



REPUBLIC OF ZAMBIA

**Zambia's Response to the United Nations Questionnaire
On Implementation of the Beijing Declaration and Platform for Action (1995)
And the Outcome of the Twenty-Third Special Session of the
General Assembly (2000)**

**For preparation of regional review and appraisals
in the context of the 15th anniversary of the adoption of the Beijing
Declaration and Platform for Action in 2010**

I. INTRODUCTION

- 1.1 Zambia remains committed to the implementation of the Beijing Platform for Action adopted at the Fourth World Conference on Women and the outcome of the Twenty-third special session of the General Assembly (2000) and other internationally agreed development goals including the Millennium Development Goals. This submission highlights some of the major achievements and challenges that have been encountered in promoting gender equity and equality in Zambia.
- 1.2 Zambia's main actions in implementing the Beijing Platform for Action continue to be guided by the National Gender Policy (2000) and the Fifth National Development Plan (2006 – 2010) which outlines the countries priorities and contains a section on Gender and Development and strategies for mainstreaming gender into the various sectors.

PART ONE

2.0 Major Achievements in the Implementation of the Beijing Platform for Action

2.1 Outlined below are some of the major achievements that have been recorded in the implementation of the Beijing Platform for Action during the period 2005 to date.

a) Adoption of the Fifth National Development Plan

Zambia adopted and launched the Fifth National Development Plan (2006 – 2011) a five year plan which will guide Zambia's national development priorities and translate national policies into action. The Plan fully recognises gender as a key area for its life span. In addition, the Plan has a separate Chapter on Gender which identifies five priority areas which will receive special focus. These include (a) agriculture and land; (b) education; (c) health; (d) governance; and (e) Social Protection.

In order to support the implementation of the priority areas outlined in the FNDP, government in collaboration with the cooperating partners have developed the Joint Gender Support Programme (JGSP) whose objective is strengthen the national capacity to mainstream gender in legal, political, economic and social/cultural spheres so that women and men benefit and participate equally in the development process. The programme has provided for increased financial and technical resources for gender mainstreaming which has been a major constraint to implementing gender and development programmes. In addition the cooperating partners are responding as one in addressing national priorities in the gender sector. Through this programme, an amount of \$10,983,732.98 has been secured from both government and cooperating partners for the period 2008 to 2011.

b) Constitutional Review Process

In August 2003, the Government set up a Constitution Review Commission to, inter alia:

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- i. collect views on what type of Constitution Zambia should enact, considering that the Constitution should exalt and effectively entrench and promote the legal and institutional protection of fundamental human rights;
- ii. recommend appropriate ways and means of entrenching and protecting human rights, the rule of law and good governance in the Constitution;
- iii. examine and recommend the elimination of provisions which are perceived to be discriminatory in the Constitution;

- iv. recommend provisions to ensure the competence, impartiality and independence of the judiciary and access of the public to justice; and
- v. examine and recommend to what extent issues of gender equality should be addressed in the Zambian Constitution.

In 2005, the CRC submitted its recommendations and a draft Constitution simultaneously to Government and the Public. The Draft document has included several provisions on gender equality. As a follow up to the CRC's work, government has established the National Constitutional Conference through Act No. 19 of 2007 to consider and deliberate the provisions of the draft Constitution as well as to adopt the same. The adopted draft Constitution will in turn be enacted by Parliament.

c) Review of the Penal Code to strengthen provisions on sexual violence

Government has reviewed the Penal Code through Act Number 15 of 2005 to introduce stiffer penalties for sexual offenders in the cases of defilement, rape, and sexual harassment of children. Previously, sexual offenders were only liable to imprisonment for a period of 1 to 2 years. Imprisonment terms have now been increased to not less than 7 years, and where it is found that there is need for stiffer sentencing; imprisonment may be up to life sentences. Where imprisonment is beyond 7 years, cases are referred to the High Court for sentencing.

d) Development of Specific legislation on Gender Based Violence

Government and its stakeholders have recognised that despite the revision of the Penal Code, gender based violence continues to be rife especially in rural areas. Consequently, a technical Committee comprising representatives from government institutions and civil society organisations has been set up to facilitate the development of specific legislation on gender based violence. The Committee has since finalised its work and submitted proposals to the Ministry of Justice which is the institution responsible for drafting legislation. According to the Government's Roadmap, the Bill to introduce this legislation will be presented to the current session of Parliament.

