LUSAKA**

**By
Njavwa Chilufya-Nkandu**

**A Dissertation Submitted in Partial Fulfillment
of the Requirements of the Degree of
Master of Arts in Gender Studies**

**THE UNIVERSITY OF ZAMBIA
LUSAKA
2012**

I, Njavwa Chilufya-Nkandu, declare that this dissertation:

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APPROVAL

This dissertation of Njavwa Chilufya-Nkandu has been approved as partial fulfilment of the requirements for the award of Master of Arts in Gender Studies by the University of Zambia.

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ABSTRACT

Against a background of Non-Governmental Organisations (NGOs) promoting gender equality as a key component for addressing poverty and enhancing human development, this study presents findings on the extent to which selected NGOs in Lusaka have mainstreamed gender. The purpose of the study was to investigate how NGOs had mainstreamed gender through policy formulation, programme implementation, monitoring and evaluation.

Fifteen organisations were selected through a non-probability sampling technique from a population sample of twenty two organisations registered as members of the Non-Governmental Organisation Coordinating Committee, for the period 2008-2009. Questionnaires were administered to Programme Officers and in-depth interviews conducted for Programme Managers. Secondary data was collected to compliment the primary data through the review of organisations' strategic documents. Data was coded and analysed based on emerging trends, whilst recorded responses were manually transcribed, using grid analysis to capture respondents' verbatim.

The findings of the study revealed that despite the efforts by NGOs to address gender inequality, gender mainstreaming has been effectively implemented. This is largely attributed to the approach taken by the organisations to focus mainly on women as beneficiaries, at the expense of men. There is an absence of gender analysis to inform policies and programmes. Most organisations have not prioritised gender policies and development of indicators to monitor the outcome of their interventions. Mechanisms for gender accountability are not in place, as evidenced in the absence of gender focal persons. Resource allocation for gender mainstreaming activities is very low. The capacity of NGOs to effectively mainstream gender is also hampered by the lack of leadership at national level to drive the agenda for a coordinated mechanism.

To a considerable extent, Non-Governmental Organisations have displayed a willingness to bridge the gap between women and men resulting from the adoption of the Beijing Platform of Action in the 1990s, however gender mainstreaming within the organisations still requires more efforts.

To my husband Nkandu Nkandu whose love and support enabled me to achieve my goal. And to my son Kachimfya Wanjivwa Nkandu whose presence in my life gave me the impetus to finish what I had started.

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ACRONYMS

CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSPR	Civil Society for Poverty Reduction
EU	European Union
FAWEZA	Forum for African Women Educationalist of Zambia
FNDP	Fifth National Development Plan
GCF	Gender Consultative Forum
GIDD	Gender in Development Division
GFPs	Gender Focal Persons
INGOs	International Non-Governmental Organisations
MDGs	Millennium Development Goals
NCDP	National Commission for Development Planning
NGOs	Non-Governmental Organisations
NGOCC	Non-Governmental Organisations Coordinating Committee
NLACW	National Legal Aid Clinic for Women
PRSP	Poverty Reduction Strategy Paper
SADC	Southern African Development Community
SAGs	Sector Advisory Groups
SIDA	Swedish International Development Agency
SNDP	Sixth National Development Plan
SPANGP	Strategic Plan of Action for the National Gender Policy
WIDD	Women in Development Department
WILDAF	Women in Law and Development in Africa

WILSA	Women in Law and Development in Southern Africa
UN	United Nations
UNDP	United Nations Development Programme
UNCTD	United Nations Conference on Trade and Development
ZARD	Zambia Association for Research and Development
ZNAN	Zambia National Aids Network
ZNWL	Zambia National Women’s Lobby

CHAPTER ONE

1.0 OPERATIONAL DEFINITIONS

For purposes of this research, the following working definitions will be used:

1.1 Gender

The term gender refers “to the social construction of female and male identity. It can be defined as more than biological differences between men and women. It includes the ways in which those differences, whether real or perceived, have been valued, used and relied upon to classify women and men, and to assign roles and expectations to them” (www.gdrc.org).

1.1.2 Mainstreaming

Mainstreaming is a process that aims to achieve a goal (www.scvo.org.uk). Mainstreaming brings consideration of equality issues right into the core of all policy work, so that it is central to all activities, at the point of planning, implementation and evaluation. According to the Oxford Advanced Learner’s Dictionary, “the mainstream is a set of ideas and opinions that are thought to be normal because they are shared by most people; the people whose ideas and opinions are most accepted (Oxford Advanced Learner’s Dictionary, 2005).

1.1.3 Gender Mainstreaming

The SADC Declaration on Gender and Development defines gender mainstreaming as “the process of identifying gender gaps and making women’s, men’s, girls’ and boys’ concerns and experiences integral in the design, implementation, monitoring and evaluation of policies and programmes so that they benefit equally” (SADC Declaration on Gender and Development, 2008). It is also the reorganisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies and at all levels, by the actors normally involved in policy-making (www.coe.int).

Gender mainstreaming on the other hand is not “about adding a woman’s component or even a gender equality component into the existing activity, however, the goal of gender mainstreaming is to transform unequal social and institutional structures” (www.ilo.org).

1.1.4 Non-Governmental Organisations

This refers to a legally constituted, non-business organisation which is independent from the direct control of any Government, created by natural or legal persons with no participation or representation of any Government and is not constituted as a political party (Willetts, 2001).

1.2 INTRODUCTION

The concept of gender mainstreaming was established as a global strategy for the promotion of gender equality at the Fourth World Conference on Women held in Beijing in 1995. The Conference reinforced the various efforts undertaken previously in the promotion of gender equality (United Nations Conference on Trade and Development, 2008, Mehra & Gupta 2006). A major outcome of the conference was a call for the effective implementation of the Beijing Platform for Action, and to ensure that the work for the advancement of women is promoted by the adoption of visible policies of mainstreaming a gender perspective in all development programmes (United Nations, 1996).

Lessons learned from implementation of special projects for women in the 1970s and 1980s illustrated that, while such activities were essential for women’s empowerment, they could not bring about the required changes in equality between women and men. Activities focused exclusively on women tended to be marginalised and did not always increase women’s access to critical resources and decision-making processes. The integration strategy of the 1980s attempted to address these shortcomings by incorporating women’s perspectives into project design and implementation. However women’s perspectives’ were usually perceived as additional components or ‘add-ons’ and were incorporated too late in processes to have any real impact. The attention to women often came after major decisions on policies, strategies and resource allocations had already been made.

Awareness of these fundamental constraints led to the development of the gender mainstreaming strategy in the early 1990s. There was a shift from attempting to ‘integrate’ women into the existing development agenda to changing or transforming the agenda, so that it adequately responded to the priorities, needs and contributions of both women and men. The

term ‘gender mainstreaming’ came from the objective to bring gender perspectives into the centre of attention or the mainstream of policy and programme development. The strategy was endorsed by Member States of the United Nations in the Beijing Platform for Action in 1995 (Hannan 2008).

Gender mainstreaming can be applied to any development sector due to the existing inequalities between men and women. In most instances, men predominate in positions of political and economic power, as well as in the family set up, whilst women are often sidelined to voluntary and facilitation positions. In order to attain gender equality, it is important to take note of the different gender dynamics in all spheres of society. Gender mainstreaming is the central strategy for advancing gender equality and equity. It refers to the consistent use of a gender perspective at all stages of the development and implementation of policies, plans, programmes and projects (SAFAIDS-Mainstreaming Gender in HIV and AIDS Programming).

Over the last three decades, promotion of gender equality has been recognised as key component for addressing poverty and enhancing human development. Many Governments and development organisations alike have adopted gender mainstreaming as a strategy for addressing the root causes of gender inequality ‘which can be found in the social structures, institutions, values and beliefs which create and perpetuate women’s subordination’ (United Nations Development Programme 2006).

A number of international instruments have been developed and translated into action by some Governments, whilst some Non-Governmental Organisations (NGOs) have continued to advocate for the adoption of these instruments, in a bid to reduce gender imbalances. National governments have also not been left out in the call to promote gender equality. Many countries have subscribed to the view that gender equality is a fundamental human right and have signed the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Beijing Declaration and the Declaration on the Millennium Development Goals (Holvoet 2007). The inclusion of the Millennium Development Goal (MDG) on gender equality and the empowerment of women, has re-established the need for commitment in promoting gender equality through mainstreaming, in accordance with the Beijing Declaration (Mehra & Gupta, 2006).

The rationale for gender mainstreaming is the recognition that policies impact men and women differently and hence the need to ensure that specific needs for both men and women are taken into consideration during policy formulation, implementation, monitoring and evaluation (Tanzania Gender Network Programme, 2006). Gender mainstreaming cuts across various

sectors and therefore necessitates the involvement of Governments, NGOs, and the Private sector. In Zambia, NGOs have been instrumental in the promotion of gender equality by engaging in developmental activities that address gender imbalances and through advocacy for gender sensitive policies. Their advocacy has been based on the premise that achieving gender equality through mainstreaming is a prerequisite for effective outcomes of programmes and activities (www.un.org).

1.2.1 NGOs as Advocates of Gender Equality

NGOs often play a key role in informing and educating the public on global and national commitments. NGOs are both a source of knowledge and expertise and are potential partners in the development process (www.itu.int). NGOs have a reputation of contributing to the translation of development plans such as the MDGs, into concrete gains for people at the local level and in bringing local concerns to the attention of decision-makers (www.unis.unvienna.org, Sweden MDG Report 2004).

Traditionally, NGOs were known for their ability to do effective development work at the micro level, but they were increasingly challenged by the negative impact of the macro level policies on their work, and by pressure to replicate and expand on their successes (Canadian Council for International Cooperation, 1991). By becoming increasingly critical of development trends and their impact on the lives of ordinary citizens, NGOs have claimed an identity as challengers of oppression and injustice by local Governments (Towen, 1993) and have engaged in policy formulation discussions, representing grass root communities. Slowly, NGOs have begun to address gender and development and to challenge and transform all oppressive relationships of man over woman at personal and societal levels (Ibid).

From the membership of women’s organisations, it can be concluded that interest in efforts to increase equality between men and women is unabated. By organising lobbies on subjects they consider important, NGOs help to shape policy, as they also maintain contact with members of parliament, who have instruments of power at their disposal to assess policy on gender mainstreaming and women’s development (www.oecd.org). NGOs are known to play an important role in supporting women to challenge customs, ideas and beliefs which perpetuate unequal gender relations (Porter & Sweetman, 2005). The role of NGOs is essential in promoting gender equality through advocacy, which plays an important role in effecting policy change among organisations and individuals, to inform implementation of policies and programmes (Sprechman & Pelton 2001). NGOs pay increasing attention to issues of gender and carry out advocacy and lobbying activities to influence national policy (European Union, 2006).

1.2.2 The Case of Zambian NGOs Promoting Gender Equality

NGOs in Zambia, partner with the Government in the promotion of gender mainstreaming in the development process. The women's movement in Zambia is fairly well organised as exhibited by the establishment of the Non-Governmental Organisations Coordinating Committee (NGOCC), as an umbrella organisation for NGOs addressing gender and development challenges. NGOCC was established in 1985 following the United Nations World Conference on Women in Nairobi. This followed the realisation that the process of empowering women needed concerted efforts. As at 2007, NGOCC had a membership of 87 organisations (NGOCC, 2007).

Members of NGOCC have in their individual capacities endeavoured to promote gender equality through various activities. The Forum for African Women Educationalist of Zambia (FAWEZA) has been active in the promotion of girls' education. FAWEZA advocates for educational policies and programmes, for the advancement of girls, with special attention to science, mathematics and technology (NGOCC, 2008). One output of FAWEZA's lobbying in Zambia has been the re-entry policy for pregnant girls who were previously expelled from school for having fallen pregnant. FAWEZA has also lobbied for the provision of scholarships for girls in both primary and secondary schools, to afford them an equal opportunity to access quality education as their male counterparts (www.ticad.ynu.ac.jp). This is a direct contribution towards the attainment of goal number 3 of the MDGs.

From a legal perspective, the National Legal Aid Clinic for Women (NLACW) has, since its inception in 1992 advanced the cause for women's rights (Zambia Association for Research and Development, 1994). NLACW provides legal aid for women, mainly assisting widows in retaining inheritance rights, whereas, Women in Law and Development in Africa (WILDAF) and Women in Law and Development in Southern Africa (WILSA) have been active in providing legal education for women. They have also undertaken research on different aspects of Zambian Law to reveal the extent to which women are marginalised by the law (Ibid).

The Zambia National Women's Lobby (ZNWL) "seeks to promote the participation of women at all levels of decision making through advocacy, lobbying and capacity building of women, in order to enable them influence decision making on developmental issues" (ZNWL, 2006). As one of its major activities, the organisation has been monitoring the Zambian electoral process from a gender perspective, and subsequently monitoring Government's efforts in implementing the SADC protocol on 30% representation of women in Parliament (Ibid). The target for female representation has since been revised to 50% at a Summit held by SADC member states in 2005 (www.sadc.int). ZNWL has, through its monitoring of the electoral process informed the political

parties and the Government on existing inequalities on women’s representation and also offered recommendations for consideration by other interested stakeholders (ZNWL, 2006).