In addition, government and civil society organisations has introduced Drop-In-Centres and shelters for victims of gender based violence and abused children to ensure that they are removed from premises where violence occurs and encourage them to report such cases.

e) Establishment of a Technical Committee on Trafficking in 2004

Government in 2004 established an Inter-ministerial Committee on Trafficking in under the Ministry of Home Affairs. The mandate of the Committee is to respond to the problem of human trafficking and to develop a preliminary national plan of action which has since been developed. It is also mandated to inform individuals about the vices of trafficking and against engaging in trafficking. It is envisaged that these consultations

will lead to the development of a policy and appropriate legislation on human trafficking. The Committee has facilitated the development of a policy on Trafficking which is under consideration.

In addition training has been conducted for law enforcement officers especially in key border areas on human trafficking cases in 2005. The objective of this training was to equip law enforcement agents with the relevant skills to enable them adequately deal with cases of trafficking.

f) Reduction in Maternal Mortality

In relation to attainment the Millennium Development Goal on improvement of maternal health the Government has and continues to strengthen the Emergency Obstetric and Neonatal care through the rehabilitation of existing infrastructure and building new health posts in areas where they were nonexistent. In addition, government has scaled up training of health providers in Emergency Obstetric Care and procured equipment. Further, government is strengthening the referral system through the provision of vehicles especially in rural areas. Government has also introduced and is scaling up retention schemes for medical personnel to enhance equitable distribution of skilled personnel. These measures have paid dividend as evidenced by the reduction of maternal mortality from 729 per 100,000 live births in 2001/02 to 591 per 100,000 live births in 2007. According to Zambia's 2007 Millennium Development Goals progress report the country has the potential to attain the MDG on the improvement of maternal health.

Other measures that the government is embarking on include introduction of direct two year entry into midwifery training to accelerate the number of skilled birth attendants. This approach is complimentary to the conventional way of training midwives which requires basic training for three followed by one year of midwifery.

PART TWO

Part two of the report present examples of specific achievements, including policy development, legislative change, advocacy, awareness-raising, capacity-development and programmes and projects which the State Party has undertaken in implementing the critical areas of concern of the Platform for Action, as well as areas requiring further initiative and action identified in the twenty-third special session of the General Assembly. It also outlines some of the obstacles and remaining gaps and challenges in relation to the critical areas of concern some of the lessons learned.

a) Women and Poverty

Enactment of the Citizen's Economic Empowerment Act No. 9 of 2006

Government enacted the Citizens Economic Empowerment Act Number 9 of 2006. The Act prohibits discrimination on ground of gender. In particular it facilitated the establishment of the Economic Empowerment Commission whose functions include, among others, the following:

- i. The provision of gender equality in accessing, owning, controlling, managing and exploiting economic resources.
- ii. The promotion of employment of both gender by recommending to appropriate authorities the removal of structural and discriminatory constraints and practices that hinders any particular gender from employment opportunities.

Special provisions have been made to provide women with financial resources to enable them start their businesses as a way of reducing poverty. However, the Commission has only started disbursing funds and the implementation is yet to be assessed for its impact on women.

Enactment of the Zambia Development Agency Act no. 11 of 2006

In addition to the adoption of the Citizen's Economic Empowerment Act to address issues of poverty, government has also adopted the Zambia Development Agency Act of 2006. Sub-section (1) of Section 12 of the Act mandates the Agency to recommend, to the Minister responsible for Trade, coherent trade and industry development strategies which promote gender equality in accessing, owning, managing, controlling and exploiting economic resources.

The Act also encourages, supports and facilitates the creation of micro and small scale business enterprises and promotes their participation in trade and industry. Through this Act, it is recognised that, women who form a large part of the informal sector and predominantly reside in rural areas shall benefit from the initiatives contained therein. The implementation of this Act is just beginning and the Gender In Development Division will continuously monitor its implementation to ensure that women equally benefit.

While these measures have been introduced, implementation is only beginning and initial assessment has revealed that there is more work to be done to ensure that women actually benefit

from these programmes. However, it is worth noting that the introduction of such legislative measures has ensured that the Citizen's Economic Empowerment Commission and the Zambia Development Agency have included gender equality issues within the programme implementation and disbursements.

b) Women Education and Training

Government is committed to achieving MDG number 2 on Achieving Universal Primary Education. In this regard, the national education policy of 1996 has provided for a supportive environment in which sub-sector policies have been articulated. Government has introduced and is implementing the free education policy announced in 2002 and the Global Education for all Goals adopted in 2000 to ensure that all boys and girls are able to attend school. In addition, in a bid to improve access, Government constructed 560 classrooms between 2004 and 2005. These measures have contributed to increased net enrolment rates at primary education. Consequently, the status of girls' education is good and the trend shows a growth in their enrolment in the school system which is 98 percent while that of males is 96 percent. Enrolments of males has seen an increase from 71 percent in 1990 to 96 percent in 2006 while an increase of female enrolment from 57 percent in 1990 to 98 percent in 2006. While this is the case, completion levels among females are lower than those of males despite there being more girls enrolled because of affirmative action. Completion rates at secondary school for females remains higher at 2.9 percent compared to 1.25 percent for male (2005). Enrolments at the University of Zambia and Copperbelt University also show that gender imbalances continue to exist with females recording low enrolment rates of 20 and 38 percent respectively.

According to available statistics, the national literacy rates for the age groups 15 to 24 were 20 percent in 2004 the female literacy rates for the same period were 66 percent while that of boys was 75 percent.

A number of challenges have been encountered in achieving Goal Number two, and some of these include:

- i. Loss of teachers due to poor conditions of service.
- ii. Inadequate bursaries to enable vulnerable children to attend school.
- iii. High poverty levels leading to some children failing to enrol in schools.
- iv. Long distances to school especially in rural areas.

c) Violence Against Women

Government recognises that gender based violence, especially against women and children, continues to be an area of concern that requires immediate attention. A comparative analysis of the cases of violence against women and children shows that there is an increase in the number of reported cases for defilement from 306 reported cases in 2000 to 1,511 cases in 2005

representing an increase of 393 percent. Reported cases of rape increased from 198 in 2001 to 308 in 2003 and then declined to 290 in 2004 and to 216 in 2005.

In order to address this scourge, government has reviewed the Penal Code to introduce stiffer penalties for sexual offenders. Further, government is in the process of developing specific legislation to curb gender based violence. Other measures include initiatives by government in collaboration with cooperating partners and civil society organisation to establish One-Stop Centres for victims of gender based violence which provide integrated services. The services provided include counselling; treatment for injuries, investigations and prosecution.

Challenges in addressing cases of gender based violence include, among other things:

- i. The culture of silence which prevents reporting cases or limits discussions on this issue to the family;
- ii. Limited number of One-Stop-Centres;
- iii. Limited knowledge on human rights issues especially among the rural population.

d) Women in Power and Decision-making

The Zambian political system in its current form gives political parties leverage to determine the participation of women in politics. Despite the multi-party democratic system and proliferation of political parties, women have continued to be marginalised in political party structures mainly due to the patriarchal system in most societies. Government in 2000 adopted the National Gender Policy, which has provided an enabling environment for women's participation in decision making processes. Suffice to mention that there are no legal impediments that restrain women from aspiring or being voted into any office. Evidence shows that representation of women in political office remains low although there have been a nominal increase in female representation at all levels of decision making. The Legislature comprises one hundred and fifty (150) elected and eight (8) nominated Members of Parliament. The current Parliament has twenty-two (22) female Members of Parliament out of a total of one hundred and fifty (150). Out of the eight (8) nominated members, only one (1) is female. At Cabinet level, there are five (05) female ministers out of twenty-three (23) Cabinet portfolios. At Deputy Minister Level, out of thirty-three (33) positions, only six (6) are occupied by women.