In recognition of the role that NGOs play in promoting gender, the Government has on many occasions consulted NGOs during the processes leading to the adoption of legislature. This was the approach taken during the formulation of the NGP in 1996 (NGOCC, 2002). NGOs were identified as major stakeholders in the implementation of the SPANGP drawn by GIDD in 2004 (www.sarpn.org.za). Furthermore, representatives of NGOs were asked to participate in the Gender Consultative Forum (GCF), to provide an advisory role in ensuring that policies being implemented are gender sensitive (GIDD, 2004). The Government has continued to consult with NGOs on the amendment of the Intestate Act and recently during the drafting of the Gender based Violence Bill. The Government has also extended an invitation for NGOs to participate in Sector Advisory Groups (SAGs).

In the context of the public sector, the leading role in carrying out gender mainstreaming is largely dependent on the ability of technocrats and the willingness of politicians to define priorities and initiate new policies. Politicians are needed for the promotion of gender equality and are cardinal in the allocation of resources to implement programmes. In the public sector, gender mainstreaming is focused on activities of the central government, which are developed by specialised technocrats. Gender mainstreaming in the public sector is expected to:

- bring about institutional change that ensures the empowerment of both women and men through equal participation in decision-making on issues which affect their lives;
- lead to the analysis of all government policies and practices to examine the differential impact they have on men and women; and
- provide training and capacity building to enhance gender management skills and raise the general level of gender awareness (Commonwealth Secretariat, 2009).

1.3 LEGAL, POLICY AND INSTITUTIONAL FRAMEWORKS IN ZAMBIA

1.3.1 Legal Framework

The legal framework governing efforts to attain gender equality include the following:

- a) ***Constitution*** With regard to the guarantee of human rights against discrimination, the *Zambian Constitution* provides for these rights. Article 49 (1) states that women and men have the right to equal treatment including the right to equal opportunities in cultural, political, economic and social activities (*Draft Constitution of Zambia Bill*, 2010). However, there are contradictions in certain articles which perpetuate inequalities. Article 20 (e) recognizes customary law negates some benefits under statutory law, especially in areas of marriage, divorce, inheritance, devolution of property. This duality of the legal system, based on customary and statutory law creates contradictions in the application of laws that affect women. Therefore, in matters of personal law, the *Zambian Constitution* has defined a power relationship between men and women that disadvantages women with regard to access to and control productive resources and benefits from development process. Gender-based inequalities exist in virtually all spheres of social life (education, training, employment, business enterprise, politics and decision-making at all levels, etc.) (GIDD, 2010).

As an example, under the *Marriage Act*, the legal age of marriage is sixteen, and anyone under twenty one years who is not a widow or widower needs written consent from the father (or parent/guardian). The penal code makes sex with a girl less than sixteen years a crime punishable up to life in prison. However, the *Marriage Act* does not apply to marriage under customary law, where the age of marriage is considered to be ‘maturity’ (which is not defined). In some cases the practice of early marriage sees girls as young as thirteen years being married.

- b) ***Customary Law*** is unwritten and varies according to the 73 ethnic groups; it governs areas of economic and social life. In many instances, customary law operates to the detriment of women because it treats them as minors irrespective of their age or marital status. The dual legal system undermines women’s financial and property rights (Ibid) and legalises discrimination against women (EFZ, 2009).
- c) ***The Anti-Gender Based Violence Bill*** was first drafted in 2006; there has been active engagement with the Bill by NGOs and the Law Association of Zambia. Once enacted, the Bill is expected to provide for the protection of victims of Gender Based Violence (GBV), the establishment of an Anti-GBV Committee with broad ranging representation; and an Anti-GBV Fund. It also provides for

protection orders, provision of shelters, and a National Action Plan on addressing GBV (Draft Anti Gender Based Violence Bill 2010).

Significantly the Bill provides for physical, psychological, social, and economic abuse, though to the disappointment of NGOs it does not recognize marital rape or polygamy. It recognizes a number of actors including police officers, labor inspectors, social workers, counselors, medical practitioners, legal practitioners, nurses, religious leaders, traditional leaders, teachers, employers and others with information. A significant challenge will be the implementation of the law and monitoring of the implementation plan.

d) ***Ratification of International Conventions and Instruments*** Zambia is a signatory to many international conventions and instruments that call for the promotion and advancement of women across all sectors. The conventions include the following:

- the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW),
- the Beijing Platform of Action,
- the Millennium Development Goals,
- the International Covenant on Civil and Political Rights,
- the International Covenant on Economic, Social and Cultural Rights,
- the International Convention Against Torture, and other Cruel Inhuman or Degrading Treatment or Punishment,
- the Convention on the Rights of the Child,
- the African Charter on Human and People's Rights of Women in Africa, and
- the International Labor Organisation Convention on equal pay for work of equal value.

However, Zambia is yet to ratify the SADC Protocol on Gender.

1.3.2 Policy Framework

The policy framework includes:

- a) ***National Gender Policy (NGP)*** at national level the National Gender Policy (2000) is the national strategy for the advancement of women in Zambia. The Gender Policy was formulated in 2000 and is thought to provide a broad framework for promoting gender equality. It seeks to address a wide spectrum of issues relating to gender imbalances in the country. Key among these are: (i) power relations between men and women, and the cultural and traditional practices that systematically subject females to male domination, (ii) the feminisation of poverty, reflected in women's limited access to health services, maternal and child health care, food, safe water and sanitation, social services, employment opportunities, and decision making processes; and (iii) the integration of reproductive health education into the school curriculum to prevent/reduce early pregnancies and HIV and AIDS (Norad, 2009). The policy is operationalised through the Strategic Plan of Action for the National Gender Policy (SPANGP) developed in 2004 (GIDD 2004).
- b) ***Sixth National Development Plan (2011-2015)*** The SNDP has three objectives related to gender: to develop gender responsive policies and legal framework, to enhance the capacity of women to participate in national development and to strengthen institutional capacities for gender mainstreaming. Specifically it commits to:
- mainstreaming gender into policies and legislation and support to the socio-economic empowerment of women;
 - comprehensively integrate, into national policies and programmes, important international and regional conventions and treaties on gender to which Zambia is party namely the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Southern African Development Community (SADC) Protocol on Gender and Development and Millennium Development Goals (MDGs);

- the collection and generation of sex disaggregated data in Ministries Provinces and other Spending Agencies;
- the development of a gender sector monitoring and evaluation system will be a priority.

The SNDP states that “During the Plan period, focus will be placed on enhancing gender responsive programming and budgeting in Agriculture, Commerce, Trade and Industry Energy, Governance and Social Protection. In addition, the Government, will create an enabling environment which encourages the participation of the civil society organisations, the private sector and cooperating partners in implementation of the gender mainstreaming strategy” (Zero Draft SNDP 2011-2015).

1.3.3 Institutional Framework

In 2000, Zambia adopted the NGP and from it structured an institutional framework for gender mainstreaming from the national headquarters to the district level so as to ensure effective implementation, co-ordination, monitoring and evaluation of gender mainstreaming activities at all levels of the sectors. The institutional framework constitutes the following bodies:

a) *The Office of the Minister of Women and Gender in Development*

The office of the Minister was established in 2006 and provides political leadership and policy guidance on gender mainstreaming in national development. The rationale behind setting up the Ministry was to have someone assist the President in making decisions from a gender perspective and represents GIDD at Cabinet. The presence of a Cabinet Minister ensures that the decisions passed by Cabinet take into account gender as a cross-cutting issue (Ibid).

b) *The Parliamentary Committee on Legal Affairs, Human Rights, Governance and Gender*

This committee is one of the portfolio committees under the Zambian National Assembly. The Parliamentary Committee was established to provide oversight and accountability for gender mainstreaming within the public sector. Within Parliament, a Zambia Women’s Parliamentary Caucus undertakes advocacy on gender and women’s issues in the Parliament and makes effort to ensure that gender issues are incorporated in parliamentary procedures and ensures representation of women in all spheres of political decision making (GIDD 2010).

c) *Gender Consultative Forum*

A Gender Consultative Forum comprising major stakeholders and serviced by GIDD was set up in 2003 with the following terms of reference: a) to advise GIDD on emerging gender issues; b) ensure that policies being implemented are gender sensitive; and c) advise on any other issues connected or incidental to gender and development.

d) *The Sector Advisory Group on Gender*

The Fifth National Development Plan (FNDP) provided for the Gender Sector Advisory Group (G-SAG) to 'play an important role in ensuring the effective and efficient implementation and monitoring of the FNDP. The G-SAG was intended to review the implementation of the FNDP from a gender perspective and to provide guidance as required every quarter' (FNDP 2006-2010). The G-SAG provides an opportunity for key stakeholders that are Government, the private sector and NGOs to dialogue on key gender issues.

1.4 THE PROBLEM STATEMENT

Fifteen years after the hosting of the fourth world conference on women in Beijing china, gender inequality is still a subject that most countries, including Zambia continue to grapple with. Gender mainstreaming was established as a global strategy for the promotion of gender equality, and endorsed by member states of the United Nations and representatives of NGOs (Beijing declaration 1996). One of the critical principles established for gender mainstreaming included the responsibility for implementing the strategy resting at the highest levels within countries or organisations and adequate accountability mechanisms for monitoring progress needed to be established, (Hannan 2008) as evidenced by the legal and policy frameworks developed in the previous paragraphs.

Gender mainstreaming usually involves a reorganisation of policy processes because existing procedures and routines are all too often gender-blind or gender biased. In contrast to the standard assumption that gender is mainstreamed by organisations, it has been proven over time that gender differentials are not recognised in regular policies. Despite commitments made, gender is still not seen as an integral part of policies and programmes. The absence of a gender perspective is also evident in planning processes and budget allocations which affects the impact of interventions aimed at reducing gender inequalities (Jule Development Association International 2008, Mehra & Gupta 2006). This could be attributed to low levels of gender awareness by implementing officers, absence of commitment by management to support efforts aimed at reducing gender inequality or a combination of cultural attitudes

which make it difficult to effectively mainstream gender in organisations. This challenge is also echoed by the Zambian Government which states that, “gender mainstreaming has been problematic due to various factors, which include limited gender analytical skills among implementing agents; gender blindness; lack of appreciation of gender; and limited resources for gender mainstreaming” (Vision 2030).

Most studies undertaken on gender mainstreaming in Zambia have focused exclusively on the public sector, this is evident from the available literature. The World Bank (2004) undertook a strategic country assessment focusing on education, health, economic and legal aspects of gender inequality in Zambia. Kalamwina and Kapembwa (2005) conducted a study on mainstreaming gender in the Ministry of Health. Eckman (2007) also did a study on mainstreaming gender in the Zambian forestry sector. In 2008, GIDD commissioned a consultancy through the Public Service Management Component of the Public Service Reform Programme, to develop a strategy for engendering the Public Service (GIDD, 2008). Based on these and other studies, it is evident that sufficient ground has been covered regarding mainstreaming of gender in the public sector.

The role of NGOs in advocating for various developmental issues has changed significantly over the last twenty years, with NGOs assuming a more influential position as noted by the pressure being exerted on Governments to adopt policies that are beneficial for ordinary citizens (Nelson & Dorsey 2007). Zambian NGOs have not been left out in this transformation, however, for NGOs promoting gender equality, there is inadequate information on how they mainstream gender in their operations through policies, programming, implementation, monitoring and evaluation. There are relatively few analyses of NGO practices in Zambia on gender mainstreaming and their adherence to the reforms they advocate for. According to Rao and Kelleher (2002), gender mainstreaming involves shifts in structural and normative dimensions such as beliefs, norms and power. However, whilst most Governments and development organisations have taken steps to make structural changes, these have been met with resistance in changing people’s attitudes and values (Dawson, 2005). As such, a new understanding has emerged that gender mainstreaming requires organisations to first demonstrate their own commitment to gender equality goals and values (Mehra & Gupta, 2006).

Gender mainstreaming as a strategy aims at creating conditions that will result in equality to counter the unequal balance between men and women in most societies. However, it becomes clear that specific measures aimed at mitigating the unequal conditions and facilitate equality

have mostly targeted women (Verloo 2001). These measures are usually taken by gender equality organisations. In Zambia NGOs have been in the forefront advocating for gender mainstreaming of government policies, however, it is unclear to what extent they adhere to principles of mainstreaming gender in the formulation of policies, programme implementation, monitoring and evaluation of their activities. This inadequacy of information on mainstreaming gender among NGOs was highlighted by GIDD, following the conclusion of the GFP meeting where participating NGOs made useful observations on most Government institutional reports, but did not report on mainstreaming activities in their respective organisations (GIDD, 2006).

In Canada, despite the recognition of mainstreaming gender through promotion of women's opportunities, a survey of NGOs in Canada revealed that while most NGOs were aware of the need to include men in their development work, only a minority were adopting a transformational gender and development framework for their work (Canadian Council for International Development, 1991). A similar study by Moser and Moser (2005) revealed that international NGOs did not reflect gender in their sector programmes and interventions. This shortcoming reflected throughout planning design, implementation and evaluation process. Townen (1993) also concluded in her study that most NGOs specifically established to champion the interests of women did not have policies on gender. As such, most NGOs were not able to assess their own needs to mainstream gender, also partly due to the lack of expertise on how to analyse the need for mainstreaming.