The representation of women in the civil service is similar to that observed in the political arena. Analysis of the composition of decision makers in the Civil Service shows that the men dominate decision making positions. At Permanent Secretary level, female representation stands at 19 per cent. At Director level, women only account for 23 per cent while at Deputy Director Level and equivalent female representation stands at 43.66 per cent. Female representation at Assistant Director level is 20.91 per cent

In order to increase the numbers of women in decision making especially in the Public Service Government is developing a gender mainstreaming strategy within the Public Service Reform Programme for the period 2007 to 2011. The main objective of the engendering strategy is to ensure increased representation of women in decision making positions in the Public Service and

to ensure that all programmes being implemented are gender responsive. In addition, civil society organisations such as NGOCC; the Zambia National Women's Lobby Group; and Women for Change have been providing training in leadership skills and material support for female candidates in the political arena.

Despite a number of measures being implemented by the Government in collaboration with its stakeholders, a number of challenges continue to be encountered. These include: biased coverage by the media of women participation in politics towards their male counterparts, which has put them at a disadvantage; negative attitudes towards women and the beliefs that women's place is in the private arena; no explicit instrument or mechanism to compel political parties to nominate women as candidates for elections at all levels; gender neutral electoral system which has been cited as among the many hindrances to women's participation in political leadership; this is because the system does not provide affirmative action on women participation in the electoral process; low numbers of women participating in politics; and limited support towards female candidates among political parties.

e) Women and the Media

The Government has continued to recognise the need to redress the gender imbalances that have arisen as a result of limited or no access to media and stereotyped portrayal of women's and men's images. Government has also realised that information is crucial in the attainment of all the Millennium Development Goals. Since information is a cross cutting issue in all sectors, the involvement of women in information dissemination and accessibility is crucial. It is for this reason that serious attention is paid to gender issues in the media.

The situation with regards to women in the media has not changed significantly in the last two years. This is despite the ever increasing numbers of women entering the industry. Women working in the media have continued to hold lower positions on the editorial hierarchy. Power relations that currently favour men are another source of concern in relation to women in the media. Multiple roles also work against women. Media owners prefer men to women because of the demanding nature of certain jobs. Hence, women are mainly confined to less attractive positions.

Across the media, whether public or private, the number of women holding management or decision-making positions is very low. The representation of women on media boards is equally low. The Zambia Daily Mail, for example, one of the largest public media institutions, has a board comprising eight members, only one of whom is a woman. The top management, which comprises six personnel, has no female. Middle management has 15 positions and of these, only four are women. The situation is not different in other media houses. Zambia National Broadcasting Corporation (ZNBC), the national broadcaster, has five top managers out of whom only one is a woman. In the middle management category only 10 are women against over 20 men. The Times of Zambia, another public media institution, has a media board comprising 10 members of which only two are women. Meanwhile, all the nine top managers are men. Middle management comprises 23 positions, of which only four are occupied by women. The Zambia News and Information Services (ZANIS), which is the public relations wing of Government, has four positions in top management which are all occupied by men. Out of nine provincial heads,

only one is a woman. The Post Newspaper, which is privately owned, has seven top management positions which are all occupied by men. Out of the over 15 middle management positions, only five are occupied by women.

To ensure positive portrayal of women in the media and increase both their participation and access to media product and services, the following measures have been put in place and/or are being implemented:

- i. Review of the National Information and Media Policy to ensure that gender concerns are integrated and compel the media to provide a balanced picture of women's diverse lives and contributions. The review is further aimed at ensuring that the programming that is violent, degrading, or reinforcing women's traditional roles, and negatively affects their participation in society, is discouraged.
- ii. Promotion of a balanced and non-stereotyped portrayal of women by creating Media Ethics Council of Zambia (MECOZ), which has put in place professional guidelines and methods of self regulation by the media to address violent and degrading materials.
- iii. Introduction of the Rural Television Project, which could be used as a tool to provide information on issues affecting women.
- iv. Strengthening the capacity of the Zambia Media Women Association – (ZAMWA) as a way of increasing the number of programmes for and by women.
- v. Repeal of the Theatres and Cinematograph Exhibition Act, and replacement of the Film Censorship Board by the Film Classification Board to control obscene literature and ensure that women and children are protected from violent, degrading and pornographic materials.
- vi. Use of the media to propel the gender agenda by Government by ensuring that all media houses have gender focal point persons.