1.5 RATIONAL OF THE STUDY

This study will endeavour to assess the extent of gender mainstreaming in policy formulation, programme implementation, monitoring and evaluation among selected NGOs in Lusaka. The results of this study will contribute to the existing body of knowledge on gender mainstreaming, by focusing on Zambian NGOs. This information will provide useful insight into the performance of NGOs regarding mainstreaming of gender in their policies, programmes implementation, monitoring and evaluation processes. The study will also provide useful information for the Government and other relevant stakeholders on efforts by NGOs in promoting gender equality.

1.6 RESEARCH OBJECTIVE

The overall objective of the study is to assess the extent to which NGOs mainstream gender in the formulation of policies, programme implementation, monitoring and evaluation.

1.6.1 Specific Objectives

The specific objectives are:

- a) To examine the staff composition by sex and the capacity of NGO staff to mainstream gender
- b) To assess how NGOs translate gender mainstreaming in their programmes
- c) To identify the importance attached to development of gender policies among NGOs
- d) To identify existing mechanisms in place for capturing gender disaggregated data and to assess if gender specific indicators are developed
- e) To examine the level of management support and the promotion of accountability for gender mainstreaming
- f) To assess the level of resource allocation for gender activities and to identify challenges faced by NGOs in mainstreaming gender

1.7 RESEARCH OBJECTIVE

To what extent have NGOs mainstreamed gender in their policies, programme implementation, monitoring and evaluation?

1.7.1 Sub-Questions

The sub-questions are:

- a) What is the sex composition of NGO staff and what qualifications do they have?
- b) How is gender mainstreamed among NGOs?
- c) Is having a gender policy a priority for NGOs?
- d) What mechanisms are in place for capturing gender disaggregated data and how are indicators developed for monitoring and evaluating activities?
- e) Does management provide sufficient leadership in promoting accountability for gender mainstreaming within NGOs?
- f) What is the level of resource allocation to gender activities and are there any challenges faced by NGOs in mainstreaming gender?

1.8 THEORETICAL FRAMEWORK

Gender mainstreaming has been recognised as a strategy for promoting gender equality. The definition of gender mainstreaming by the Council of Europe has been widely adopted because it accentuates gender equality as an objective. The definition states that: “gender mainstreaming is the reorganisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policy making (Council of Europe 1998). The essential element in the definition targets policy processes as the main change agent object. According to Mazey (2000), gender mainstreaming constitutes a clear example of policy succession, promoted by the desire to overcome the limitations of existing policies and the need to respond to a changed policy environment. Gender mainstreaming as a strategy, therefore, aims at eliminating gender biases and redirecting policies so that they can contribute towards the goal of gender equality.

In order to have a closer look at the implementation process of gender mainstreaming, reference is made to various theoretical frameworks for further analysis. Theories are a set of logical propositions which guide research, describe the relationship between variables and explain phenomenon (www.oxforddictionaries.com). In this research, reference is made to three theoretical frameworks borrowed from the social movement theory. Social movement theory is an interdisciplinary study of social sciences that generally seeks to explain why social mobilisation occurs, the forms under which it manifests, as well as potential social, cultural and political consequences (www.wikipedia.org). A combination of political opportunities, mobilising networks and strategical framing are used to explain the successes and failures of social movements. The advantage of this integration is its focus on institutions and power relations (Verloo 2001).

1.8.1 Political Opportunity Theory

This is a theory of social movement strongly influenced by political sociology. It argues that the success or failure of movements is primarily affected by political opportunities. The main assumption is based on the fact that social movements are created by certain members of society that are aggrieved by an existing political system which is perceived to be unjust. With the collective sense of injustice, movements are organised and these groups are expected to have strong and efficient leadership to challenge existing political systems. This also provides an opportunity to push through social change (Cragun & Cragun, 2008).

The concept of political opportunities refers mostly to the openness of the political and the administrative arena to actors seeking change, to existing allies within the political and bureaucratic system, and to the absence of major political cleavages. Applied to gender mainstreaming, the hypothesis is that gender mainstreaming will only be successfully implemented if certain political opportunities are present. The better the opportunities, the easier its introduction, acceptance and implementation will be. It can also be expected that specific sets of political opportunities can shape both the form and content of gender mainstreaming (Verloo, 2001).

The implementation of gender programmes and policies among NGOs can be seen as a political process. There are inherent power struggles in getting consensus on who the targeted beneficiaries are, in light of the problem definition. Furthermore, the development of a new approach to address weaknesses cited in the programme design or policy is met with some form of resistance by policy makers, as this entails making changes at all levels of the process.

1.8.2 Mobilisation Theory

This theory stresses the ability of social movements to mobilise people towards accomplishing the movement's goals. The theory postulates that individuals are rational beings and therefore, they are able to weigh the benefits of participating in a movement. For the successful implementation of movement goals, the set up of interactions and relations within social movements is of utmost importance (McCarthy & Zald, 2001).

The concept of mobilising networks refers to groups that exist with the aim of putting pressure on the system. On the other hand, networks can also be useful in promoting peer reviews by mounting pressure on movement members to adhere to agreed strategies. Relating to gender mainstreaming, the main focus is on the ability of gender organisations to advocate for improved gender equality and mainstreaming of policies at national level. The strength of these networks contributes to greater recognition of the need to uplift the subject of gender equality at national level. This is exemplified by the role played by NGOCC and its member organisations in providing a platform for gender issues to be raised.

The element of mobilising networks is the possibility of building productive networks for gender mainstreaming (Verloo, 2001). This can be better understood as having networks that can influence various sectors within NGOs or Government institutions. This literally means that in order to efficiently and effectively mainstream gender in a programme, the implementing actors should be able to identify existing gaps and recommend necessary

changes, by pressurising the actors involved. This is a valuable element for analysing the politics of implementing the strategy of mainstreaming and for understanding the dynamics of relationships among network members.

1.8.3 Strategic Framing Theory

This theory is also referred to as frame alignment. Sociologists have utilised the framing theory to explain the process of social movements as being carriers of beliefs and ideologies, operating as part of the process of constructing meaning for participation (Benford & Snow, 2000). They further argue that when an individual frame becomes linked with the goals being advocated for by the larger social movement, this becomes a catalyst for group making (Ibid).

Framing is common in circumstances where social movement members have a common understanding of the problem and are in agreement of suggested solutions and strategies to resolve the problem. According to Tarrow (1983), he suggests that social movements attempt to replace a dominant belief system that legitimises the status quo with an alternative mobilising belief system that supports collective action for change. He further goes on to say framing emerges during different timelines based on prevailing conditions and the need for social change.

NGOs working to address gender inequality are driven by a shared understanding of existing inequalities between men and women and this motivates their action through various interventions aimed at contributing towards gender equality. Strategic framing is not only essential in the acceptance of policies or strategies, but it also channels the implementation of certain directions (Verloo, 2001). For purposes of consistency in mainstreaming gender, it is important for organisations to ensure that members of staff remain committed to the adopted frame of being change agents.

CHAPTER TWO

2.0 LITERATURE REVIEW

2.1 Why is Gender Mainstreaming Important?

The full participation of men and women in all spheres of development is fundamental for the achievement of equality and development (SIDA, 2005). Gender mainstreaming seeks to integrate men and women's experiences and needs into development at all levels (Australian Council for Overseas Aid, 2004) and in order to achieve this, change is necessary to embrace the goals and values of gender mainstreaming (www.gendermainstreaming-cop.eu).

According to Nickel, gender mainstreaming endeavours to identify and eradicate gender inequality at its root. It aspires to change or abolish mechanisms that lead to the (re)production of gender inequality. Most remarkable is the concept's all-embracing ambition to influence and amend long grown structural features and daily routines in order to reach the ultimate goal of gender equality (Nickel, 2007). The concept demands individuals and organisations involved in policy making processes, such as planning, implementing or evaluating, to (re)-consider their policies' designs, measures or programmes with a 'gender sensitive' eye. They should estimate effective consequences for women and men, for girls and boys. Discrimination on the basis of gender should be prevented by identifying potential disadvantages still in the process of policy or legal drafting (Primminger, 2001).

2.2 Mainstreaming Gender in Organisations

Mainstreaming involves changing policies/programmes/projects and organisations so that they actively promote gender equity. Gender mainstreaming focuses on having a holistic, integration of gender issues into all aspects of a given structure. For an organisation, mainstreaming would mean a collective impact of efforts around:

- Development of an organisational gender policy, both formal and informal
- Building capacity of all staff to mainstream gender into their work
- Development of user friendly tools or guidelines for gender analysis and mainstreaming
- Development of systems to capture and analyse gender disaggregated data
- A reflection of budgetary allocation for gender related activities in the organisations budget
- Political commitment by senior management to support gender mainstreaming efforts

- Factoring assessment of gender indicators in the overall monitoring and evaluation of programmes or projects
- Factoring terms of reference for consultants to focus on gender
- The need to measure impact of efforts towards gender mainstreaming.
- Identification of accountability mechanisms (www.minbuza.nl, [www. Prgaprogram.org](http://www.Prgaprogram.org), SAFAIDS)

2.3 Challenges and Opportunities for Mainstreaming Gender

Recent reviews have shown a huge gap between policy commitments made in Beijing and actual implementation. The gap is mostly pronounced in mainstreaming gender into operations. Moser and Moser (2005) studied 14 international development agencies and NGOs and found that gender was not reflected in strategy documents. Since these documents form the basis for developing sector programmes and interventions, this shortcoming at the start of the process is usually reflected throughout planning design, implementation, monitoring and evaluation processes.

In 1993, the Government of the Republic of Zambia launched the Public Service Reform Programme with a view to enhance public service management and quality of service delivery (Jule Development Associates International, 2008). The objectives were; to develop a strategy for engendering the public service, an implementation plan, a monitoring and evaluation mechanism, and to develop practical guidelines for engendering the public service. In undertaking the study, the authors used a participatory approach for the purpose of ensuring ownership of the outputs by the users.

A review of previous reforms revealed that gender issues were not adequately taken on board in the operations of the Public Service in order to contribute to the achievement of the desired goals. It further revealed that although Zambia's gender related initiatives and priorities in the Public Service were in line with the NGP, the implementation environment was not very conducive for gender mainstreaming. The review pointed out the need for compliance with the gender policy in order to complete the process of gender mainstreaming into the operations of the Public Service. The other weakness in the operationalisation of gender mainstreaming was the failure to disseminate the NGP to all levels of the Public Service, which proved to be a detriment to the process due to low knowledge levels about the content of the policy. It was therefore concluded that there was need to set up a strategy for engendering the Public Service, and to develop an implementation plan that would assist in monitoring and evaluating progress made to mainstream gender (Ibid).

Arising from the findings, the need for building gender capacities both at institutional and human resource level was emphasised. Evidence has shown that the success of projects or programmes undertaken by Governments or NGOs are largely dependent on the awareness of planning officers, on the importance of working in that particular field, and how the outcome of their work will impact on the beneficiaries (Canadian Council for International Cooperation, 1991).

There is a general assumption made by development agencies that activities aimed at communities will benefit men and women equally, but this is bound to fail if the different roles, social, economic and political status of women and men are not taken into account (Zard, 1995). This will only be possible if executing officers are aware of the existing gender dimensions. Gender mainstreaming therefore enables acquisition of sound knowledge and gender expertise on the way differences between men's and women's power positions manifest themselves in society. This enhances knowledge of the differences, which are not only caused by cultural and historical factors, but may also be affected temporarily by current events (www.minbuza.nl).

O'Grady (2004) made an observation regarding NGOs operating in the field of HIV/AIDS. He stated that while these NGOs recognise the importance of adopting an HIV policy, they may face challenges in moving from policy to action within the organisation itself. Although it may be assumed that the general trend of NGOs working to reduce HIV stigma and discrimination would have a positive impact and help create a workplace culture that is conducive to disclosure, some studies have found that some NGOs still accept stigma and support moralistic attitudes in the course of their work (African Journal of AIDS Research, 2008). Similarly in the field of gender, projects or programmes targeted at women do not necessarily improve their condition; this is likely to happen if the planners are unaware of the importance of existing gender relations which may have an effect on the output of the project or programme. This challenge arises from the assumption that workers employed to work on specific issues are knowledgeable and therefore are ignored in the process of implementation (Population Council 2006).

Successful gender mainstreaming is also dependent on staff assuming responsibility for integrating gender in their individual tasks. It is also believed that by having all staff members engaged in mainstreaming gender, this would lead to a holistic approach of addressing gender inequalities in a given intervention. Verloo (2001) on the contrary argues that the outcome of making it everyone's responsibility in most instances results in the task being nobody's

responsibility. The task would be better executed if given to key individuals who are qualified to perform the function of GFPs. The appointment of GFPs in many organisations is however faced with lack of commitment to assume gender mainstreaming responsibilities due to an overload of tasks or the lack of knowledge on how to incorporate gender considerations in their own work, let alone that of others (Mehra & Gupta, 2006, Kalamwina & Kapembwa, 2005).

Along with the appointment of GFPs is the expectation that they should be aware and conversant with gender issues. Often they do not have this knowledge and it becomes an obstacle for the successful execution of mainstreaming gender in an organisation. In many cases, GFPs are not gender experts; they are usually junior officers who are not able to influence major decisions in an organisation. A study initiated by the Ministry of Health (MOH) in Zambia to conduct a gender audit and provide recommendations to address existing gender gaps in the programmes and activities of the health sector revealed that:

- MOH did not have an explicit gender unit responsible for mainstreaming gender into policies, programmes and plans. Instead a GFP had been appointed in the Policy and Research Directorate and the positioning provided an opportunity for gender to be mainstreamed in the policies of the health sector. However, this appointment had not been formalised and thus left no room for implementation of gender mainstreaming in programmes;
- The officer appointed as the GFP had no qualifications in gender and development, but had attended workshops and gained some knowledge on gender, which led to the integration of gender in the Directorate's programmes and activities. However, due to the weak linkages with other Directorates within the Ministry, the GFP had no direct influence on the implementation of respective programmes and activities in other Directorates; and
- An assessment of the operations of the GFP and the gender unit revealed that gender mainstreaming had been done on an adhoc basis at central level, whereas programmes and activities at service delivery points had not been mainstreamed. This was attributed to a number of factors:
 - a) Limited gender analytical skills of the GFP and the gender unit in the MOH.
 - b) Non institutionalisation of gender mainstreaming activities in MOH

- c) Gender mainstreaming not being a key element in the planning, implementation and evaluation of health plans and programmes
- d) The GFP and the gender unit not having developed any instruments for mainstreaming gender in the health sector, despite GIDD having developed guidelines and checklists for mainstreaming gender in the Public Sector

Arising from these study findings, a recommendation was made for gender training to be a key feature in staff development and training programmes and for the appointment of GFPs not to be limited to one level of the Ministry, but spread to other levels as well (Kalamwina & Kapembwa 2005).

GIDD made a similar observation regarding GFPs during the development of the Joint Gender Support Programme in 2008. GIDD identified structural challenges in the organizational set up for GFPs in Government Ministries. In the first place, the officers identified are not gender experts and their add-on tasks are not included in their job descriptions. The role of the GFPs in most cases is delegated to junior officers who cannot influence decision making. In addition, the position of GFP has not been fully integrated in the structures of the line ministries and there is no incentive to deliver either in terms of accountability or career advancement. Other limitations relate to (i) limited appreciation of gender as a planning tool; (ii) limited gender analytical skills in ministries; (iii) inadequate gender disaggregated data especially in the agriculture, governance, and lands sectors; and (iv) limited financial resources for gender mainstreaming. There is no performance management that includes an assessment of performance on gender mainstreaming (GIDD 2008).

In acknowledging the fact that most GFPs lack the necessary gender expertise, many organisations have resorted to investing in training of staff in gender sensitisation and analysis. Training has not been limited to junior members of staff alone, but courses have also been designed for senior and mid-level development managers, leaders and professionals who have the ability to influence decision makers within their organisations towards systematic gender mainstreaming of programmes and projects (www.solidumay.org). However, Moser and Moser (2005) argue that the response to training has mostly been dissatisfactory as reflected in the negative attitudes towards gender issues and the continuing lack of understanding of basic concepts. Training participants claim that they do not acquire the skills they need to apply in their work and therefore identify the need for further training. Additional training on the other hand entails having more resources for staff training. This is also coupled with reduced man hours for staff members that are away attending various training in gender.

Training of staff has also been viewed as a transformation process aimed at getting the right organisational culture, changing attitudes and values especially in male biased organisations (Mehra & Gupta, 2006). According to Dawson (2005), most organisations have met significant resistance and have faced steep learning curves on what it takes to change people's attitudes and values. Such evidence reveals that the failure by organisations to address internal organisational cultures poses a challenge for successful mainstreaming of gender.

Research has demonstrated that NGOs more often play an enabling and leadership role as catalysts and vehicles of change (SIDA, 2004). Addressing the issue of internal organisational culture, it has been proven that appointing women to key positions in most NGOs, has provided an opportunity for acceptance of women's programmes by local communities, as well as an increased focus on gender programmes within the organisation itself. (www.journals.cambridge.org). A study conducted in Lithuania revealed that initiatives on gender mainstreaming emerged as a result of efforts and perseverance from individual women in key positions of power, such as ministers and senior civil servants or even women's organisations (Czech Sociological Review, 2005).

In a related study undertaken by the Agency for Cooperation and Research in Development (ACORD) in Uganda, a review of its programme was done to look into their interventions and how these related to the wider institutional context in which they were being implemented. The study revealed that the success of the programme was partly attributed to ACORD's staffing policy of appointing women, and enabling them to become managers. This made it easier for gender issues to be taken seriously, whilst providing role models for the wider community participation. In combination with the various gender awareness exercises which were carried out, this helped to open up opportunities for women to participate in the community organisations and various development committees (Mugisha 1992).

In 2004, the World Bank conducted a Strategic Country Gender Assessment (SCGA) for Zambia. The assessment was aimed at identifying gender responsive policies and actions that were important for poverty reduction, human wellbeing and development effectiveness; and integrating these policies into policy dialogue and country assistance programmes. While responding to the World Bank's priorities, the SCGA addressed key interventions for the Government of Zambia. The assessment also formed a basis for assisting policy makers to develop priority gender-sensitive and poverty focused interventions, building on priorities of the Poverty Reduction Strategy Paper (PRSP) and NGP. The key findings of the study were that: Gender in Zambia was an economic issue, given the different roles that men and women

have in both the household and market economies. Inequalities existed however, in terms of access, ownership and control of productive resources, leading to disparities between men and women;

- a) Women suffered from time poverty as a result of the combination of productive and reproductive roles. This was also compounded by the burden of the HIV/AIDS pandemic of caring for the sick and orphans;
- b) The legal framework was discriminatory against women, with freedoms provided for in the Constitution being undermined by Customary law;
- c) The human development indicators in Zambia were deteriorating, while the gender disparity continued to persist; and
- d) The gender dimensions of poverty i.e. vulnerability, low participation in decision making, had serious implications for women's empowerment and poverty reduction.

The main recommendation of the assessment was that gender should be taken as an effective poverty and development tool in programme planning, implementation and monitoring. The assessment further recommended:

- a) Engendering key instruments for development in order to achieve equality goals by providing benchmarks for gender mainstreaming in the planned activities;
- b) Engendering the PRSP implementation and review process by collaborating with sector gender focal points to ensure that gender is captured in the implementation and review process;
- c) Equality in access to and control of productive resources by revisiting certain conditions in relation to land access and ownership for men and women and increasing mechanisms for the acquisition of credit facilities; and
- d) Aligning national laws to address both economic and social gender related issues under legislation (World Bank, 2004).

James-Sebro (2005) made a similar conclusion in his study that linking gender equality to poverty alleviation was an important element for acceptance of projects or programmes in most communities. This growing awareness has influenced the work of the Heifer/Zambia project, engaged in livestock development and farming, by giving women animal loans and training them on how to care for the animals. The outcome of this project has led to changes in

cultural attitudes towards women's contribution in the agricultural sector and has enhanced greater equality between men and women.

In Tanzania, some NGOs have understood the need to engage with various stakeholders in order to emphasise the relevance of gender equality for the attainment of poverty reduction and national development. These NGOs advocate for the Government to develop a national budget with a gender perspective by collecting and analysing data with a gender focus in relation to the main direction of policy development. By engaging with the budget officers, planners and policy makers, issues of resource allocation to the sectors and the impact it will have on women and men's programmes are addressed. This process has contributed towards building skills to analyse the social-political dynamics between men and women at all levels and positions in society, raising awareness of the national development actors involved in resource allocation and implementation (www.tgnp.org).

There is increasing practical experience that explicit and sustained senior management commitment can provide powerful impetus to gender mainstreaming. Where senior managers are prepared to state clearly that gender equality implemented through gender mainstreaming is a priority for organisations, real progress can be made. On the other hand, in organisations where overall gender equality policies are prepared without explicit management support apart from an official endorsement i.e. where there is no development of a plan of action; no clear message to staff on the importance of the policy; no capacity development linked to the policy; no specific allocation of resources; and no follow-up processes established – there is little real progress (Hannan 2008).

Leadership is critical as it ensures organisations move forward with their gender mainstreaming initiatives (Kindervatter, 1999). The absence of quality leadership which in most instances translates to political will has adverse effects on mainstreaming gender in a given programme. The active leadership of CEOs and board members is vital if organisations are to embrace and sustain gender-equitable approaches.

A study by Eckman (2007) on the Zambian Forest sector revealed that whilst certain levels of progress had been recorded in some sectors, gender mainstreaming in Zambia's forestry sector lagged behind and yet this was essential for sustainable development of the sector. She attributed this to the continued under-representation of women in decision making positions, particularly with reference to policy making. She further noted that while the NGP and framework for mainstreaming gender had been established, there was a lack of resources and political will to support the forestry sector.

Following this analysis, Eckman made these recommendations:

- Gender mainstreaming of the national forestry policy in line with the NGP and guidelines by GIDD, with input by Zambian women professionals.
- The gender impact of all forestry related legislation needed to be assessed and reviewed by inter-disciplinary experts to incorporate their findings in the operations of all Forestry Departments.
- The availability of more resources to address the lack of gender disaggregated data in the sector and the need for more gender-based research on the roles of men and women in forestry activities.
- Gender mainstreaming, gender sensitisation and gender analysis should be included in the national curricular of national forestry colleges and other training institutions.

A gender audit is vital for an organisation to perform a self-assessment in order to improve the organisation's competence and to enable it systematically take stock of, and address the status of gender mainstreaming in all aspects of operation. The purpose of the gender audit is to identify areas of strength and achievement, innovative policies and practices, as well as continuing challenges as a foundation for gender action planning. This methodology is useful in helping organisations select the most appropriate combination of activities, tools and approaches for promoting gender mainstreaming (Kindervatter, 2007).

Similarly, the Gender Department of the Netherlands Government concluded that by undertaking a gender audit, policy-making and implementation of gender mainstreaming should be reflected through changes in the structure of an organisation. Policy must respond promptly to changes in requirements, interests, and perceptions with regard to men's and women's social roles, and promote equality (www.minbuza.nl).

ZARD conducted a study on behalf of the Zambian Government, to undertake a gender audit of laws and policies in Zambia to determine the extent to which gender concerns had been taken into consideration (GIDD 1998). The study revealed that most policies, programmes and action plans hardly mentioned gender issues at all. A few documents mentioned gender only in passing and did not reflect how these concerns would be realised. ZARD made the following recommendations:

- The enactment of a consolidated and indigenised family law system, so as to reflect international rights, incorporate gender equality and effectively unify the law systems and courts.
- Enactment of a family planning act to reflect the provisions of CEDAW and gender sensitive international family planning standards.
- Future Government policies, plans and programmes should, as a matter of routine pass through GIDD to ensure that gender issues are addressed.
- Policies, plans and programmes identified in the study as lacking depth in addressing gender should be revised to incorporate gender.
- The implementation of Government policies, plans and programmes should be periodically reviewed to determine the extent to which gender development concerns are being followed.

In a related study, Townen (1993) concluded that most NGOs specifically established to champion the interests of women did not have policies on gender, despite campaigning for engendering of policies in all sectors. With the absence of gender audits, most NGOs were unable to assess their own needs to mainstream gender. This was partly due to the lack of expertise on how to analyse the need for mainstreaming. A case study by Wells and McEwan revealed that good gender analysis and gender focused programmes were not a strong feature of Australian NGO work. The research further indicated that very few NGOs undertook full gender analysis or developed strategies for interventions that addressed the different development needs of men and women (Australian Council for Overseas Aid, 2004).

Accountability is an important element that is usually absent in many organisations that promote gender equality. Hannan (2008) identified this challenge in the form of finding ways of holding all categories and all levels of staff accountable for achieving the goal of gender equality and for the effective implementation of the gender mainstreaming strategy. She recommended that accountability mechanisms should be highlighted in specific reporting requirements, and establishing requirements for development of necessary competencies; including attention to how these competencies will be acquired or developed within organisations. Links to performance appraisal systems whereby promotion of gender equality through gender mainstreaming could be included in the “work contracts” negotiated between management and staff, with clear goals, actions, timeframes and reporting requirements could

be very useful. Specific monitoring and reporting processes need to be established and indicators of achievement, particularly related to outcomes, identified (Ibid).

In Malawi, NGOs had adopted gender policies, trained staff on gender issues, and created gender departments in which staff members were required to coordinate the gender strategies of the organisation, which were supposed to ensure accountability to the people NGOs represented and to promote gender equality within and outside their organisations. However, slow progress characterised gender equitable programming and implementation of gender-informed planning among many NGOs. This led to calls for new analyses of NGOs as change agents; especially in relation to their accountability upwards to donors rather than to the communities (Tiessen, 2004).