Government continues to face a number of challenges in addressing gender issues in the media. In this regard, some challenges still need to be addressed. These include:

- i. Gender insensitivity in the media, which is a contributing factor to inequalities between male and female journalists.
- ii. Non-adherence to the Government directive to have gender focal point persons to mainstream gender in their respective institutions by most media institutions.
- iii. Non existence of communication and advocacy strategies on gender.
- iv. Limited participation of women in information and media is a factor contributing to the continued stereotypical manner in which women are portrayed as passive participants in national development activities.

- v. Limited access to ICTs by women, especially in rural areas where infrastructure is inadequate or does not exist at all.

f) The Girl-child

The Government is committed to ensuring that the rights of the children, especially the girl child, are protected. This is evidenced in Government's domestication of the provisions contained in the Convention on the Rights of the Child (CRC) and other relevant instruments on human rights. The vision of the Government is to provide long-term guidance and a framework for the implementation of child survival, development and protection interventions, through a well coordinated and multi-sectoral approach to improve the quality of life of every child.

The majority of Zambian children suffer from numerous socio-economic problems that negatively affect their growth and development. In most cases they suffer from poverty and hunger, lack of decent shelter, destitution, exposure to various forms of violence, illiteracy, lack of decent social amenities, vulnerability to HIV and AIDS, sexually transmitted infections (STIs), diseases like malaria and diarrhoea, early marriages and teenage pregnancies. This state of affairs has contributed to the increased vulnerability of the girl child. This is in a society that has for a long time viewed girl children as passive participants in matters related to their well being and development. However, some gains have been achieved in the area of girl children's health, education and protection through increased school enrolment rates, immunisation programmes and increased awareness on children's rights.

To enhance the welfare of the girl child, the Government, in collaboration with the civil society, has put in place the following measures and programmes:

- i. Adoption of the National Child Policy in June 2006 which is an integral part of the overall national development of children in Zambia.
- ii. Amendment of the Penal Code in 2005 which provides stiffer penalties aimed at deterring offenders who commit serious sexual offences against women and children. This has had the positive effect in the sense that more people are reporting such cases to the relevant authorities.
- iii. Domestication of the Convention on the Rights of the Child.
- iv. Adoption of the Cultural Policy to ensure that the traditions and customs do not discriminate against women and girls.
- v. Provision of a conducive environment to encourage civil society organisations to promote the participation of girls in education.
- vi. Establishment of a bursary scheme to promote and/or retain the girl child in the education system.
- vii. Establishment of the Child Justice Forum (CJF) that ensures separate detention cells for children and child friendly courts.

Despite the efforts made by Government and other stakeholders in uplifting the status of the girl child, there continues to be a number of constraints and obstacles which are encountered. These include the following:

- i. Insufficient resources allocated to programmes related to welfare of the girl child.
- ii. High levels of poverty.
- iii. Inadequate girls' access to basic social services.
- iv. Cultural beliefs which compel girls into early marriages.

PART THREE

Part Three focuses on institutional framework for gender mainstreaming in Zambia. It provides information on capacity-building programmes for line ministries, resource allocation, statistics and indicators, monitoring and accountability mechanisms and partnerships with Cooperating Partners and Civil Society Organisations.

The Government of the Republic of Zambia has continued to provide leadership in the implementation of its commitment to the empowerment of women and the Beijing Platform for Action in Zambia. As reported in 2004, the institutional framework has been put in place to ensure systematic implementation of the gender mainstreaming strategy.

Non-governmental organisations and development partners have continued to support government's efforts in the implementation of the Beijing Platform for Action through collaborative efforts and collective programme identification, implementation, monitoring and evaluation. This chapter provides information on the recent developments in the institutional framework, challenges encountered, some of the lessons learnt and the future outlook.

The National Gender Machinery has a three tier structure which is located at the national, provincial and district administration levels. At the national level, the structure consists of the Gender in Development Division (GIDD), the Parliamentary Committee on Legal Affairs, Governance, Human Rights and Gender Matters, the Gender Consultative Forum (GCF), line ministries, non-governmental organisations and development partners.