CHAPTER THREE

3.0 METHODOLOGY

3.1 Research Design

Due to the nature of the subject being investigated, a descriptive case study research was selected as the method for this study. Case study research is a qualitative research method that is used to examine an individual unit such as a person, group, or event stressing developmental factors in relation to context (www.experiment-resources.com). This method was used to narrow down the field of research by setting the boundaries to include only a selection of NGOs registered as members of NGOCC. This research design was also useful for testing whether the theoretical framework referred to in the study were applicable in understanding practices among the selected NGOs.

3.2 Study Population

The study was conducted in Lusaka. The study was able to capture key NGOs by virtue of their headquarters or secretariats being located in Lusaka. This made it convenient for the collection of primary and secondary data as targeted organisations were easily reachable. The study population comprised of twenty-two (22) Lusaka based NGOs listed as fully paid up members of NGOCC for the period ending 2009. NGOCC is the largest umbrella organisation that coordinates Zambian NGOs engaged in gender and development.

3.3 Sample Selection

A non-probability sampling technique was used to select the sample for the study. This meant that not all organisations had the equal chance of being selected. A limited number of organisations possessed the traits being looked for as such NGOCC was selected, on the basis of being an umbrella organisation for gender focused NGOs. Given that the desired population for the study was limited, purposive sampling was used to target particular NGOs. Focusing on a smaller group provided an opportunity for improved quality of data. With purposive sampling, it is usually established which pre-defined groups are being sort after, in this case, NGOs working to address gender inequality. Purposive sampling can be very useful for situations where there is need to reach a targeted sample quickly and where sampling for proportionality is not the primary concern. (www.socialresearchmethods.net) Another characteristic of purposive sampling is that it is useful when the sample being investigated is

quite small. The main goal is to focus on particular characteristics of a population that is of interest. (www.dissertation.laerd.com)

An additional selection criterion was used to narrow down the focus to organisations working on in the areas of health, HIV and AIDS, agriculture, law and human rights advocacy, research, economic empowerment and education, resulting in fifteen (15) NGOs being targeted for the study.

3.4 Data Collection

Despite the study being qualitative, a variety of data gathering methods were used to produce evidence that led to understanding the case being studied and to answer the research questions. The use of multiple techniques helped to strengthen the opportunities for triangulation during analysis of the data. The qualitative method was useful for obtaining in-depth responses from respondents, aimed at exploring their opinions, perceptions and experiences in working with gender issues. The quantitative method was used to collect descriptive data. The strength of the qualitative method is its ability to provide complex textual descriptions of how people experience a given research issue. When used along with quantitative methods, qualitative research can help to interpret and provide better understanding to the complex reality of a given situation and the implications of quantitative data (www.fhi.org).

A questionnaire was administered as a means of gathering quantitative information. The questionnaire had both closed ended and open ended questions. A total of fifteen (15) questionnaires were distributed to Programme Officers in selected NGOs. The questionnaire was pre-tested on organisations that were not part of the study. Following the pre-test, some questions were re-evaluated to incorporate issues raised by the respondents. Fifteen (15) questionnaires were administered and twelve (12) were successfully completed, giving a response rate of eighty percent (80%).

In-depth interviews were also conducted in order to gather information about the opinions and experiences of the respondents. Interviews were conducted with Programme Managers in the selected NGOs. The in-depth interviews provided the researcher with an opportunity to probe further on specific issues. Twelve (12) Programme Managers were interviewed.

The interviews were recorded with the permission of the respondents, except in some cases where respondents refused to be recorded.

Secondary data was collected from NGOs to compliment the findings obtained through the questionnaires and interviews. Documents looked at ranged from organisation's policy procedure manuals, strategic documents, gender policies and standard terms of conditions.

3.5 Data Analysis

Data collected consisted of the researcher's notes from the field observations, interview responses recorded on tapes, questionnaire manuscripts and documents derived from the organisations visited. These were read and reviewed, except for recorded interviews which were manually transcribed using the grid analysis. Data collected through questionnaires and interviews was coded, based on emerging patterns in the responses provided and according to themes in line with the study questions. Furthermore, emerging patterns in the responses provided were given specific codes as these were useful in identifying unique characteristic arising from selected organisations. The analysis also relied on the theoretical prepositions of the study, as well as considering alternative explanations by looking at differences in responses.

3.6 Ethical Considerations

Based on the researcher's knowledge, this study did not raise any ethical issues. Informed consent was sought from respondents before administering the questionnaire and conducting the interviews. Confidentiality and anonymity was upheld.

3.7 Study Limitations

The biggest limitation of the study was the non-response by key three (3) NGOs. There were delays in getting appointments for interviews and collection of questionnaires due to the absence of key respondents in most NGOs who were out travelling on duty. The months of November and December proved to be a busy period for most NGOs with preparations for the 16 days of gender activism, World AIDS Day and compiling annual reports in anticipation of the annual festive break. These activities greatly affected the collection of data.

Another limitation to the study was the challenge of locating organisations that had relocated their offices and the non-functioning of telephone numbers provided in the NGOCC Directory.

CHAPTER FOUR

4.0 RESULTS

This chapter presents the findings of the study on gender mainstreaming in selected NGOs. It combines responses from questionnaires, and in-depth interviews, and the review of policy documents in describing the key results. The results are categorised under the following four main headings; background characteristics of NGO staff, capacity of NGOs to mainstream gender, resource allocation for gender mainstreaming and the challenges faced by NGOs in mainstreaming gender.

4.1 Sex Distribution and Educational Qualification

Fifteen (15) questionnaires were administered to Programme Officers involved in programme implementation. Twelve (12) were successfully completed and the percentage of male respondents was 33.3%, while that of female was 66.7%. Similarly, twelve (12) Programme Managers were interviewed and there was an equal representation of six (6) females and six (6) males respectively.

The study revealed that all Programme Officers had a minimum qualification of a bachelor's degree, with the exception of two (2) that possessed a master's degree and these were both female.

4.2 Period of Employment

None of the Programme Officers had worked for a period longer than three (3) years. Two (2) had been employed for 2-3 years, six (6) for a period of 1-2 years, whilst four (4) had worked for less than 1 year. Results on the employment record of Programme Managers showed that eight (8) of had been employed for less than five (5) years, whilst four (4) had worked for more than ten (10) years, with the longest serving being fifteen (15) years. Out of the twelve (12), six (6) Programme Managers had previously served in other capacities within the same organisations before being elevated to their current positions.

4.3 Operational Areas

Based on the responses to categorise the areas of operation, the study revealed that most NGOs focus on Gender and Development in the following areas; Agriculture, Health, HIV and AIDS, Law and Human Rights Advocacy, Research, Economic Empowerment and Education.

4.4 Employment Opportunities in NGOs

All the twelve (12) organisations interviewed were headed by females, except for one (1) organisation which had a male acting as Country Director. A common feature in the staffing levels of the organisations was the presence of more women employed than men. The study revealed that most organisations have recruitment policies or procedures that are biased towards having more women than men. *“Yes we have a recruitment policy which states that all managerial positions, that is, executive director, head of programmes, head of finance are meant specifically for women. The positions of programme officers are open to both men and women, but in the event that we advertise for a job and candidates are short listed, we’ll give preference to women”* (Head of Programmes, Law Advocacy NGO). Another respondent said: *we do not have a separate recruitment policy, but our human resource policy says something about recruitment. It does however, not say anything on recruitment of men and women even though we plan to amend the policy. We deliberately employ more women due to the economic disadvantages that have faced women in society. Management positions are left for women, it is not cast in stone, but it is practiced so as to prepare women for future leadership roles”* (Acting National Coordinator, Research NGO).

One respondent stated that staff were recruited on the basis of their educational qualifications rather than their sex. The respondent stated that previously the organisation recruited staff in accordance with donor requirements of having more female than male, but with time, *“we have come to realise that there is need for male interventions and therefore it is necessary for us to recruit men as well to assist in achieving our objectives”* (Programme Coordinator, Economic Empowerment NGO). Similarly, another respondent stated that *“we are an equal opportunity employer; we don’t discriminate on the grounds of sex”* (Programme Manager, Health NGO). Review of a policy document for another organisation revealed that the document did not refer to the appointment of staff as being limited on the basis of sex, *“the executive director shall appoint such other staff as may be necessary to carry out the functions... he or she will also assess and terminate the contract of staff in accordance with the laid down procedure”* (PPAZ Constitution).

4.5 Knowledge and Application of Gender Mainstreaming

The study revealed that both Programme Officers and Managers had a clear understanding of gender mainstreaming. There was broad consensus on the key element of gender mainstreaming being the integration or incorporation of women and men’s concerns in policies and programming.

Eleven (11) Programme Officers expressed familiarity with most of the instruments listed as guiding gender interventions and activities both at global and national levels, with the exception of one (1) respondent who expressed ignorance of all the instruments listed. The SPANGP was the least known instrument with only three (3) respondents expressing familiarity. A similar pattern in responses was noted in regard to the application of these instruments in the work of Programme Officers.

4.6 Process of Mainstreaming Gender in Programmes

Both Programme Officers and Programme Mangers confirmed that gender was mainstreamed in their work. Programme Officers expressed knowledge about the process of mainstreaming gender in their programmes. It should however be noted that two (2) respondents stated that their interventions were mainly aimed at improving the wellbeing of women and this ultimately led to a biased focus on women.

Programme Managers on the other hand, stated that by virtue of being gender based organisations, mainstreaming of gender in their programmes was inevitable. Some responses were as follows: *“we mainstream gender at various levels, first at policy level, institutional and programming levels” (Head of Programmes, Agriculture and Economic Empowerment NGO), “we ensure that all aspects of gender are taken into account in all programmes, be it access, support, inclusion...we call it looking through the gender lens and magnifying it on economic and social issues”(Programme Manager, Education NGO), “we ensure that participation of men and women is the starting point for all our programme activities” (Programme Manager, Health NGO), since implementation is done at district level, we ensure that activities are designed strictly for women alone, but for men as well because it is difficult to get any results without the involvement of men” (Head of Programmes, Law and Advocacy NGO), at the stage of formulation of programmes, because we know the dangers of being insensitive” (Acting Country Director, Law Advocacy NGO)).*

4.7 Guidelines for Mainstreaming Gender

The study revealed that some organisations had guidelines in place aimed at assisting members of staff in adhering to principles of gender mainstreaming. However, with further enquiry into the availability of these guidelines revealed that only three (3) organisations were able to make reference to supporting documents. One respondent said: *“we have policies such as the administrative procedures”, “the policy and procedure manual is available” (Acting Country Director, Law Advocacy NGO) and yet another said “it is laid down in the constitution” (Programme Manager, Health NGO).*

On the other hand, some organisations interviewed stated that they did not have guidelines in place, but instead depended on other organisations to ensure that they remained consistent in adhering to issues of gender in their work. In the words of one respondent: *“apart from being an organisation we are part of a network with other organisations and there is a system of checking what we are doing”* (Programme Manager, Education NGO). Another said; *“we work with other organisations closely that address women and girls’ issues therefore we constantly review each others’ work”* (Acting Executive Director, Research NGO). In an isolated case, one respondent said the organisation had no guidelines for its officers to adhere to, but officers were expected to *“gauge the situation when they are in the field and be in a position to decide how gender issues will be addressed in their activities”* (Programme Coordinator, Economic Empowerment NGO).

4.8 Setting Gender Indicators

From the onset, some organisations clearly stated that their interventions were specifically aimed at women as the main beneficiaries. This position meant that most of the indicators set measured outcomes from women’s perspectives. When probed, one respondent said: *“we have no indicators for measuring outcomes of gender mainstreaming since our programmes focus only on women. We have started opening up the programme to incorporate men, but we are still not measuring impact in the male sector”* (Programme Coordinator, Economic Empowerment NGO).

Another organisation by virtue of its area of operation did not have any specific indicators that measured the outcomes of its interventions, but rather depended on annual surveys that were conducted to *“see how implementation of the programme had gone”* (Acting Executive Director, Research NGO).

However, three (3) organisations had indicators for measuring gender mainstreaming outcomes and one respondent was quoted as saying *“we develop a log frame before the start of a new year and decide on what activities and our expected outcomes, which then leads us to develop the indicators we’ll use to measure outcomes on gender”*. The respondent further went on to say *“sometimes social impact activities can’t be achieved immediately within a given year and therefore it takes time, but donors miss this point”* (Head of Programmes, Agriculture and Economic Empowerment NGO). Similar sentiments were made by two other respondents who said: *“we have indicators in the strategic plan to measure outcomes, but being in the NGO world we depend on donors and donors require that indicators are there before they can commence funding”* (Acting Country Director, Law Advocacy NGO) and *“yes indicators are*

there as reflected in our strategic documents, donors can not release funds if outputs are not clear on mainstreaming” (Programme Coordinator, Economic Empowerment NGO).

4.9 Prioritising Gender Policies

From the results of the interviews, only three (3) organisations admitted to having gender policies that the organisation adhered to. One (1) respondent stated that the organisation was in the process of finalising the policy which was awaiting endorsement by their board members. *“We have a draft gender policy, but it has been difficult to convince the women in organisation about the contents of the policy. It is now a generally accepted document, but it has not been passed by the board which only meets once a year” (Acting National Coordinator, Research NGO).*

The remaining eight (8) organisations did not have gender policies. When probed further as to why this was the case, responses varied and further revealed that most members of staff were not entirely confident on what constituted a gender policy, but instead referred to the national gender policy or constitutions governing organisations. *“we have no gender policy to guide our work internally, instead we depend on the national gender policy” (Acting Executive Director, Research NGO), “we have no gender policy, but most of the issues are covered in our constitution” (Programme Manager, Health NGO) “the reason we don’t have a gender policy is that from a management’s perspective, gender is incorporated in all work place policies including conditions of service” (Centre Manager, HIV and AIDS NGO)“One respondent pointed out their administrative procedure manual gave guidance on how to address gender issues within the organisation. The respondent further said: “you also need to understand the size of the organisation, it may not be necessary to have a specific gender policy” (Acting Country Director, Law Advocacy NGO).*

4.10 Presence of Gender Focal Persons

The study revealed that most organisations interviewed did not have gender focal persons. In some cases it was assumed that *“all officers are expected to understand issues of gender” (Head of Programmes, Agriculture and Economic Empowerment NGO), “since gender is mainstreamed in our programmes, it is seen as a cross cutting issue and therefore no specific officer is appointed as focal person” (Programme Manager, Health NGO), “we have no gender focal person because all members of staff are knowledgeable and the office is too small to have a gender focal person” (Head of Programmes, Law Advocacy NGO), we have no specific person, but staff are expected to know about gender”(Acting Executive Director, Research NGO).* Similarly, another respondent said: *“our organisation is small and therefore*

we can't have a gender focal person, but members of staff are encouraged to adhere to policies that are already being used" (Acting National Coordinator, Research NGO).

In some cases it was reported that selected members of staff had been tasked with the responsibility of being the gender focal person, but this was besides their main duties in the organisation. *"You can say we have a gender focal person, this role has been assigned to our networking coordinator as an added on responsibility because the officer coordinates with other women organisations"* (Acting Country Director, Law Advocacy NGO), *"our programme officer does this, it's not the main task, but it comes with the territory of the programme"* (Programme Coordinator, Economic Empowerment NGO), *"the community development officer has been asked to look at gender. The officer was selected based on the nature of work being handled, but this doesn't mean other officers should not be gender sensitive in their work"* (Programme Manager, Education NGO). The presence of GFPs in these organisations was characterised by an increased focus on gender mainstreaming within programmes, even though the GFPs were only operating a part time basis.

When probed further as to who was responsible for ensuring accountability in the absence of a gender focal person, some of the responses given were: *"everyone has the responsibility, but the Programme Coordinator and Manager monitor adherence"* (Programme Manager, Education NGO). *"There are levels of management, those in the field are supervised by a programme person and this person ensures accountability to objectives set. The programme person reports to the Programme Manager, and then the Manager reports to the Directorate, to ensure that gender is mainstreamed in the activities"* (Head of Programmes, Law Advocacy NGO). *"The networking coordinator is overseen by the Country Director to ensure that benchmarks set for the organisation are being adhered to"* (Acting Country Director, Law Advocacy NGO).

4.11 Management Commitment to Mainstream Gender

All Programme Officers responded positively to this question. They expressed satisfaction with the level of commitment shown by management in providing sufficient support for them to work on gender mainstreaming in their programmes. *"By virtue of our areas of operation, management is very supportive of our efforts in promoting gender equality"* (Programme Officer, Economic Empowerment NGO), *"gender is the essence of our research and therefore management provides us with all the support we need to effectively implement our work"* (Programme Officer, Research NGO), *"yes management is supportive, especially in instances where training is needed for improved gender awareness, management facilitates sending us*

to these trainings and that is evidence of their commitment” (Programme Officer, Law Advocacy NGO).

4.12 Training

All the organisations interviewed undertook training programmes aimed at improving the levels of gender awareness for members of staff. Ten (10) Programme Officers stated that they had received training to improve their knowledge on gender related issues; however, two (2) respondents had not received any formal training in gender.

The trainings offered were either internal, that is organised by the organisations themselves, or external trainings organised by other organisations or training institutions. Internal trainings are the most commonly held due to their nature of not attracting high costs before they can be undertaken; *“internal training costs are negligible because these are in-house and only attract costs for things like lunch and transport reimbursements”* (Acting Country Director, Law Advocacy NGO). Costs for undertaking internal trainings are mostly incorporated under capacity building components of specific projects and the frequency of having these trainings on average was two (2) per calendar year. *“On average we have two internal trainings per year and the costs are taken care of through our capacity building component, which is a major part of our work for the current strategic period”* (Head of Programmes, Agriculture and Economic Empowerment NGO). Another responded by saying: *sometimes donors give us more money for capacity building which is not limited to gender training only*” (Programme Coordinator, Economic Empowerment NGO).

Some members of staff also attend externally organised trainings, but these are fully sponsored by the course organisers. The researcher was informed by one respondent that the organisation partners with international training institutions which allow their members of staff to acquire new skills in the area of gender. *“We have developed linkages with international training centres and every year we have the opportunity of sending three of our staff members for training. This has worked very well for us an organisation in that our staff acquires very high standards of training at no cost to the organisation. Our aim is to develop the same linkages with UNZA and NIPA”* (Head of Programmes, Agriculture and Economic Empowerment NGO). For organisations that sent their members of staff for external training, it was noted that the frequency of participating in these trainings was limited to one.

The categories of staff that benefit from internal and external training is not limited to programme officers only. According to one respondent, *“mainly it’s the programme officers*

who attend training, but from time to time we also send our finance personnel. Our reason for doing this is to ensure that they understand what issues we are dealing with as programme personnel in order to avoid delays in disbursement of funds for activities” (Head of Programmes, Law Advocacy NGO). In a related response: “accountants have also attended so as to enlighten them on on-going programmes so as to move hand in hand. Apart from that, accountants these days are encouraged to know what gender budgeting is for them to be more informed about the allocation of resources in the national budget” (Acting Country Director, Law Advocacy NGO).

The study further revealed that there were instances when more than one member of staff would be away attending an external training leading to reduction in staff manning offices. Asked as to whether this affected operations, one respondent stated that: *“if the training is for a short period, we even manage to send three members of staff at a go. Work is not affected because people can easily sit in for their colleagues based on our efforts to promote team work. The only constraint is time and pressure on staff that remain to meet deadlines” (Head of Programmes, Agriculture and Economic Empowerment NGO). Similarly another responded by saying: “we believe in division of labour and we ensure that officers are all-rounder so that they can easily participate in all aspects to avoid vacancies or disruption of operations” (Programme Manager, Education NGO). It was clear from the responses provided that training of officers was seen as a priority and therefore strategies were devised to ensure that operations were not disrupted. It mostly came down to planning especially at the start of the year on the number of trainings that each officer would be allowed to attend and what that would entail on the workforce.*

In terms of budget percentages, it was difficult for some organisations to specifically state how much was earmarked for training of gender awareness. In most cases, a general training budget was set aside at the start of the year and different kinds of training were conducted for the organisation, but these were not limited to gender specifically. *“I am not able to state how much per say is for gender training, but we have an overall figure that is planned for at the beginning of the year for capacity building” (Programme Manager, Education NGO). Another responded by saying: “I believe we spend about 5-10% of our budget for training, but you need to take note of the fact that our external courses are usually fully paid for and other training needs are covered by different programme components which are sponsored by donors”(Acting Country Director, Law Advocacy NGO) One respondent was able to give a percentage of the budget allocated for training, but was quick to make a qualification: “our*

training budget is 1% of the total budget. In percentage terms this may seem insignificant, but it's a huge amount" (Centre Manager, HIV and AIDS NGO).

In relation to the previous response, a similar sentiment was made by another respondent who said: *"partners supporting NGOs don't put in much for training staff even though they are expected to provide quality work. This lack of investment in capacity building leads to high staff turn-over, but in order to address this challenge, we have started lobbying for separate amounts for capacity building away from the main operational budget. The reason for doing this is to avoid inflating the main operational budget"* (Head of Programmes, Agriculture and Economic Empowerment NGO).

4.12.1 Frequency of Training

Nine (9) Programme Officers responded as having attended training on gender at least three (3) months prior to the research and one (1) Programme Officer had attended training at least one (1) month prior to the research. The main topics covered include:

- gender awareness
- gender budgeting
- mainstreaming gender in strategic documents
- advocating for law reform that addresses gender inequality
- designing indicators for monitoring gender

With the exception of one (1) respondent, nine (9) Programme Officers expressed satisfaction with the training they had acquired in the different topics aimed at improving their knowledge on gender.

4.13 Challenges

From the results of the interviews, a number of challenges were highlighted as affecting the work of NGOs to effectively mainstream gender. These challenges were not only limited to internal operations, but included the social, economic and political spheres that these organisations operate in. Top on the list was the challenge of dealing with cultural perceptions that guide people's attitude towards issues of gender at community as well as national levels. *"The social cultural setup in this country is the biggest hurdle we have to deal with. Certain cultural norms are negative and make it difficult for us to break grounds and effectively*

implement gender programmes” (Acting Executive Director, Research NGO). “Zambia is mostly a patriarchal society where men make the most decisions and to change this status quo to participate in efforts aimed at reducing gender inequality is hard” (Acting National Coordinator, Research NGO). The problem of participation is not only peculiar to men alone, “but while we want women to participate, women have been made to accept that they are of a lower class in society, it all boils down to issues of attitude” (Centre Manager, HIV and AIDS NGO). This was also cited as an operational challenge at organisational level. “In as much as we want to address the issue of attitude at community level, we take cognisance of the fact that some individual members of staff have stubborn attitudes and this affects work negatively. There is very little we can do other than to constantly remind them about the work we are engaged in” (Head of Programmes, Agriculture and Economic Empowerment NGO).

According to two other respondents, the perceptions held by men and the public in general can also be attributed to “the way gender was introduced to us as dealing on with women. As such, men do not see themselves as active participants in our programmes” (Acting Country Director, Law Advocacy NGO). “Gender is generally misunderstood by a lot people. Unfortunately even the people who are knowledgeable misinterpret gender, people want to talk about equality and not equity and this brings conflict. From the beginning gender was not clearly outlined” (Programme Manager, Education NGO).

From the political point of view, NGOs expressed a growing lack of political commitment by the Government to ensure gender is effectively addressed in the country. “The political scene shows a lack of interest by our political leaders to address issues of gender” (Head of Programmes, Law Advocacy NGO), gender does not receive the attention due; just look at the national budget, what is set aside for gender is negligible” (Acting Country Director, Law Advocacy NGO). Another respondent echoed a similar sentiment and attributed the low percentage of funds in the national budget as arising from the “unclear role of the national machinery on gender, that is, the Ministry of Gender, GIDD and the Ministry of Community Development” (Head of Programmes, Agriculture and Economic Empowerment NGO). From a policy perspective, “there is an absence of stronger national policies and laws to deal with gender inequalities. The current policy is good, but it needs some improvements and in its current state, the policy is not backed by law” (Acting National Coordinator, Research NGO).

Declining sources of funding for gender was cited as a general challenge being faced by all the organisations interviewed. “Gender is no longer an international priority. There is a decrease in funding for gender activities. While some global experts will attribute this to the economic

down turn, we noticed that the decline started even before the economic meltdown” (Head of Programmes, Agriculture and Economic Empowerment). “At a global level, donors seem to have shifted their thematic focus on gender and now there is more funding for climate activities” (Acting Country Director, Law Advocacy NGO).

Whilst most organisations encourage the recruitment of more women than men, in one organisation, this policy was seen as detrimental to the organisation’s capacity to implement its programmes. The respondent explained that *“most our female members of staff are in the reproductive age group and we usually have a number of them going on maternity leave. And when they return their children are still young and it becomes difficult for them to travel out in the field. This means we have to out-source consultants and this is costly on our part” (Centre Manager, HIV and AIDS NGO).* Even though this concern was only raised by one organisation, there is a possibility that this could be a challenge in other organisations as well.

CHAPTER FIVE

5.0 DISCUSSIONS

This chapter gives a detailed analysis of the results of the study on gender mainstreaming within selected NGOs in Lusaka.

5.1 Harnessing Opportunities for Gender Mainstreaming

The study reveals that NGOs working to address gender inequality employ more women than men as evidenced by the distribution of respondents and statistics of staff working for these NGOs. This characteristic is not only limited to programme officers, but extends to managerial level as well. The reasoning behind this trend is based on the premise that women have for a long time been disadvantaged in the social, political and economic spheres. NGOs have thus provided a forum for women's issues to be brought to the attention of the public and the decision makers.

NGOs have highly qualified staff, that is; both women and men who are responsible for implementation of programmes. Those working at Programme Officer level have a first degree; while others have studied further to get a master's degree. With this level of education, it is expected that officers should not have problems articulating the organisations' goals of addressing gender inequality through mainstreaming. However, it is important to note that most NGOs employ young graduates, most of whom are taken up through internship programmes. This implies that whilst a member of staff may have a first degree, he/she may not have many years of experience in working with gender issues. This can affect the rate at which an organisation effectively mainstreams gender, as effort is spent on orienting staff.