GIDD has continued to serve as the National Gender Machinery (NGM) in Zambia and is located at Cabinet Office in the Office of the President. The mandate of GIDD is to coordinate, monitor, and evaluate the implementation of the National Gender Policy (NGP) in order to achieve full and equal participation of both females and males in the socio-economic and political development processes. A Performance Audit of GIDD conducted in 2005 indicated that while the Division achieved significant successes, it also encountered a number of major challenges which impacted negatively on its coordination role. These included the limited availability of staff to ensure that the Division effectively provides the necessary technical support, and inability by the Division to mainstream gender into the job descriptions and Key Result Areas of Chief Executives and strategic officers in the Public Service.

The Parliamentary Committee on Legal Affairs, Governance, Human Rights and Gender Matters was established in 1999 with the mandate of subjecting the activities of Government administration, NGOs and other stakeholders to detailed scrutiny to ensure that gender issues are given priority and prominence. Therefore, the Committee has the oversight role of ensuring that stakeholders at all levels account for their gender mainstreaming responsibilities. In this regard, Government Administration, NGOs and other stakeholders are required by law to provide the Parliamentary Select Committee with Action Taken Reports on the issues raised during their respective parliamentary appearances. However, the Committee has not performed up to its expectation due to limited gender analytical skills.

The Gender Consultative Forum (GCF) is an advisory body on gender matters which exists at national level. The GCF was established in July 2003 as provided for in the National Gender Policy. Its functions include advising the Government on emerging gender issues; ensuring that policies being implemented are gender sensitive and giving advice on any other issues connected, or incidental to gender and development. Its membership consists of key stakeholders from government ministries and specialised agencies, the private sector, trade unions, the finance sector, civil society organisations, traditional authorities (House of Chiefs), and academic/research institutions.

To further consolidate the integration and mainstreaming of gender into the development process, Government has established the Ministerial and Provincial Gender Focal Point Persons (GFPs) at senior level. The responsibility of the GFPs is to coordinate gender mainstreaming strategies in their respective institutions in liaison with the Gender Sub-committees.

Furthermore, as part of the Government's efforts to institutionalize gender mainstreaming and enhance performance of the Gender Focal Points, Gender Sub-Committees have been established in all line ministries, provincial and district administrative offices. These efforts are aimed at enhancing the co-ordination, monitoring and evaluation of the implementation of gender and development activities at all levels. The establishment of Gender Sub-Committees in all line ministries, provincial and district administration has addressed some of the gaps in gender mainstreaming which has been a result of the non-institutionalisation of Gender Focal Points. In this regard, the Gender Sub-committees are a link between the Gender In Development Division and the various institutions in order to enhance gender mainstreaming in various institutions.

At Provincial level, the structure comprises the Provincial Gender Focal Points and the Gender sub-committees of the Provincial Development Coordinating Committees (PDCCs). Also included in the Gender subcommittees are NGOs operating at provincial level to ensure that efforts to implement the BpFA at the lower levels are coordinated. The situation at district level is similar to that existing at provincial level. Gender mainstreaming activities are coordinated by the Gender sub-committees of the District Development Coordinating Committees (DDCCs). The key stakeholders include representatives from government departments, NGOs, community based organisations (CBOs) and the church.

Government has realised that the successful implementation of the Beijing Platform for Action requires a robust and strengthened institutional framework. In this regard, the following measures have been implemented:

- i. Establishment of the Office of the Minister for Gender in Development. The office of the Minister for Gender in Development was established in April 2005 in order to ensure that gender issues were represented at the highest level of decision making in Government.
- ii. Development of the Joint gender Support Programme whose objective is to strengthen the national capacity to mainstream gender in legal, political, economic and social/cultural spheres so that women and men benefit and participate equally in the development process.