5.2 Reviewing Recruitment Tendencies

Affirmative action in addressing women's issues is a welcome strategy. However, in terms of employment opportunities, this approach has potential to strengthen the perception that the fight for gender equality is only for women. Certain clauses in the constitutions governing most NGOs insist on the management positions being maintained specifically for women. This entails that once a male officer has reached the position of programme officer or head of programmes in some cases, he cannot be considered for further promotion. This can demoralise an officer and also affect his attitude towards work. His preoccupation will probably be looking for other prospective opportunities and will not stay committed to his work of mainstreaming gender.

Based on the findings of this study, the limiting of men's participation in management positions, gives the impression that men are not seen as key players in leading to the much needed transformation. Men should be seen as equal partners in pushing for gender equality and they can also contribute by bringing new perspectives for addressing gender. With the current approach, it is not surprising that the move towards gender equality has not been seen as an urgent matter by men. Whilst some organisations may have already realised this weakness, there seems to be no deliberate effort to ensure that men are incorporated in positions of leadership, both at managerial and board level. After almost three decades, NGOs should have recognised that the campaign for gender equality by women alone should have been seen as a temporary measure and not an end in itself. In order for NGOs' programmes to be successful in mainstreaming gender, an introspection of the organisational structures is of utmost importance.

5.3 Bridging the Knowledge Gap between Programme Managers and Officers

The finding showed that Programme Managers had worked for longer periods in comparison to programme officers. This category of staff was also much older in age and could be classified as having almost reached the apex of their careers. These have in most instances risen through the ranks of the organisation and therefore owe their loyalty to their employers. Their knowledge and perspective on gender issues is more detailed and they exhibit personal commitment to the cause of the organisations. The younger members of staff on the other hand do not share the same experience due to the changes that have taken place over time. This can relate to improved policies and opportunities for both men and women in all spheres of life as compared to previous generations. It is clear that there is a generational gap in terms of knowledge and the strategies being enforced in order to attain gender equality. It therefore goes to show that the period of employment plays a significant role in contributing to the employee's ability to internalise and contribute to the goal of the organisation.

5.4 Improving Knowledge Utilisation among Staff

Based on the findings of the study, it is evident that the focus of most NGOs interventions is mostly in the social sectors. From the organisations targeted in the study, none of them were addressing gender issues in the technical sectors. This biased focus could be attributed to the fact that addressing social conditions has received more global recognition in comparison to the more technical issues. It is not surprising that even the MDGs which have been set as a benchmark for development also focus mostly on social sectors.

Despite this biased focus, the study reveals that there is a general awareness of issues surrounding gender implementation by members of staff working in NGOs. All the respondents could easily identify themselves with instruments that govern efforts to promote gender equality in Zambia, except for the SPANGP. The level of application in their programmes however is quite low. This low utilisation can be attributed to the absence of laws at national level that would legitimise the NGP so that programme implementers would be required to adhere to the policy. On the other hand, NGOs have lamented the lack of political will by the Government to ensure that the policy is implemented. Despite the policy having been in place since 2000, it has not been widely disseminated to all key stakeholders including NGOs (Sida, 2008).

Despite the low application of instruments governing promotion of gender equality, NGO staff further displayed knowledge on the process of gender mainstreaming during programme implementation. However, this knowledge did not translate into action for organisations whose programmes were specifically targeting women as beneficiaries. This was a major contradiction for organisations that claimed to mainstream gender in their programmes, even though they had no interventions aimed at addressing men as equal beneficiaries of their programmes. The study showed revealed that organisations were alive to this weakness, but chose to conceal it by stating how both women and men were considered at programming level in a bid to avoid denting the organisations' image.

5.5 Strengthening Policy Acceptance and Adoption

There was overwhelming evidence that very few NGOs had gender policies in place. The study revealed that despite addressing gender inequality most prominent NGOs had no gender policies, whilst others were only starting to develop such policies. This could be the reason why NGOs fail to make a strong impression on other institutions by virtue of not practising what they advocate for. A few organisations acknowledged having a gender policy, but when probed further it was realised that most of them referred to their policy and procedure manuals. Only one (1) organisation had a written gender policy whilst another had it in draft form. The main reason given for the absence of a gender policy was the size of most organisations. This gave an impression that, from the organisations' point of view, a gender policy would only be necessary if organisations had many staff members. On the contrary, a policy would act as a guide for present and future members of staff on how to address issues of gender within the organisation and to act as a basis for ensuring accountability.

It should be noted though, that the absence of a gender policy in some organisations did not reflect a lack of commitment by the organisations to deal with gender within the organisations. As earlier alluded to, the commitment was spelt out in the policy and procedure manuals. In this case, if gender is effectively dealt with in policy and procedure manuals and respective constitutions, what is important is the commitment to apply what is enshrined in these documents. It therefore goes that a policy may not necessarily be relevant as long as the basic tenets are well articulated. In cases, where separate gender policies exist, these should complement other existing documents such as policy and procedure manuals and constitutions.

In the same vein, the effective application of a gender policy will be subject to how well the policy is articulated. If the policy is unclear or unrealistic, it will be difficult for NGO staff to enforce. This poses a challenge for mainstreaming gender, as staff members lack understanding and therefore cannot be committed to this cause.

The lack of prioritisation could also be attributed to the competing needs of an organisation. Most NGOs are practically donor dependent and are constantly looking for potential partners. In order to satisfy the different donor requirements, certain issues, such as gender mainstreaming are side-lined against an immediate need for funding. Furthermore, gender is seen as a cross cutting issue and in the process it is possible that attention can be shifted to other cross cutting issues such as HIV and Aids.

5.6 Monitoring, Vital for Assessing Gender Mainstreaming

The setting of indicators was seen as an important process for most organisations. Nonetheless, the practice of affirmative action by some organisations which can be referred to as positive discrimination in favour of women (www.wikipedia.org) has an effect on the indicators set. With all organisations focusing mostly on women, the indicators set reflected this one sided approach which makes it difficult to measure the outcome of gender interventions by these organisations. There was one (1) (quote) organisation though, that had indicators set for both women and men, even though the bulk of indicators were on women. In a related case, some organisations claimed to have indicators on mainstreaming of gender even though they only focused on women. Given this continued contradiction, it may be useful for organisations to reconsider what they mean by mainstreaming.

The study revealed that the process of setting up indicators was in some instances not entirely owned by the organisations. Based on responses provided during interviews, it became clear that development of indicators on gender was done in order to satisfy donors as a prerequisite

for funding. This implies that some of the indicators set were not a priority for the programme. The lack of clear benchmarks entails that an organisation is not able to monitor its own performance and the need for improvement if necessary.

Gender disaggregated data is essential for easy monitoring and evaluation of gender equality programmes. However, this is absent in most NGOs, and evidence suggests that NGOs are not formulating appropriate interventions to address this weakness. The absence of good quality disaggregated data means that inclusion of gender indicators in the organisations’ plans becomes a challenge, making it difficult for meaningful analysis from a gender perspective.

5.7 Promoting Gender Accountability with Limited Manpower

Similarly, the study showed that NGOs did not have full time GFPs. This was also attributed to the small size of organisations. It is implicit that all members of staff should be knowledgeable about gender by virtue of working for gender based organisations. Therefore, the responsibility of ensuring accountability for gender was vested in all members of staff. In certain instances some programme officers were assigned the role of GFP as an added-on task to their other duties. The level of commitment is therefore compromised. Mainstreaming gender in an organisation imposes a number of requirements on staff, but rather than imposing more responsibilities, officers must also be willing to undertake the new tasks.

In organisations without GFPs, heads of organisations have the overall responsibility of ensuring that members of staff adhere to agreed objectives on gender mainstreaming. Whilst this may be seen as a solution, it is important to note that in most of these organisations, organisational heads have a mammoth task of managing the organisation and added on to this, they are charged with the responsibility of sourcing funds for the continued operation of the organisation. This means there is a high possibility that they will not have time to monitor officers’ adherence to gender mainstreaming. From an organisational perspective, effective gender mainstreaming requires creating capacity necessary for all staff members to make informed considerations and to remain committed to mainstreaming gender at all levels.

5.8 Increased Training amidst Capacity Imbalances

For a more comprehensive process of gender mainstreaming, the inclusion of gender expertise and gender training is of utmost importance. The study shows that NGO staff have received sufficient training on gender through internal and external training. Internal trainings are held more frequently due to their cost effectiveness. External trainings on the other hand cost the organisations more and are not held frequently. Despite costs associated with external courses,

NGOs have learnt to partner with other local, regional, as well as international organisations that run annual training programmes in gender. This has significantly contributed to improved capacity for members of staff and cost sharing for these trainings has eased the financial burden for most NGOs. It is interesting to note that training has not only been limited to officers implementing programmes, but to finance personnel as well. This deliberate effort of enlightening finance personnel is commendable as it allows for all categories of staff to be aware of issues surrounding the implementation of gender programmes.

The study shows that training is highly prioritised and members of staff are encouraged to improve their capacity whenever opportunities avail themselves. In order to mitigate interruptions of programmes when selected members of staff are away attending training, the remaining officers are expected to take up extra responsibilities. While this strategy has been said to work well, it is important for organisations to be mindful of the quality of work produced by the officers who are covering up for others. There are instances where an administration officer is assigned the role of a programme officer and this person may not be conversant with the work. Thus, the results attained at the end of the year may not match what was initially planned for. As such, it will be prudent to acknowledge that whilst organisations try to avoid disruptions, meeting expected programme outcomes is compromised, by the absence of key personnel.

Still on the issue of training, despite NGOs prioritising capacity development, there is still a skills deficiency in gender analysis to inform policies and later translate these policies into programmes. Most NGOs are usually deprived of this technical expertise, as officers who may have received training in this particular area are no longer working with these organisations. As such, NGOs continue to see gender mainstreaming mostly as numbers of women recipients with no consideration of the quality or impact created in terms of increases or reduction in beneficiaries.

The length of training courses has recently come under scrutiny. It is believed that the courses are too short and therefore do not provide officers with sufficient knowledge to effectively mainstream gender (Mehra & Gupta, 2006). The courses are usually one-off and the material presented does not sufficiently address the needs of the different stages that most NGOs are at.

5.9 Eliminating Barriers of Gender Mainstreaming

The findings of the study are in conformity with the problem analysis which highlighted possible reasons for the lack of gender mainstreaming among NGOs. This was reflected

through the challenges listed by most of the respondents. NGOs like other organisations employ a vast array of individuals who all stem from different backgrounds. Through socialisation individuals develop cultural perspectives and these play a significant role in shaping attitudes. These attitudes affect the way individuals employed in NGOs look at the promotion of gender equality. Although employees are expected to embrace the promotion of gender equality, it should be noted that attitudes are personal and while they may not manifest on a daily basis, some officers have latent views on advancing gender. For example, some respondents interviewed expressed personal opinions of women as slow learners, whilst another referred to women as being disorganised. These opinions were expressed by key personnel who are involved in the implementation of programmes.

Another prominent challenge alluded to in the study was the lack of political will to ensure that the NGP is successfully implemented. This is exacerbated by the absence of a law that governs the implementation of the policy. This comes down to the issue of leadership. NGOs have bemoaned the need for clarity in the role of the national machinery, that is; GIDD, the Ministry of Gender and Development and the Ministry for Community Development in implementing programmes on gender. The lack of coordination among these three major stakeholders has negatively impacted efforts to effectively mainstream gender at national level. NGOs are of the view that the public have not responded positively to gender because there has been no thrust by the decision makers to ensure that gender is promoted on a national scale and this has affected their efforts to mainstream gender.

On the other hand, while NGOs make reference to national leadership, it is interesting to note that most NGOs have not changed executive directors for long periods of time. Despite some of these organisations having been involved in the promotion of gender equality for many years, the outcomes of their interventions are still minimal. It is likely that the strategies being used to promote gender equality are outdated. This can be attributed to prolonged tenure of office and the lack of mentoring programmes for young leaders who can embrace new approaches of dealing with gender in the current context.

The organisational set up of most NGOs also poses a challenge for mainstreaming of gender. Some organisations may have committed members of staff designated the role of gender focal persons; however, their heavy work load makes it difficult for them to consider extra task. This is a major set back for mainstreaming as a strategy, seeing that this is not the core responsibility of any given officer, but a mere add on to their normal responsibilities.

Organisations may benefit from revising their structures in order to highlight the importance of gender.

5.10 Theoretical Explanations

Based on the foregoing analysis, it is evident that the three theories are relevant in understanding the efforts by NGOs to mainstream gender. Referring to Political Opportunities, the policy environment in Zambia has been favourable in terms of adoption of the NGP and the revision of other policies that hinge on promotion of gender equality. Gender mainstreaming has had prominent international attention and this has stimulated cooperation by various national Governments including Zambia. This has also led to creation of more space for NGOs to continue advocating for gender mainstreaming in national development processes. On the other hand, NGOs have not taken advantage of the prevailing conditions to develop policies to guide their internal operations regarding gender mainstreaming within their programme activities. There has been a notable decline in the push for gender equality by NGOs, partly due to the over extended tenure of NGO leaders who seem to lack new ideas on how to reinforce the strategy.