- iii. Establishment of the Gender sub-committees in line ministries, provincial and district administrations. A review of the performance of the GFPs indicated that gender mainstreaming efforts were being negatively affected in most sector ministries because it was left to individual officers. In this regard, Gender sub-committees have been established in 15 sector ministries out of the existing 23. In addition, Gender sub-committees have been established in all the nine provincial administrations and 55 out of 72 district administrations.
- iv. Implementation of a tailor made gender capacity building programme for GFPs in line ministries through the National Institute for Public Administration. A total of 23 GFPs were targeted and 15 successfully completed the certificate course by January 2005.
- v. Implementation of a fast track training programme for members of the Gender sub-committees at provincial and district levels. This programme was implemented by various gender experts including those from the University of Zambia to ensure that the newly created Gender sub-committees are equipped with gender analysis skills.
- vi. Adoption by government of the Strategic Plan of Action (SPA) for the period 2004 to 2008 for the implementation of the National Gender Policy in January 2004. The SPA provides a framework for the implementation of the National Gender Policy and the various Government commitments on gender and human rights. This has contributed to enhanced implementation of various instruments on gender at national level because various actors have been provided with a framework that enables them to identify areas in which they can collaborate with each other.
- vii. Strengthening of the collaboration between Government, NGOs and development partners which has facilitated the rationalisation of technical and financial resources.

While Government and its collaborating partners have established an integrated institutional framework, a number of challenges continue to be encountered. These include, among others, the following:

- i. Non institutionalisation of gender in sector ministries has had negative implications for gender mainstreaming.
- ii. Weak accountability mechanisms for gender and development activities.
- iii. High turnover of trained Gender Focal Point Persons within the National Machinery and line ministries.
- iv. Limited gender analytical skills among key institutions such as the Gender sub-committees; the Parliamentary Committee on Legal Affairs, Human Rights, Governance, and Gender Matters and the Gender Consultative Forum.
- v. Limited appreciation of gender as a key parameter for planning, implementation, monitoring and evaluation.
- vi. Limited number of institutions providing gender training especially at district level.
- vii. Limited resources for capacity building of Gender Focal Points and their Sub-committees.
- viii. Limited gender disaggregated data.

Government realises that the existing institutional framework requires to be further strengthened in order to achieve the desired objectives. In this regard, the following measures will be implemented:

- i. Including gender in the job descriptions of public service personnel to ensure accountability for gender mainstreaming at all levels.
- ii. Strengthening the oversight function of the Parliamentary Committee on Legal Affairs, Governance, Human Rights and Gender matters to ensure that it effectively monitors government's commitment to gender equality.
- iii. Continued training of members of the Gender sub-committees at all levels.
- iv. Establishment of Gender sub-committees in the remaining eight line ministries and 17 district administrations.
- v. Implementation of a gender communication strategy to ensure sustained support for gender and development activities.
- vi. Strengthening the monitoring and evaluation systems through the identification of various gender indicators including the collection of sex disaggregated data.
- vii. Strengthening of the Gender Statistics Unit at the Central Statistical Office (CSO).
- viii. Continued and sustained support for gender and development programmes at all levels.
- ix. Continued strategic partnership among all institutions implementing gender and development programmes.

Some of the lessons learnt are that the Gender Focal Point System has not been effective in facilitating gender mainstreaming; most sector ministries have not included gender as part of their main functions and as such do not measure progress in this area; and gender budgeting has not been implemented to compliment the gender mainstreaming strategy.

PART FOUR

Part Four provides information on the remaining key challenges and constraints and the priority areas for action that have been adopted by government to ensure the implementation of the Platform for Action.

Some of the key challenges that continue to be encountered include, among other things, the following:

- i. Negative attitudes towards gender as a human rights issue and planning tool
- ii. Weak accountability mechanisms for gender mainstreaming
- iii. Non institutionalisation of gender in the public service
- iv. Slow pace of the domestication of the regional and international instruments on gender and other human rights
- v. Weak national gender machinery to facilitate effective coordination, monitoring and evaluation for gender and development activities.
- vi. Limited gender disaggregated information including the use of available information for planning.

Government has developed and adopted the Fifth National Development Plan (2006 – 2010) which outlines priorities for the duration of the Plan. In the gender sector priority has been placed in agriculture; education; health; lands; justice and governance; and social protection sectors. In order to operationalise the sector Government in collaboration with Cooperating Partners and Civil Society Organisations have developed and are implementing the Joint Gender Support Programme document which has a resource provision of US\$ 10,983,732 for the period 2008 to 2011.