Following the Beijing Conference, a number of NGOs were able to mobilise themselves and their coalitions resulted in strengthening the women's movement to advocate for improved gender equality. Notwithstanding this positive element, over a period of time, NGOs have not utilised the power of mobilisation to promote peer reviews. This failure can be attributed to increasing staff changes within NGOs and the varying opinions of NGO staff on gender related issues. Furthermore, the apparent weakening of mobilising networks could possibly explain the lack of a coordinated effort to pressurise for a unified process of mainstreaming gender in their various interventions.

From a framing perspective, it is clear that NGOs have identified a common problem of gender inequality and in addressing this impediment; organisations have resolved to tackle this problem through affirmative action, aimed at uplifting the status quo of women. Whilst the intention has been to dispel the dominant belief of women being sidelined in development process, NGOs have been blind to the fact that times have changed and the prevailing conditions are different, therefore requiring a change in the approaches being used to promote gender equality. The failure to study changes in trends and to make appropriate adjustments to programme designs has hampered the success of gender mainstreaming among NGOs.

CHAPTER SIX

6.0 CONCLUSION AND RECOMMENDATIONS

6.1 Conclusion

This study was undertaken to assess the extent to which NGOs have mainstreamed gender in the formulation of policies, during programme implementation and through monitoring and evaluation. Based on the information collected through questionnaires, in-depth interviews and secondary sources, the study makes the following conclusions:

- Promotion of gender equality among NGOs is mainly seen as a women's domain. There are more women employed to advance the cause of gender equality in comparison to men.
- There is a general agreement on the importance of gender mainstreaming; however, almost 90% of interventions by NGOs are biased towards women as their main beneficiaries. This implies that gender has not been effectively mainstreamed in programme activities.
- Development of gender policies within NGOs has not been highly prioritised.
- NGO staff have the capacity to mainstream gender in their programmes, but lack the ability to conduct in-depth analysis of programme impact.
- Most NGOs do not collect gender disaggregated data since most interventions are biased towards women.
- Most NGOs lack credible indicators for measuring outcomes of gender mainstreaming. Systems for follow up and monitoring are weak absent.
- While a few NGOs have GFPs, most NGOs have no formal mechanism for ensuring accountability towards gender mainstreaming.
- Resource allocation for gender interventions is being affected by declining donor resources
- Leadership, both at national and organisational level is vital for successful gender mainstreaming. There is also a lack of mechanisms for NGOs to share lessons learnt and to learn from others.

6.2 Recommendations

The recommendations provided below are drawn from the problems described in the text and therefore do not need further motivation. The list is not exhaustive, but is a compilation of the most prominent ones.

- In continued efforts of promoting gender mainstreaming among NGOs, it is important to understand what is meant by gender mainstreaming and to contextualise it based on prevailing social, economic, political and cultural aspects.
- NGOs should consider revising their constitutions to allow men to participate in management positions. Furthermore, NGOs need to revisit the design of their programmes by critically analysing the impact of their current interventions on society as a whole in achieving gender equality, using the Gender and Development (GAD) approach which involves men as equal partners.
- NGOs should strengthen the capacity of members of staff to undertake in-depth analysis of the benefit of policy development and improved programme implementation.
- NGOs should explore possibilities of strengthening synergies with local training institutions in order to reduce on training costs in the light of reduced donor funding.
- The training offered to NGO personnel should reflect the needs of the environment that NGOs are operating from and to ensure that the knowledge acquired benefits not only the individual, but the organisation as a whole in order to positively influence other organisations.
- NGOs must periodically review the tenure of their Executive Directors and develop programmes aimed at mentoring young leaders. NGOs need to prioritise the development of leadership programmes that will help in bridging the intergenerational gap.
- NGOCC should find a mechanism for constantly updating its membership list in order to be informed of its members' change of addresses and status of operation.
- Furthermore, NGOCC needs to apply new networking approaches in order to ensure that member organisations continue to rally for the same cause and to strengthen peer

review mechanisms among member organisations by orchestrating foras for NGOs to share their experiences, both negative and positive.

- As reported in many studies, including this one, the role and relevance of GFPs in mainstreaming gender is said to be ineffective. The issue would benefit from further research into what other alternative strategies can be employed to address this gap.

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Appendix I

BUDGET

Item	Quantity	Unit Cost	Total Cost
Stationary			
Ream of paper	2	70 000	140 000
Note Book	2	10 000	20 000
Pens & Pencils	10	1 500	15 000
Tape Recorder	1	700 000	700 000
Tapes	3	40 000	120 000
Sub Total			995 000
Data Collection			
Printing Questionnaires	30	3 000 (per questionnaire)	90 000
Communication		150 000	150 000
Photocopying		60 000	60 000
Internet		150 000	150 000
Transport		400 000	400 000
Sub Total			850 000
Report Dissemination			
Printing Report	3	50 000	150 000
Binding	3	75 000	225 000
Contingency		500 000	500 000
Sub Total			875 000
Grand Total			2 720 000

Appendix II

INFORMED CONSENT

Dear Respondent,

My name is Njavwa Chilufya-Nkandu a student at the University of Zambia pursuing a Master of Arts in Gender Studies. I am conducting a study on *Mainstreaming Gender in Selected Non-Governmental Organisations (NGOs) in Lusaka*. You have been selected to participate in this study.

Through your participation, I hope to determine the extent to which NGOs have mainstreamed gender in their policy formulation, programme implementation, monitoring and evaluation. The results of this study will provide useful insight into the performance of NGOs in the promotion of gender equality through mainstreaming. This information will also be useful for NGOs to identify best practices exhibited by other organisations in the promotion of gender equality.

To the best of knowledge, I am not aware of any risks to you as a respondent in this study. I guarantee that the responses you provide will be regarded as confidential and will only be used for the purpose of this academic research. Kindly note, that you will not be required to put your name on the questionnaire.

Filling in the questionnaire should take you about 20-30 minutes to complete. You are not obliged to participate in this study it is entirely voluntary. Should you choose to participate, kindly fill in the questionnaire.

If you need any further clarifications, feel free to contact me via email on the following address; njavwa@yahoo.co.uk or telephone 0977 819722.

Thank you,

Njavwa Chilufya-Nkandu

Appendix III

QUESTIONNAIRE

Instructions: For each of the responses, select and check (x) in the corresponding box. For responses that require you to explain, please write in spaces provided.

1. Name of Institution

2. Sex M ---- F ----

3. What is your highest educational qualification?

Master’s Degree	
Bachelor’s Degree	
College Diploma	
Other (specify)	

4. What position do you hold in the organisation?

Programme/Project Officer	
Human Resource/Administrative Officer	
Information/Media Officer	
Monitoring & Evaluation Officer	
Other (Specify)	

5. How long have you been working with this organisation?

Less than 1 year	
1-2 years	
2-3 years	
4 years or more	

6. What is the main focus of your work?

Agriculture	
Economic Development	
Education	
Environment	
Gender	
Health and HIV AIDS	
Other (specify).....	

7. Are you familiar with any of the following instruments?

Instrument	Yes	No
National Gender Policy		
Strategic Plan of Action for the National Gender Policy		
SADC Declaration on Gender and Development		

Beijing Platform for Action		
MDG Goal #3 “Promote Gender Equality”		

8. Do you apply any of these instruments in your work?

Instrument	Applicable	Not Applicable
National Gender Policy		
Strategic Plan of Action for the National Gender Policy		
SADC Gender Protocol		
Beijing Platform for Action		
MDG Goal #3 “Promote Gender Equality”		

9. What do you understand by the term gender mainstreaming?

.....

.....

.....

.....

10. In your opinion do you mainstream gender in your work?

Yes	
No	
I’m not Sure	

11. If yes, as far as you know, how is gender mainstreamed in your work?

.....

.....

12. Have you ever attended any training on gender awareness?

Yes	
No	

If your answer is no, go to question 16.

13. (If yes) when was the last time you attended training on gender related issues?

In the last three (3) months	
In the last six (6) months	
In the past one (1) year	

14. In which of the following areas did you receive training? (Tick applicable answers):

Gender awareness	
Gender budgeting	
How to mainstream gender in strategic documents	
Advocating for gender law reform	
How to design indicators for monitoring gender	

15. Have you been satisfied with the training received?

Satisfied	
Partly satisfied	
Not satisfied	
Need further training	

16. How can you assess your organisation’s efforts in incorporating gender?

Very good	
Good	
Fair	
Poor	

17. In your opinion, would you say management provides sufficient support for you to work with gender issues?

Yes	
No	

18. Do you face any difficulties in working with gender issues?

Yes	
No	

19. If your answer is yes, could you kindly explain your answer?

.....

20. In your opinion, what can your organisation do to improve its efforts in mainstreaming gender?

.....

Thank you for your cooperation.

Appendix IV

INFORMED CONSENT FOR INTERVIEW

Dear Participant,

My name is Njavwa Chilufya-Nkandu a student at the University of Zambia pursuing a Master of Arts in Gender Studies. I am conducting a study on *Mainstreaming Gender in Selected Non-Governmental Organisations (NGOs) in Lusaka*. You have been selected to participate in this study.

Through your participation, I hope to determine the extent to which NGOs have mainstreamed gender in their policy formulation, programme implementation, monitoring and evaluation. The results of this study will provide useful insight into the performance of NGOs regarding gender mainstreaming. This information will also be useful for NGOs to identify best practices exhibited by other organisations in the promotion of gender equality.

To the best of knowledge, I am not aware of any risks to you as a respondent in this study. I guarantee that the responses you provide will be regarded as confidential and will only be used for the purpose of this academic research. Your name will also be kept confidential throughout the research.

Your participation in this research is entirely voluntary. Should you agree to participate, I'll need you to sign the consent form before the interview commences.

Thank you,

Njavwa Chilufya-Nkandu

Appendix V

RECORD OF INFORMED CONSENT TO CONDUCT INTERVIEW

Thank you for allowing me to interview you.

I am a postgraduate student at the University of Zambia. As part of my Masters programme, I am required to conduct research and present my findings in a thesis. My research is focusing on Gender Mainstreaming in Selected Non-Governmental Organisations. I am being supervised by Dr Jolly Kamwanga who is based at the Institute of Social and Economic Research in Munali.

Through your participation in this study, a better understanding will be attained in determining the extent to which NGOs have mainstreamed gender in their policy formulation, programme implementation, monitoring and evaluation. The information gathered will assist in providing insight on strides being made in promoting gender equality in Zambia through mainstreaming.

After you have signed this consent form, I'll proceed to collecting information through a one-to-one interview. As stated earlier, all information provided during this interview will be regarded as confidential. During the course of the interview if you feel uncomfortable to discuss certain issues, feel free to tell me or if you need further clarification.

Signed:

Date:

Appendix VI

IN-DEPTH INTERVIEW SCHEDULE FOR PROGRAMME MANAGERS

Instructions for Interview:

- No name should appear on the interview schedule
- Explain the purpose of the study and obtain consent before commencement of interview
- Information provided by respondent should be considered as confidential

RESPONDENTS INFORMATION

Interview date

Name of Organisation

Male () Female ()

Questions:

1. How long have you worked for this organisation?
2. Have you served as Executive Director for the whole period or did you previously serve in another position?
3. What kind of work is your organisation engaged in?
4. How many men and women are currently working for this organisation?
Could you kindly state their positions?
5. Does your organisation have a recruitment policy?
6. (If yes) Does the policy state anything on recruitment of men and women?
7. What do you understand by the term gender mainstreaming?
8. Do you mainstream gender in your programmes?
9. (If yes) How do you ensure that your programmes are gender sensitive?
10. Do you have specific guidelines that officers adhere to?

11. Do you have specific programme indicators to measure the outcomes of gender mainstreaming in the programmes?
12. Does your organisation have a gender policy?
13. Do you have a gender focal person?

14. (If yes) How was the focal person appointed and what position does he/she hold in the organisation?
15. Is this a permanent/part-time position in your organogram?
16. Who is responsible for ensuring that officers are accountable for mainstreaming gender in their programmes?
17. Do you undertake any training programmes aimed at improving gender awareness for the organisation?
18. If yes, how frequent are these trainings held and which members of staff are targeted for these trainings?
19. What percentage of your operational budget is set aside for trainings?
20. Have you experienced any operational challenges when some of your staff members have gone to attend training?
21. (If yes) How have you addressed these challenges?
22. Are there any other challenges that you face in working with gender issues in general?
23. In your opinion, would you say your organisation is successfully mainstreaming gender?
Kindly explain your answer.

Thank you for your participation

Appendix VII

ORGANISATIONS VISITED FOR THE STUDY

Christian Council of Zambia	(CCZ)
Forum for African Women Educationalist of Zambia	(FAWEZA)
KARA Counselling	
Planned Parenthood Association of Zambia	(PPAZ)
TASINTAH	
Women for Change	(WFC)
Women and Law in Development in Africa	(WILDAF)
Women in Law and Development in Southern Africa	(WLSA)
Women in Mining	
Young Women in Action	(YWA)
Young Women Christian Association	(YWCA)
Zambia Association for Research and Development	(ZARD)
Zambia Open Community Schools	(ZOCS)
Zambia National Women’s Lobby	(ZNWL)
ZAMBIA Association of University Women	(ZAUW)